



**Report**  
**on the regional structures of the**  
**United Nations system**

*by*  
*E. Ferrer Vieyra,*  
*C. S. Jha and J. A. Sawe*

**Geneva**  
**February 1975**



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## GLOSSARY OF GEOGRAPHICAL NAMES

ABIDJAN (Ivory Coast)	BRUSSELS (Belgium)
ABU DHABI (United Arab Emirates)	BUCHAREST (Romania)
ACCRA (Ghana)	BUDAPEST (Hungary)
ADDIS ABABA (Ethiopia)	BUENOS AIRES (Argentina)
ADEN (Democratic Yemen)	BUJUMBURA (Burundi)
ALEPPO (Syrian Arab Rep.)	BUKAVU (Zaire)
ALEXANDRIA (Egypt)	CAIRO (Egypt)
ALGIERS (Algeria)	CALABAR (Nigeria)
AMMAN (Jordan)	CALCUTTA (India)
ANKARA (Turkey)	CARACAS (Venezuela)
APIA (Western Samoa)	CASABLANCA (Morocco)
ARUSHA (Tanzania)	CHANDIGARH (India)
ASUNCION (Paraguay)	CHURUBUSCO (Mexico)
ATHENS (Greece)	COLOMBO (Sri Lanka)
BAGHDAD (Iraq)	CONAKRY (Guinea)
BALQAA (Jordan)	COPENHAGEN (Denmark)
BAMAKO (Malia)	COTONOU (Dahomey)
BANGKOK (Thailand)	DACCA (Bangladesh)
BANGUI (Central African Republic)	DAKAR (Senegal)
BANJUL (Gambia)	DAMASCUS (Syrian Arab Republic)
BEIRUT (Lebanon)	DAR ES SALAAM (Tanzania)
BELGRADE (Yugoslavia)	DERA'A (Syrian Arab Republic)
BELIZE (British Honduras)	DOHA (Qatar)
BERNE (Switzerland)	DUBAI (United Arab Emirates)
BOGOTA (Colombia)	EL PASO (United States)
BOMBAY (India)	ENTEBBE (Uganda)
BONN (Federal Republic of Germany)	ENUGU (Nigeria)
BRASILIA (Brazil)	FREETOWN (Sierra Leone)
BRAZZAVILLE (Congo)	GABORONE (Botswana)
BRIDGETOWN (Barbados)	GAZA (Egypt)

GENEVA (Switzerland)  
GEORGETOWN (Guyana)  
GUATEMALA CITY (Guatemala)  
HAGUE, THE (Netherlands)  
HAMA (Syrian Arab Republic)  
HAVANA (Cuba)  
HAZMIEH (Lebanon)  
HEBRON (Jordan)  
HOMS (Syrian Arab Republic)  
IRBED (Jordan)  
ISLAMABAD (Pakistan)  
ISTANBUL (Turkey)  
JAKARTA (Indonesia)  
JEDDAH (Saudi Arabia)  
JERICHO (Jordan)  
JERUSALEM (Israel)  
JUBA (Sudan)  
KABUL (Afghanistan)  
KADUNA (Nigeria)  
KAMPALA (Uganda)  
KARACHI (Pakistan)  
KATHMANDU (Nepal)  
KHARTOUM (Sudan)  
KIGALI (Rwanda)  
KINGSTON (Jamaica)  
KINSHASA (Zaire)  
KUALA LUMPUR (Malaysia)  
KUWAIT (Kuwait)  
LAGOS (Nigeria)  
LAHORE (Pakistan)  
LA PAZ (Bolivia)  
LATTAKIA (Syrian Arab Republic)  
LIBREVILLE (Gabon)  
LIMA (Peru)  
LOME (Togo)  
LONDON (United Kingdom)  
LUCKNOW (India)  
LUSAKA (Zambia)  
LUXEMBOURG (Luxembourg)  
MADRAS (India)  
MADRID (Spain)  
MALABO (Equatorial Guinea)  
MANAGUA (Nicaragua)  
MANAMA (Bahrain)  
MANILA (Philippines)  
MASERU (Lesotho)  
MBABANE (Swaziland)  
MEXICO CITY (Mexico)  
MOGADISCIO (Somalia)  
MONACO-VILLA (Monaco)  
MONROVIA (Liberia)  
MONTEVIDEO (Uruguay)  
MONTREAL (Canada)  
MOSCOW (USSR)  
MUSCAT (Oman)  
NABLUS (Jordan)  
NAIROBI (Kenya)  
NASSAU (Bahamas)  
NDHAMENA (Chad)  
NEW DELHI (India)  
NEW YORK (United States)  
NIAMEY (Niger)  
NICOSIA (Cyprus)  
NOJAKCHOTT (Mauritania)  
NURNBERG (Fed. Rep. of Germany)  
OTTAWA (Canada)  
OUAGADOUGOU (Upper Volta)  
PALEMBANG (Indonesia)

PANAMA CITY (Panama)  
PARAMARIBO (Surinam)  
PARIS (France)  
PHNOM-PENH (Khmer Republic)  
PORT-AU-PRINCE (Haiti)  
PORT LOUIS (Mauritius)  
PORT MORESBY (Papua New Guinea)  
PORT OF SPAIN (Trinidad and Tobago)  
PRAGUE (Czechoslovakia)  
QUITO (Ecuador)  
RABAT (Morocco)  
RAMALLAH (Jordan)  
RANGOON (Burma)  
RIO DE JANEIRO (Brazil)  
RIYADH (Saudi Arabia)  
ROME (Italy)  
SAIDA (Lebanon)  
SAIGON (Republic of Viet-Nam)  
SALVADOR (Brazil)  
SANA'A (Yemen)  
SAN JOSE (Costa Rica)  
SAN SALVADOR (El Salvador)  
SANTIAGO (Chile)  
SANTO DOMINGO (Dominican Republic)  
SEOUL (Republic of Korea)  
SINGAPORE (Singapore)  
SOFIA (Bulgaria)  
SURAKARTA (Indonesia)  
SUVA (Fiji)  
SYDNEY (Australia)  
TAIZ (Yemen)  
TANANARIVE (Madagascar)  
TANGIER (Morocco)  
TEGUCIGALPA (Honduras)  
TEHERAN (Iran)  
TOKYO (Japan)  
TRAISKIRCHEN (Austria)  
TRIESTE (Italy)  
TRIPOLI (Lebanon)  
TRIPOLI (Libyan Arab Republic)  
TUNIS (Tunisia)  
TURIN (Italy)  
TYRE (Lebanon)  
ULAN BATOR (Mongolia)  
VENICE (Italy)  
VIENNA (Austria)  
VIENTIANE (Laos)  
WARSAW (Poland)  
WASHINGTON, D.C. (United States)  
YAOUNDE (Cameroon)  
ZOMBA (Malawi)

## I. INTRODUCTION

1. This study has been undertaken by the Joint Inspection Unit in response to resolution 1756 (LIV) of the Economic and Social Council, dated 16 May 1973,<sup>1/</sup> which in operative paragraph 3 requested the Secretary-General to "submit to the Economic and Social Council at its fifty-eighth session a further report on regional structures of the United Nations system aimed at their gradual simplification and adjustment to the realities, needs and aspirations of each region, on the basis of an in-depth analysis of the regional structures of the United Nations system, as well as the terms of reference of the respective regional offices"; and in operative paragraph 4 requested the Joint Inspection Unit, "for its part, to include in its work programme an in-depth study of the matter, including such recommendations as it may deem appropriate to achieve the above-mentioned purposes", which study the Secretary-General was requested to take into account in preparing his report.

2. The Council's request to the Secretary-General and the Joint Inspection Unit for a further report and study on the regional structures of the United Nations system clearly indicates that the problem is not a new one; nor is it one to which easy ready-made solutions can be found. In carrying out their investigations the Inspectors have greatly benefited from the considerable volume of material on their structures that exists in the various organizations of the United Nations family and of the consultations that took place among the Member States of each region and the results of which were reflected in the Secretary-General's 1972 report to the Council (E/5127). The description, analyses and conclusions that follow reflect three main factors:

- (a) The objectives and directives in the various resolutions of the General Assembly, the Council and other legislative and governing bodies of the system;
- (b) The expressed desires of Member States in each region;
- (c) The Inspectors' own experiences and observations of the United Nations system's field operations over the past seven years.

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<sup>1/</sup> See Annex I

## II. SCOPE AND DIMENSIONS OF THE STUDY

3. Resolution 1756 (LIV) is merely one of several in recent years dealing with the subject of the regional structures of the various organizations of the United Nations system.

4. In 1973 the General Assembly, in resolution 3172 (XXVIII), decided to hold a special session devoted to development and international economic co-operation at which it would, i.a., "initiate the necessary and appropriate structural changes to make the United Nations system a more effective instrument of world economic co-operation and for the implementation of the International Development Strategy."

5. In 1974, in resolution 1906 (LVII), the Council, in its turn, recognized the "need for a thorough review of the entire United Nations system, with a view to strengthening [its] coherence and making it a more flexible and effective instrument of world economic and social co-operation and of co-operation in the human rights field, taking into account in particular the New International Economic Order, as embodied in the Programme of Action ..... adopted by the General Assembly in its resolution 3202 (S-VI), of 1 May 1974 and the International Development Strategy for the Second United Nations Development Decade."

6. Operative paragraph 20 of Council resolution 1911 (LVII) recommended that the special session devoted to development and international economic co-operation, called for in General Assembly resolution 3172 (XXVIII), should i.a., "discuss the major themes and problems of the development process and in this context decide on measures designed to bring about the necessary and appropriate changes required in the existing structures and institutions within the United Nations system."

7. Resolutions of both the Assembly and the Council place emphasis in this connexion on a "unified" or "integrated" approach to development. Indeed the necessity for the progressive integration of social and economic goals and programmes makes it imperative to consider social programmes as an essential factor in the process of economic growth. For that reason already in 1969 the Council, in formulating in resolution 1409 (XLVI) the goals and programmes of the Second United Nations Development Decade, had decided i.a. "to utilize the expertise of the specialized agencies and other bodies, including the regional economic commissions, in social development and planning fields, as well as in the corresponding economic fields."

8. In 1970 the General Assembly, in resolution 2681 (XXV), requested the bodies responsible for the implementation of the International Development Strategy for the Second Development Decade, as well as for the various social and economic long-term plans and programmes worked out within the United Nations system in the context of the Decade and for the review and appraisal of objectives and policies during the Decade, "to aim at the most effective integration of policy measures across the different sectors, based, inter alia, on the principles and guidelines embodied in the unified approach."

9. In 1973, resolution 3176 (XXVIII) on the first biennial over-all review and appraisal of progress in the implementation of the Strategy for the Second Decade, defined the role of the United Nations family with reference to the Decade. After recognizing that "the primary responsibility" for implementing the aims and policy measures of the Strategy "rests upon the political determination of individual Governments", it stressed that the United Nations system and other inter-governmental organizations "can and should make an important contribution of their own". The organizations of the United Nations system, specifically, were urged "to intensify and further harmonize their activities relating to the implementation of the Strategy in their areas of competence, so as to ensure that the efforts of the system will produce maximum results. In this context, they should invigorate the search for innovative and interdisciplinary approaches .....".

10. The fifty-fifth (1973), fifty-sixth and fifty-seventh (both 1974) sessions of the Council continued to show a marked preoccupation with these concerns.

11. In the Introduction to his Report to the twenty-eighth session of the General Assembly on the Work of the United Nations Organizations (A/9001/Add.1), the Secretary-General stated that: " ..... many of the problems we face require an integrated, disciplined and highly co-ordinated approach if the United Nations system is to operate with maximum effectiveness and if it is to be capable of clearly identifying degrees of urgency and of setting priorities in full knowledge of what is involved - in regard to formulating a general policy".

\* \* \*

12. The above resolutions have to be viewed also in the context of General Assembly resolutions 2687 and 2688 (XXV) (1970) and Council resolution 1442 (XLVII) (1969), which deal with the role of the regional economic commissions in the Second United Nations Development Decade; and of General Assembly resolutions 1709 (XVI) and 1823

(XVII) (1962), and ECOSOC resolution 793 (XXX) (1960) on the decentralization of United Nations economic and social activities and the strengthening of the regional commissions.

13. These various legislative decisions highlight the concern of Member States that:

- (a) the regional economic commissions will be called upon to assume major responsibilities for review, appraisal and evaluation at the regional level of the progress in the implementation of the International Development Strategy, in collaboration with regional development banks and other regional or sub-regional institutions (preambular paragraph 3 and operative paragraph 4 of General Assembly resolution 2687 (XXV));
- (b) the commissions should continue and further intensify their efforts in helping to promote, on a regional, sub-regional or inter-regional basis, trade expansion, economic co-operation and integration among their member countries as a concrete step towards the attainment of the goals and objectives of the Second Decade (operative paragraph 2 of the same resolution);
- (c) there should be substantial decentralization of economic and social activities, including the implementation of operational programmes, to the commissions, along with the requisite resources for this purpose (operative paragraph 4 of General Assembly resolution 1709 (XVI) and operative paragraph 2 of Council resolution 1442 (XLV)), and
- (d) the commissions should also become more actively involved in assistance at the country level. Thus Council resolution 1442 (XLVII) considered that the commissions "have a crucial and vital role to play in helping Governments to implement the global strategy", while General Assembly resolution 2688 (XXV) stated that the commission should, at the request of individual countries, assist in the formulation of national development plans or priorities and objectives in the general field of planning, as should the specialized agencies in sectoral planning.

14. Many of these resolutions were recalled in Council resolution 1756 (LIV) which, after stressing "the importance of enhancing the role and the usefulness for Member States of the regional offices in the United Nations system", and mindful of "the need of facilitating the application of an integrated approach" to development, re-affirmed that "the regional economic commissions, in their respective regions, are the main general economic and social development centres within the United Nations system, and calls upon all the organizations and agencies in the system to work closely with the commissions to achieve the overall economic and social development objectives at the regional level."

15. The resolution itself was adopted after taking cognisance of the answers of Member States to a detailed questionnaire by the Secretary-General and of a 1972 report thereon by him (E/5127). The Secretary-General, in paragraph 47 of this report, summarized the views of Member States on this issue as follows:

"There appears to be general agreement that the regional economic commissions and UNESOB have an important role to play in connexion with the UNDP country programming procedures. Most of the Governments which answer the questionnaire also underscored the fact that country programming is the responsibility primarily of the Government concerned to be undertaken with the assistance of the UNDP resident representative. However, it was generally considered that the United Nations development co-operation cycle, as described in the Capacity Study, provided an excellent opportunity for making use of the knowledge, experience and resources available in the commissions; and that there was scope for more active participation of the regional commissions' secretariats in the country programming exercise."

16. It is thus clear that Member States remain more convinced than ever of the imperative need for vesting the regional commissions with a major role in their respective regions in the co-ordination of the International Strategy for the Second Development Decade and in the latter's review and appraisal, as well as for their greater involvement at the country level.

17. The essential contribution of the regional commissions has been stressed most recently in Council resolution 1896 (LVII), dated 1 August 1974, which emphasizes the important role to be played by them in the implementation of the New Economic Order and the Programme of Action adopted by the special session of the General Assembly in May 1974.

18. In the view of the Inspectors the various elements and principles embodied in the above-cited resolutions of the General Assembly and the Council and other relevant documents must determine the scope and dimensions of their present study of the regional structures of the United Nations system. Moreover, in view of the obvious interlocking relationship between economic and social development at the country, sub-regional and regional, and global levels, the generic term "regional structures" must necessarily encompass all offices of the organizations of the system in the field, as well as (where appropriate) regional offices attached to their respective headquarters.

\* \* \*

19. Having regard to the terms of Council Resolution 1756 (LVII), it was agreed between the Joint Inspection Unit and the United Nations Secretariat that in order to avoid duplication, close co-operation between them should be maintained in the course of the investigation. This took various forms, including the circulation of an agreed questionnaire by the Secretary-General to the various organizations of the system and frequent consultations and discussions between the Inspectors and senior

officials of the Secretariat. Visits were made to New York, which were used, i.a., for consultations with UNDP and UNICEF, and to the headquarters of FAO and UNESCO. Visits were also made to Addis Ababa, Dakar, Lagos, Lusaka and Nairobi; Santiago; Bangkok, Beirut and Cairo, during which discussions were held by the Inspectors with all offices of the United Nations system there. Needless to say, consultations were also held with various headquarters offices in Geneva. The preparation of the report took about fifteen months, during which time the Inspectors were also engaged in investigations for other reports.

20. In the preparation of this study the Inspectors have greatly benefited from the exchanges they have had with and the information provided by many offices and individual officials in the various organizations of the system, to whom they wish to express their sincere appreciation.

### III. EXISTING REGIONAL STRUCTURES OF THE UNITED NATIONS SYSTEM

#### (1) General

21. Before proceeding to identify the shortcomings in co-ordination and co-operation among the various organizations of the United Nations system<sup>2/</sup>, it is necessary to be clear about the nature of the various offices in each region and the relationship in which they stand to their own headquarters.

22. As far back as 1949 it was laid down in ECOSOC resolution 259 (IX) that "there should be full consultation as far in advance as possible, through the ACC, on the establishment of new regional or branch offices" by members of the system.

Consequently, in taking decisions on its own regional structures an organization is expected to take into account the structures of others.

23. This has not often been the case; still less can it be said that the setting up of "regional or branch offices" by a particular organization has involved "full consultation" with others, in the ACC or outside it. In fact, there is at present within the system a clear identification of only two nodal points, namely the global, as represented by the headquarters of each organization; and its country offices in the field (where they exist). As regards the intermediate nodal points - regional and sub-regional - there is a multiplicity of these and virtually no uniformity in their location, geographical coverage, authority and functions.

24. The reasons for this disparity are many, each regional establishment being a response to a variety of often unrelated or inadequately related factors, as interpreted by the organization concerned. Thus, besides geographical considerations, many organizations have defined their regions according to whether their Member States have the requisite homogeneity of problems and outlook and the readiness to work together that makes a regional approach feasible. Sectoral requirements have also had to be taken into consideration: for example, the optimum demarcation of a region for agricultural activities may not be the same as that for educational or health activities. Also, regional arrangements that existed prior to the establishment

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<sup>2/</sup> For the purposes of this study the Inspectors use the word "organizations" in its broadest sense, i.e., unless otherwise specified, it encompasses all organizations, specialized agencies, programmes and bodies that, together, constitute the United Nations system.

of the United Nations system have had to be taken into account: for example, the Pan American Health Organization (PAHO) and the Alexandria Sanitary Bureau antedate the establishment of WHO; on the other hand, it is only with the establishment of the Organization of African Unity (OAU), i.e. after that of ECA, that a wider recognition of the African continent as a single region has developed. Lastly, the location of a regional office and in some cases its geographical coverage have not remained uninfluenced by political considerations.

25. In view of the above and of the resulting lack of common guidelines and of a pre-determined, rational system-wide plan, it is not surprising that existing regional structures are in most cases not co-terminous; and this, in turn, is often a serious handicap for a co-ordinated approach to economic and social development in a region.

\* \* \*

26. An understanding of the regional structure of each organization requires a glance at: the constitutional provisions governing such structures (if any); the different existing types of offices, their location and geographical coverage; and their functions, authority and responsibilities.

27. Little more than half the members of the United Nations system have in their constitutional instruments provisions explicitly authorizing them to establish regional or sub-regional structures. In some cases these provisions refer to the possibility of convening periodic regional conferences or meetings or creating agencies, commissions, organizations, associations or unions of Governments of the region under the aegis of the organizations concerned, in which case the decisions must usually be reviewed by the competent legislative organ. Only FAO and WHO have specific constitutional authorization to establish regional (and in the case of the former, sub-regional) offices, as distinct from conferences and associations. However, a number of such offices have also been established by other organizations, subject to approval by their respective legislative organs, under the wide administrative powers given to their Executive Heads.

28. The position with regard to individual organizations can be summarized as follows:

United Nations

The United Nations Charter has no provision referring specifically to regional offices. The regional economic commissions were created under Article 68, which empowers the Economic and Social Council to set up such commissions "as may be required for the performance of its functions";

### ILO

Article 38 of the Constitution of ILO provides that the Organization "may convene such regional conferences and establish such regional agencies as may be desirable to promote the aims and purposes of the Organization" and that "the powers, functions and procedures of regional conferences shall be governed by rules drawn up by the Governing Body and submitted to the General Conference for confirmation";

### FAO

Article VI of the FAO Constitution provides, i.a., that the Conference or Council "may establish regional commissions". They "may also establish, in conjunction with other inter-governmental organizations ... joint regional commissions" open not only to all Member Nations and Associate Members of FAO, but to the Member States of the other organizations concerned. The Conference, Council or the Director-General, on the authority of the Conference, may convene, i.a., "regional conferences of Member Nations and Associate Members and may provide for participation in such conferences ... of national and international bodies concerned with nutrition, food and agriculture" (paras.1, 2 and 5). Article X states that "there shall be such regional and sub-regional offices as the Director-General, with the approval of the Conference, may decide.";

### UNESCO

The UNESCO Constitution has no specific provision for convening regional conferences or establishing regional offices. Under Article 4 B.3, however, "the General Conferences shall, when it deems desirable and in accordance with the regulations to be made by it, summon international conferences of States on Education, the Sciences and Humanities for the dissemination of knowledge.". Moreover, under the wide powers given to him in Article VI of the Constitution and with the approval of the General Conference, the Director-General has set up a number of regional offices;

### WHO

Chapter XI of the WHO Constitution contains eleven articles which provide the legislative framework for the Organization's regional arrangements. The World Health Assembly is empowered, i.a. to "define the geographical areas in which it is desirable to establish a regional organization to meet the special needs of such areas.". Each regional organization is "an integral part of the Organization" and consists of a Regional Committee and a Regional Office. Chapter IX provides for the convening, i.a., of local Conferences;

### ICAO

Under the general powers accorded to it by the Convention on International Civil Aviation, the ICAO Council convenes, whenever necessary, Regional Air Navigation Meetings to review regional plans of air navigation services at which the Member States of the regions and those whose aircraft fly within the regions are represented;

ITU

Article 45 of the International Telecommunications Convention authorizes Members and Associate Members to convene regional conferences, to conclude regional agreements and to form "Regional Organizations" to deal with telecommunications questions which can be treated on a regional basis, provided that such agreements do not conflict with the Convention. Under this provision a number of Regional Organizations have been set up;

UPU

Article 8 of the UPU Constitution authorizes Member Countries to establish so-called "Restricted Unions" and to make other special arrangements regarding international postal services on condition that the arrangements are not "less favourable to the public than those provided for by the Acts to which the Member Countries concerned are parties."

WMO

Article 18 of the WMO Convention provides for "Regional Associations", which meet periodically.

\* \* \*

29. As a consequence of the independent initiatives on the basis of which the various regional and sub-regional offices of the United Nations system have been established, there is a striking variety of types of such offices.<sup>3/</sup>

30. The United Nations has "Regional Economic Commissions" and UNICEF has "Regional Offices". UNCTAD and UNIDO have none, utilizing the United Nations regional commissions for specific purposes. UNHCR has a small number of "Regional Chiefs of Mission" whose functions are, however, closer to those of area representatives as described below. Though some of UNDP's representative in the field are called "Regional", their functions are likewise closer to those of area representatives.

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<sup>3/</sup> Though many organizations of the United Nations system employ the same terminology for their offices in the field (e.g. "regional", "area", "branch" office, etc.) it should always be borne in mind that for the reasons given in paragraphs 22 to 25 above there may be a considerable difference between one organization and another in terms of the geographical coverage of these offices, as well as of their functions, authority and responsibilities. In this strictly factual part of their study the Inspectors use the exact terminology used by the organizations concerned, without attempting to make any conceptual assimilation or distinction between them.

31. ILO, FAO, UNESCO, IBRD and ICAO likewise have "Regional Offices" (which in the case of IBRD are called "Regional Missions"). WFP has "Field Co-ordinators".

32. UNDP's "Regional Bureaux" are located at Headquarters. Some of the "Regional Offices" of ILO and IBRD are located in the field; others at their headquarters. WMO has "Regional Representatives" at its headquarters but is reportedly considering establishing such offices in the field.

33. Of the above regional offices, those of the United Nations and of WHO are under the policy guidance of regional governmental bodies.

34. In some regions it has been found necessary, because of their vastness and for other reasons, to establish sub-regional offices. For example, ECA and ECLIA have such offices, respectively, in Africa and Latin America. These offices are intended to bring the commissions' activities closer to the problems of the countries of the sub-region concerned.

35. Some organizations (UNICEF, WHO, ILO) have "Area", "Zone" or "Branch" offices, each covering two or more countries. Sometimes these offices cover a large number of countries and for all practical purposes assume the character of sub-regional offices.

36. Many organizations have country offices. Those at UNDP are headed by "Resident Representatives". UNHCR has a few "Country Representatives", some of whom function as "Regional Chiefs of Mission". UNICEF has "Field Offices". FAO's country offices are known as "Field" and "Sub-Field Offices" and those of WHO as "WHO Representatives", some of whom cover several countries. ILO has a few "Country Representatives" and, in some cases, "National Correspondents". UNESCO has four "country representatives", who have also regional functions and one of whom is a UNESCO expert. IBRD has "Resident Missions" which combine the functions of area and country offices.

37. A number of organizations have "Liaison Offices" - with United Nations Headquarters, with the regional economic commissions or the latter's sub-regional offices or with other inter-governmental organizations in and outside the system, some of which combine these liaison functions with other regional, area or country responsibilities. UNEP, which has not yet perfected its regional structure, has "Liaison Offices" in Bangkok, Geneva and Mexico City.

38. ITU, UPU, IMCO and IAEA have no offices in the field, but the former two organizations (as do ICAO and WMO) have standing "Conferences" and/or "Unions" or "Associations" of Member States in a number of regions or areas.<sup>4/</sup>

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39. Far more important than their title or physical structure, however, are the functions and the degree of authority and responsibility exercised by the various offices in the field, since these determine the extent of their capacity to serve their respective organizations and to contribute to an integrated approach by the United Nations system to the problems of development in the regions and sub-regions covered by them.

40. In fact, these offices enjoy a differing measure of authority and responsibility. For example in the United Nations, although the regional commissions are under the policy guidance of standing inter-governmental organizations and although the General Assembly and Council have consistently advocated the extensive decentralization of substantive and operational activities to them, this process has been slow and at present they still by and large do not yet exercise a large degree of functional responsibility.

41. Of the other bodies and programmes of the United Nations, alone UNICEF has adopted a hierarchical pattern of headquarters, regional and area offices, the latter two enjoying fairly extensive responsibilities. UNDP's regional activities are run essentially from its regional bureaux at Headquarters. UNHCR headquarters maintains highly centralized control even over its Regional Chiefs of Mission.

42. Despite the fact that in recent years the need for decentralization has been generally accepted throughout the system and some advance has been made in this direction, organizations such as FAO and UNESCO still seem to favour a high degree of centralized control. Even ILO, which until recently was decentralizing its activities to its regional offices, has completed this process only in respect of its Asian

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<sup>4/</sup> The location of these various offices, by region and by organization, and the towns in which there is the largest concentration of such offices are given in Annex II.

Regional Office in Bangkok, suspending it in the case of its other regional departments. Although ICAO, ITU, UPU and WMO have their regional conferences and/or unions or associations, the respective headquarters offices exercise still a more or less extensive degree of centralized authority and responsibility.

(2) individual organizations<sup>5/6/</sup>

(a) The United Nations (UN)

43. The United Nations has five regional economic commissions - for Europe (ECE, 1947), Asia and the Pacific (formerly ECAFE, now ESCAP, 1947), Latin America (ECLA, 1949), Africa (ECA, 1958) and Western Asia (formerly UNESOB, now ECWA, 1973). Each commission consists of an inter-governmental body, which meets annually or biennially and at which the Governments are usually represented at the level of Ministers<sup>7/</sup>;

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<sup>5/</sup> For the purpose of this report the Inspectors, in listing the various organizations of the system to which they refer, have followed, by and large, the order given in document CO-ORDINATION/R.1046.

<sup>6/</sup> Since the organizations replied to the questionnaires on which this study is based with a varying amount of detail and since their regional structures are, in some cases, more elaborate than in others, the descriptions that follow vary likewise in length and detail. However, in the presentation of this material the Inspectors have endeavoured to follow a more or less consistent pattern.

<sup>7/</sup> At 20 February 1974 the membership of the inter-governmental bodies of the commissions was as follows:

- ECA - 42 members and 4 associate members (including three from outside the region: France, Spain and United Kingdom). The Republic of South Africa has by Council Resolution 974D (IV) of 30 July 1973 been debarred from taking part in the work of the Commission until the Council and the Commission find that conditions for strengthening co-operation have been restored by a change in its racial policies.
- ECE - 28 members (including 2 from outside the region: Canada and USA).
- ECLA - 29 members (including 4 from outside the region: France, Netherlands, United Kingdom and USA) and 4 associate members. The Federal Republic of Germany and Switzerland participate in a consultative capacity in the work of the commission.
- ECWA - 12 members
- ESCAP - 31 members and 8 associate members (of which 5 from outside the region: France, Netherlands, United Kingdom, USA and USSR).

and of a regional secretariat, which is an integral part of the United Nations Secretariat (Department of Economic and Social Affairs) and is headed by an Executive Secretary. ECE, ECWA and ESCAP now have a large number of subsidiary bodies of the programming or expert type which may meet throughout the year.

44. Two of the commissions, i.e. ECA and ECLA have set up a number of offices away from their respective headquarters - ECA in Kinshasa, Lusaka, Niamey and Tangier and ECLA in Bogotá, Buenos Aires, Mexico City, Montevideo, Port-of-Spain and Rio de Janeiro. In terms of their geographical coverage, their functions and responsibilities and even in name these offices vary from one region to the other and even within the same region. Broadly speaking, however, their purpose is to bring the work of the commissions concerned closer to the realities and needs of the sub-regions or areas which they cover.

45. The commissions' terms of reference were adopted by the Economic and Social Council and have since been slightly amended.<sup>8/</sup> All action taken by the commissions is intended to fit into the framework of the overall economic and social policies of the United Nations. They are empowered to make recommendations directly to member Governments and to other organizations concerned; however, they must submit for the Council's prior consideration any proposal for activities that would have important effects on the economy of the world as a whole; nor can action be taken in respect of any country without the agreement of the Government of that country. All the commissions are called upon to initiate and participate in measures for maintaining and strengthening the economic relations of the countries in their respective regions, both among themselves and with other countries of the world. Their terms of reference also empower them to make or sponsor investigations and studies of economic and technological problems and developments in their regions, as well as to undertake or sponsor the collection, evaluation and dissemination of economic, technological and statistical data, as appropriate.

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<sup>8/</sup> In their "Report on the decentralization of United Nations economic, social and related activities and the strengthening of the regional economic commission" (JIU/REP/74/5) the Inspectors have gone in great detail into the structure and functions of the commissions and the various problems that arise in this connexion. Here, therefore, they will confine themselves to a few essentials.

46. So far as the commissions which serve the developing regions are concerned (i.e. ECA, ECLA, ECWA and ESCAP) there is a provision, first introduced for ECA, that they will deal as appropriate also with the social aspects of economic development and the inter-relationship between the economic and social factors.

47. As stated earlier, Council resolution 1756 (LIV), though not specifically seeking to amend the terms of reference of the commissions, reaffirms that they shall be "the main general economic and social development centres within the United Nations system.". To some extent this is explicit in their very broad original terms of reference, but the re-affirmation certainly enhances their role as focal points in their respective regions.

48. The commissions are expected to play an appropriate role at the country level. Thus, under Council resolutions 671 (XXV) (which established ECA); 37 (IV), 69 (X), 414 C.I. (XIII) and 723 (B.II (XXVIII)) (relating to ECAFE), and 1818 (LV) (establishing ECWA), they should perform such advisory services as the countries and territories of the region may desire, provided that such services do not overlap with those rendered by other bodies of the United Nations or by the specialized agencies. As already indicated, in resolution 1442 (XLVII) on the role of the commissions in the Second Development Decade, the Council considered that they have "a crucial and vital role to play in helping Governments to implement the global strategy.". Under General Assembly resolution 2688 (XXV), while the formulation of nation development plans or priorities and objectives is the exclusive responsibility of the Government of the country concerned, the commissions should give, at individual countries' request, assistance in the general field of planning, as the specialized agencies should in sectoral planning.

49. Council resolutions also specify that the commissions take measures to ensure that the necessary liaison shall be maintained with other organs of the United Nations and with the specialized agencies with special attention to the avoidance of duplication of effort.

50. Certain of the commissions have additional functions. For example, ECLA is to assist in the formulation and development of co-ordinated policies as a basis for practical action in promoting the region's economic development, and to take the necessary measures to co-ordinate its activities with the appropriate organizations of the inter-American system (i.e. OAS, etc.); it is also to appraise the activities being carried out in the region. ECA and ESCAP are asked to assist the Council in

carrying out its functions within the regions in connexion with any economic problems, including those in the field of technical assistance. All the commissions (with the exception of ECE) have at their disposal (though in diminishing numbers) "regional advisers", who are experts in different disciplines. ECA, ECLA and ESCAP manage and backstop the newly-created United Nations Development Advisory Teams (UNDAT's) in their respective regions.

51. The initiatives of the commissions have resulted in such institutional arrangements as the Latin American Free Trade Association, the African and Asian Development Banks, the Economic (and Social) Development Planning Institutes in Africa, Asia and Latin America and such major co-operative undertakings as the economic integration of Central America, the development of the Lower Mekong River Basin and the establishment of the Asian Coconut, Rice and Pepper Communities. The secretariats of the commissions in the developing countries are deeply involved in the promotion of inter- and intra-regional trade and the preparatory work on Payments Unions, etc.

(b) The United Nations Development Programme (UNDP)

52. Until 1971 UNDP's offices away from Headquarters consisted essentially of "field", i.e. country offices. Following the Capacity Study and the eleventh session of the Governing Council, UNDP underwent a measure of re-organization and its present regional structures are somewhat more complex.

53. At Headquarters they consist of "regional bureaux" and special purpose divisions; and in the field, of "regional representatives' offices"<sup>9/</sup>, "country offices" and "sub-offices" and "sub-offices within a country".

54. The regional bureaux cover, respectively, Africa; Asia and the Far East; Latin America; Europe, the Mediterranean and the Middle East. In addition there is a Division of Global and Inter-regional Projects. The regional bureaux are headed by Assistant Administrators, the Division by a Director.

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<sup>9/</sup> UNDP insists that the "regional representatives' offices" should not be confused with the "regional offices" of other organizations, being merely "field" (i.e. country) offices covering more than one country. In the Inspectors' experience this is indeed the case; moreover, as they will show, the regional functions of these offices are not clearly defined.

55. In the field UNDP has offices in 103 countries.<sup>10/</sup> Of these, seven are "regional representatives' offices" (Ethiopia; Zambia; Malaysia; Thailand; Western Pacific; Saudi Arabia and Switzerland<sup>11/</sup> and a sub-regional office" (Bahrain, which functions under the aegis of the Regional Representative for Saudi Arabia and the Gulf Area).

56. UNDP's 103 field offices are distributed as follows: Africa: 36 offices, including 2 "regional representatives' offices" and the Arusha liaison office; Asia and the Pacific: 19, including 3 "regional representatives' offices"; Latin America: 23 and Europe, Mediterranean and the Middle East: 25, including 2 "regional representatives' offices", 1 "sub-regional office".

57. UNDP field offices covering several countries in a region are generally headed by "regional representatives"<sup>12/</sup>; the country offices by "resident representatives" (with the exception of the offices in Romania, USSR and Arusha, all of which are headed by "representatives"); the "sub-regional office" in Bahrain functions under a Deputy Regional Representative.

58. At the Headquarters level, the regional bureaux, in close co-operation with the resident representatives, appraise country programmes and mobilise the required substantive input; together with the resident representatives and participating organizations concerned, they also appraise, implement, evaluate and follow-up individual projects; with the Government concerned, they select the executing agents, including the use of the services of governmental and non-governmental institutions and firms; contact with the latter two is usually the responsibility of the executing agencies, while the resident representatives deal with the Governments. Lastly, they supervise the functioning of the field offices and are also ultimately accountable, on behalf of the Administrator, for the administration of country, sub-regional and regional programmes funded by UNDP in their respective regions.

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<sup>10/</sup> This figure includes the liaison office with the East African Community, located in Arusha, which functions under the direction of the Resident Representative in Nairobi.

<sup>11/</sup> The UNDP office in Geneva has responsibility for programme matters in European countries where there is no UNDP office.

<sup>12/</sup> The Regional Representative in Addis Ababa (who is also Liaison Officer with ECA and OAU) has the rank of Assistant Administrator; the head of the Geneva office - the title of Director.

59. In addition, UNDP has identified special divisions within each Regional Bureau to help formulate, monitor and promote regional projects and programmes.

60. The functions of the Division of Global and Inter-regional Projects are similar to those of the regional bureaux, but relate exclusively to projects of the above-specified type.

61. At its eighteenth session, the Governing Council was informed by the Administrator of the steps being taken to streamline the functions of the regional bureaux by decentralizing responsibility for programming and implementation from headquarters to the country level in accordance with the principles of the 1970 Consensus, so that they could concentrate more on policy matters.

62. This streamlining has started with the Regional Bureau for Africa, especially as regards co-ordination with ECA. The Regional Representative in Addis Ababa now combines the functions of Resident Representative in Ethiopia with liaison duties with ECA; UNDP resident representatives represent and service ECA at the country level; and a small beginning has been made on ECA's execution of UNDP-financed inter-country projects. This is in line with the decision of the Governing Council at the same eighteenth session which recommended the participation of the regional commissions in the planning, co-ordination, and where appropriate, execution of UNDP-assisted projects.

63. Since then the General Assembly, at its twenty-ninth session, adopted resolution 3252 (XXIX) on the decentralization of the activities of UNDP, which requests the consideration, in particular, of "the establishment of UNDP regional field offices "in close liaison with the regional economic commissions, with a view to improving the programming, delivery, implementation and follow-up action of country programmes and regional and subregional projects."

64. In the field, UNDP's main arm is still its country offices. These have been given by the 1970 Consensus the primary and main responsibility at the field level in respect of country programming, project formulation and appraisal, approval of small projects, monitoring of programme implementation, follow-up activities, more effective co-ordination within the United Nations system as well as with bilateral and other development programmes, and local logistical and administrative servicing of expanding activities.

65. The Resident Representative serves also as the agent of the World Food Programme in the country, as he does in specified cases as the local representative of other organizations of the system. Similarly, the Resident Representative serves as the Secretary-General's "Designated Official" for the protection of the personnel and property of the United Nations system, except in certain specified countries where other arrangements have been approved by the Secretary-General. Lastly, in a number of countries, as may have been agreed upon between UNDP and the United Nations Office of Public Information, the Resident Representative serves also as Director of the United Nations Information Centre.

(c) The United Nations Children's Emergency Fund (UNICEF)

66. UNICEF is a somewhat unique body within the United Nations system inasmuch as:  
(i) it is the only organization concerned with the broad spectrum of children's needs;  
(ii) it is oriented primarily to field work (two-thirds of its professional staff are in the field);  
(iii) it includes in its field establishment a large contingent of so-called "National Officers", i.e. professional-level staff recruited locally<sup>13/</sup>;  
(iv) it derives 25% of its revenue from the private sector, as distinct from voluntary Government contributions.

67. Though subject to the overall policy control and supervision of its Executive Board, UNICEF has from the outset operated in a decentralized manner. The Fund has at present 46 offices in the field. Of these, 8 are "regional" and 38 "area", or "field", "branch" or others, plus a number of "sub-offices". Their regional distribution is: Africa, South of the Sahara: 11 (3 "Regional"; 8 "Area"/"Field"), covering 35 countries<sup>14/</sup>. The Americas: 8 (1 Headquarters, 1 "Regional"; 6 "Area"/"Field" or others), covering 32 countries<sup>15/</sup>. Asia: 14 (2 "Regional", 12 "Area"/

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<sup>13/</sup> The 1975 budget estimates provide for 100 "National Officers" out of a total professional establishment of 264.

<sup>14/</sup> Congo ("Area" Office), Ethiopia ("Area" Office), Ivory Coast ("Regional" and "Area" offices), Kenya ("Regional" and "Area" offices), Nigeria ("Regional"/"Area" offices), Senegal ("Area" office), Sudan, Zambia ("Area" Office).

<sup>15/</sup> Brazil ("Field" and "Greeting Card" offices), Chile ("Regional" Office), Colombia ("Area" Office), Guatemala ("Area" Office), Mexico ("Area" Office), Peru ("Area" Office), USA (headquarters).

"Field"), covering 20 countries.<sup>16/</sup> Eastern Mediterranean: 3 (1 "Regional", 2 "Area"), covering 13 countries.<sup>17/</sup> Europe and North Africa: 11 (1 "Regional", 10 "Area"/"Branch" or others), covering 5 countries.<sup>18/</sup> In two countries (Tanzania and Uganda), a "Liaison Officer" is attached to the UNDP Resident Representative.

68. Most of the "area", "field" or "branch" offices come under their respective "regional" offices. But there are exceptions.

69. UNICEF's "regional" and "area" offices have a substantial degree of responsibility. True, functional direction to the various offices in the field is provided by the appropriate divisions at headquarters and the former must observe agreed financial and administrative criteria and guidelines; but within these limitations, they are by and large on their own, both as regards the initiation of projects and, once these have been approved, as regards their implementation. Indeed, headquarters and regional offices intervene in a field project at only two stages - at the "preview" stage, i.e. one year ahead of its formal submission, when its details are discussed; and when the project is formally submitted for approval to the Executive Board.

70. These "review" and "preview" meetings are perhaps the only existing systematic exercise in joint discussion at the regional level (as distinct from UNDP programming at the country level) of long-term programmes for determining areas of co-operation with other organizations in the United Nations system. On the basis of the soft framework evolved at these regional review and preview meetings, UNICEF offices draw up the programmes for submission to the Executive Director of UNICEF, who in turn submits them, with such modifications as he sees fit, to the Executive Board for approval.

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<sup>16/</sup> Afghanistan, Bangladesh, India ("Regional" and "Area" offices), Indonesia, Iran, Khmer Republic, Republic of Korea, Nepal ("Area" Office), Pakistan, Philippines ("Area" Office), Sri Lanka ("Area" Office), Thailand ("Regional"/"Area" Office).

<sup>17/</sup> Lebanon ("Regional" and "Area" offices), United Arab Emirates ("Area" Office), Egypt ("Area" office).

<sup>18/</sup> Algeria ("Area" Office), Austria ("Special Branch Office"), Belgium ("Branch" Office), Fed. Rep. of Denmark ("Packaging and Assembly Centre"), Germany, Greece, Italy, Netherlands, Turkey, United Kingdom (all "Branch" offices) and Switzerland ("Regional" Office).

71. Generally (again with the exception of the two stages of "preview" discussions and formal project submission) the Regional Director's role is essentially one of leadership, co-ordination and remote-control of the "area" or "field" offices, occasional advice to them, and of acting as a sort of "troubleshooter" between them and Governments and/or UNICEF headquarters. In some cases, however, the Regional Director acts also as "country representative" for one or several countries.

72. The functions of the "area", "field" or "branch" representatives relate to everything bearing on the identification, planning, programming and implementation of projects - in co-ordination with the national administrations concerned, the resident representatives of UNDP and the representatives of the other organizations of the system, as appropriate. They are also, needless to say, responsible for day-to-day administrative and financial management of projects.

73. The Liaison Officer does no programme work and project preparation, but maintains liaison with national and international authorities on the spot, undertakes project inspection, assists in the solution of local problems and keeps the area or country representatives informed about developments in these connexions, etc.

(d) The United Nations Industrial Development Organization (UNIDO)

74. UNIDO has no regional, sub-regional or other offices in the field. It has, however, more or less extensive co-operation arrangements with other organizations and agencies of the United Nations system. These include such devices as the ECA/UNIDO and ECWA/UNIDO joint industrial division/unit. It has also posted "Industrial Development Field Advisers" to many resident representatives' offices, who in many cases cover a group of countries.

(e) The World Food Programme (WFP)

75. WFP has no regional or sub-regional offices in the conventional sense of that term, operating, by and large, through single country offices, manned by "field staff" which, under WFP's General Regulations, are part of the office of the UNDP Resident Representative, who is also WFP's representative in the field.<sup>19/</sup>

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<sup>19/</sup> This "field staff" is distributed as follows:

Africa: Algeria, Botswana, Burundi, Cameroon, Chad, Congo, Dahomey, Gabon, Gambia, Ghana, Ivory Coast, Lesotho, Madagascar, Malawi, Mali, Mauritania, Morocco, Niger, Nigeria, Senegal, Sierre Leone,

76. On the other hand, for the purpose of its field operations, adjacent or contiguous countries may be grouped under the supervision of one WFP field officer, such groupings changing according to shifting requirements. At present, the following six groups exist: Africa: Malawi (from which the WFP Field Officer also supervises Zambia); the Americas: Trinidad and Tobago (from which the WFP Field Officer covers Barbados, Dominica, Guyana, Jamaica, St. Kitts, St. Vincent and Surinam); El Salvador (from which the WFP Senior Officer also covers Costa Rica, Guatemala, Honduras, Panama and Nicaragua; there is a special office in Nicaragua); Haiti (from which the WFP Field Officer also supervises the Dominican Republic); Chile (from which the WFP Officer also supervises Uruguay) and Asia: Western Samoa (from which the WFP Field Officer also supervises the British Solomon islands and Fiji).

77. But even in the case of the six groups of countries referred to above, the supervising officer is likewise part of the office of the local UNDP Resident Representative.

78. Since the execution of WFP-assisted projects is the responsibility of the recipient government, WFP staff have only advisory functions, as agreed. These, however, are carried out as much as possible on their own initiative, subject only to WFP headquarters policies and criteria governing food aid and its specific instructions on particular projects; and to the guidance of the UNDP Resident Representative.

(f) The International Labour Organization (ILO)

79. A study of the ILO's "field structures" is subject to the caveat that although the policy of decentralization of activities was adopted in 1969, it is still in a state of evolution; that an in-depth review of such decentralization is to be conducted by

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Somalia, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Egypt, Upper Volta, Zaïre and Zambia.

Americas: Bolivia, Brazil, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Jamaica, Mexico, Nicaragua, Paraguay, Peru, Trinidad and Tobago, Venezuela;

Asia: Afghanistan, India, Indonesia, Iran, Rep. of Korea, Malaysia, Nepal, Pakistan, Philippines, Sri Lanka, Western Samoa;

Europe: Cyprus, France ("Liaison Office"), Italy (Headquarters), Switzerland ("Liaison Office"), Turkey;

Western Asia: Democratic Yemen, Iraq, Lebanon, Syria, Yemen.

the ILO Governing Body in the course of 1975; that ILO's policy of decentralization is gradual, i.e. region by region; and that because of the ILO's tripartite nature its regional structures have to be responsive to the concerns of all three groups.

80. For the purpose of managing its field programmes (which encompass not only technical co-operation activities, but many others besides), ILO has established a body of organizational units grouped geographically into five regions (Africa, Asia, Europe, Latin America and the Middle East), one of which has already been decentralized (Asia), while the decentralization of others was until recently underway (Africa and Latin America).<sup>20/</sup>

81. Accordingly, the "field structure" of the ILO is made up of five principal geographic divisions or "regional structures", as follows:<sup>21/</sup>

- A. Africa Regional Department;
- B. Asian Regional Department;
- C. Europe;
- D. Latin America Regional Department;
- E. Middle East.

82. Each geographic division or "regional structure" is headed by a Regional Director and normally consists of:

- (a) an ILO "Regional Office";
- (b) a number of ILO "Area" and "Country" offices (where these exist), each one covering one or several countries within the region;
- (c) "branch offices", "country representatives" and "national correspondents" (where these exist);
- (d) ILO technical co-operation projects, consisting of specific teams under a project manager or as one-man expert assignments.

83. Special units constituted in a region for the purpose of promoting a specific ILO objective (e.g., Office of the Andean Indian Programme) are integrated into the field structure of the corresponding region.

84. The whole "field structure" is under the line authority of the Deputy Director-General/Field Programmes, who is the responsible chief of all Regional Directors.

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<sup>20/</sup> The Inspectors were informed late in 1974 that pending the debate and the decisions of the Governing Body in 1975 on an In-depth Review of Decentralization now underway, "continuation of the decentralization process for the most part has been postponed."

<sup>21/</sup> See ILO Circular No.37, dated 15.5.1971

85. ILO has at present three regional offices in the field - for Africa in Addis Ababa, for the Americas in Lima and for Asia in Bangkok. The Europe and Middle East "regional structures" are run from a single office at ILO headquarters in Geneva.<sup>22/</sup>

86. The objectives of the ILO's decentralization efforts have been stated as being, i.a. to move the Organization closer to its Member States (including the employer and worker organizations in individual countries) in order to improve the knowledge and mutual understanding of conditions, aims, needs and plans; to ensure that ILO studies and publications are based on such better knowledge; to promote a wider adhesion to ILO standards; to provide prompt on-the-spot assistance to Member States and direct advice on labour and social questions through a corps of regional and area technical staff who are familiar with local conditions; to improve co-ordination and co-operation with other regional organizations, including the United Nations regional economic commissions and regional development banks; to improve the effectiveness of ILO field operations by transferring responsibility to the field staff, particularly with a view to better co-ordinating ILO action at the country level with that of other organizations of the system, chiefly through the facilities of the UNDP resident representatives, etc.<sup>23/</sup>

87. The detailed terms of reference of all ILO's "regional structures", as they result from this policy of decentralization, have not been defined in a single comprehensive document but have been the subject of several directives dealing with specific regions or functions. In some instances functions have been decentralized from headquarters on an informal, trial basis, with the formal terms of reference being defined only after experience had demonstrated the best methods which should be finally adopted.

88. ILO's entire "field structure" is based on a logical hierarchical distribution of responsibilities between the three levels, namely, "area" (or "branch") offices, "regional offices" and headquarters.

89. All field programme officials belong exclusively to the field structure; they have no functional relationship to any headquarters office or department. So far as regional advisers and project managers and experts assigned to a specific co-operation

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<sup>22/</sup> The location and geographical coverage of the ILO's offices in the field are given in Annex IV.

<sup>23/</sup> Source: ILO Programme and Budget for the Biennium 1970-77, paras.145-147.

project (regardless of the source of funding) are concerned, they have a functional responsibility to the headquarters departments corresponding to their technical specification, in addition to their line responsibility to their respective field offices.

90. The kingpin of each "regional structure" is the Regional Director, on whom rests the responsibility within the framework of the ILO internal programme planning and control system, for all field programmes, including those of project managers and experts on individual assignments. This responsibility includes the submission to headquarters of regional position papers, based on country papers prepared by "area" offices; the submission to headquarters of programme proposals reflecting the priorities and other policy and resources guidance given in the Director-General's programme guidance letters; and the implementation of approved programmes by the appropriate deployment of resources and assignment of responsibilities. He is the hierarchical superior of the Directors of "area", "branch" and "national correspondents'" offices and special organizational units in his region.

91. Similarly, the Directors of the "area", "branch" and "national correspondents'" offices, special organizational units and the project managers are responsible for the officials assigned to their respective units.

92. The "area" and "country" offices assist the Regional Director in carrying out his functions under this system. These include, in particular, the preparation of area and country position papers; of country programme proposals and of periodic reports to the Regional Director on the implementation of approved programmes.

93. The functions of "branch" offices are somewhat different. These offices were created in the capitals of industrialized Member States, mostly in Europe, at a time when development assistance had not yet been launched on a major scale. "Branch" offices provide basic support to headquarters in maintaining relations with national governments and with inter-governmental and non-governmental (including workers and employers) organizations; in carrying out various public information functions; in arranging fellowships and recruiting officials for service at headquarters and other offices; and, most frequently, in technical co-operation projects.

94. ILO's part-time "national correspondents" serve as communication links with the Governments of certain countries of Europe.

95. It should be made clear, however, that the above brief description of the functions of the various offices is applicable solely to a fully decentralized "regional structure". The only such structure at present is the Asian Regional Department.

96. Since ILO's policy of decentralization, as adopted in 1969, goes, perhaps, further than that of most other organizations of the system, a closer look at the present functions of this fully decentralized Regional Department may be useful. Specifically, the latter is responsible for:

- prospection and planning of technical co-operation;
- ensuring appropriate ILO participation in country programming exercises organized by UNDP;
- generally, preparing project documents, including the appraisal of projects with headquarters assistance, if necessary, and the signature of project documents; specifically, preparing comments on, and approving and signing, revisions of all UNDP-assisted projects submitted by a Government which can be approved by the UNDP Resident Representative; preparing comments, with headquarters preparing final comments, on revisions to UNDP project documents which are submitted by a Government and require the approval of the UNDP Administrator; except where dictated by urgency or by other special considerations requiring direct action by headquarters, preparing for the latter's signature revisions which are to be submitted by the ILO as Executing Agency; and obtaining the approval and endorsement of the Governments concerned and preparing the revision forms for headquarters' signature and submittal to UNDP headquarters in New York revisions to project documents concerning inter-country projects;
- preparing and clarifying job descriptions for experts posts with Governments before submission to headquarters for approval and recruitment purposes;
- submitting to Governments, through the Resident Representative concerned, names of candidates or experts, who have been cleared with headquarters under extant recruitment procedures;
- briefing and de-briefing experts;
- the technical backstopping and supervision of projects;
- making recommendations with regard to follow-up action and its timing;
- selecting candidates for all "area" fellowships from the region and the management of all such fellowships; and in the case of "international" fellowships, the selection of candidates and preparation of training programmes and the submission thereof to headquarters;
- organizing, directing and administering ILO technical co-operation programmes in the region, subject to headquarters' responsibility for their technical orientation and for providing such other guidance as may be necessary, and to headquarters' decisions in regard to the countries to be invited when the seminar envisages the participation of workers and employers.

97. The professional establishment of the Asian Regional Office in Bangkok was at 31 December 1973 as follows:

Regional Director	1
Technical Services	1
Development Planning	5
Vocational Training and Management Development	6
Social Institutions	10
Library and Documentation	1
Programming and Relations	3
Area Operations	6
Administration	2
	<hr/>
<u>Total</u>	<u>35</u>
	<hr/>

98. The Asian Regional Office is thus well equipped to exercise its extensive responsibilities.

99. The number of professional staff in the various regional offices is a measure of the extent of decentralization carried out by the ILO. The other regional offices, which are not yet fully decentralized, have smaller establishments: for example, the Latin American and Caribbean Regional Office had, again at 31 December 1973, 18 professionals and the African Regional Office, 9. They are thus unable to provide as much technical backstopping for and to exercise supervision over ILO projects in the various areas undertaken by headquarters. It is in the field of technical co-operation, therefore, that there is significant difference between the various Departments.

100. As already stated, prior to the start of the In-depth Review of Decentralization currently underway, the African and Latin American regional departments were intended to be brought in line with their Asian counterparts. Even then, however, because of geographical considerations and the communications situation, the degree of authority exercised by the "area" offices in the formulation and implementation of programmes would have had to be greater and, correspondingly, the extent of supervision by the Regional Office, somewhat less than in Asia.

101. Lest the above description of ILO's "regional structures" should convey an impression of their complete independence from headquarters, it should be noted that the various directives clearly lay down that the functions of the "regional structures"

are subject to policy control and guidance by headquarters. This means that headquarters provides policy guidance for technical co-operation activities, prescribes technical standards, exercises overall financial control and monitors the progress of operations; it may also, on its own initiative, give advice or make comments on operational matters at all stages of the programme when this is considered necessary.

102. Headquarters is also responsible for recruitment, sub-contracting arrangements, the purchase of equipment, the placement of fellows outside the region and relations with aid-giving agencies, including all other organizations of the United Nations system and bilateral programmes.

103. The regional departments, for their part, must keep headquarters informed of developments concerning the general situation in the regions and of their own activities by means of periodic and ad hoc reports.

(g) The Food and Agricultural Organization (FAO)

104. FAO's field structures consist of 60 "country representatives", (also known as "Field" or "Sub-field" offices), 58 of whom act as "senior agricultural advisers" to the local UNDP Resident Representative and whose offices are in such cases a part of his office; and of a small number of "regional representatives" and "liaison offices".<sup>24/</sup>

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<sup>24/</sup> Broken down by region, these are:

- Africa: Accra ("Regional" and "Sub-field" offices), covers most of Africa;  
Cairo ("Regional" and "Sub-field" offices), covers Libya, Somalia,  
Sudan and Egypt.  
Dakar ("Field" Office), covers also Gambia and Mauritania;  
Niamey ("Field" and "Sub-field" Offices), covers also Upper Volta;  
Tananarive ("Field" and "Sub-field" Offices), covers also  
Mauritius and Seychelles Islands;  
"Sub-field" offices in: Addis Ababa, Brazzaville, Bujumbura,  
Contonou, Dar-es-Salaam, Freetown, Kampala, Khartoum, Kinshasa,  
Lagos, Libreville, Lusaka, Mbabane, Mogadiscio, Nairobi,  
Njamena, Nouakchott, Ouagadougou, Rabat, Tunis and Yaounde.
- Americas: Lima ("Regional" office);  
"Field offices" in Asuncion, Bogotà, Buenos-Aires, Caracas,  
Havana, La Paz, Mexico City, Montevideo, Port-of-Spain (which  
covers 15 countries in the Caribbean), San Salvador (which  
covers 6 countries in Central America) and Santo Domingo;  
"Liaison offices" in New York and Washington.
- Asia: Bangkok ("Regional" and "Field" offices);  
"Field offices" in Apia (covering twelve countries in the

Western Pacific), Colombo, Dacca, Islamabad, Jakarta, Kabul, Kathmandu, Kuala Lumpur (covering three countries), Manila, New Delhi, Phnom-Penh, Seoul and Teheran.

Europe: Rome (Headquarters)

Western

Asia: "Field offices" in Aden, Amman, Baghdad, Damascus, Riyadh and Sanaa.

105. The SAA/FAO Country Representative is chief of the FAO mission and senior representative of the Director-General at the country level. He is responsible for good relations with the appropriate national authorities and with FAO technical assistance missions operating in the country. Furthermore, his duties comprise, i.a., a continuous reporting of the food and agricultural situation of the country, helping the latter in technical assistance programming, as well as assisting it in policy formulation in the agricultural sector.

106. The latest instructions on the functions and responsibilities of regional representatives are contained in the Director-General's Bulletin No.74/22 dated 20 March 1974 (which supercedes an earlier 1969 version). These instructions are based on FAO's concept of a "single unified programme" for Regular Programme activities, the essence of which is that rigid structures are avoided by planning and implementing regional activities, irrespective of where or by whom these may be initiated or executed. As a result, such activities may be conducted from headquarters or from regional offices or both, depending on the relative availability of and need for expertise and resources. The Bulletin states that "it should be possible to fuse the two together ..... and to move staff to and from headquarters and the regions in line with programme requirements."

107. The Regional Representative is the Director-General's main adviser on the Organization's policy in respect of the region, the individual countries comprising it and the other organizations active there. "In consultation with the Special Agricultural Adviser in each country, he is the senior negotiator with Governments on important matters affecting their relations with FAO, including questions concerning the overall strategy of the Organization."

108. The Regional Representative:

- (a) is fully responsible (though acting in close collaboration with headquarters) for all matters concerning the organization and conduct of Regional Conferences, including negotiations with host Governments regarding facilities required, and the preparation of statements and working papers of regional activities;

- (b) exercises general supervision on behalf of the Director-General over the FAO/regional economic commission Joint Division, the Director of this Division being responsible both to the Regional Representative and to the Executive Secretary of the regional commission. He negotiates with the Executive Secretary the Division's draft work programme with a view to its inclusion in the overall Programme of Work to be submitted to the Governing Bodies of the Organization;
- (c) acts in a liaison capacity with the Executive Secretary of the regional commission on co-operative action, with respect to matters going beyond the scope of the Joint Division;
- (d) performs liaison and representational functions with other regional organizations in respect of the co-ordination of work programmes) continuous follow-up action, etc.

109. As a corollary to the "single unified programme concept", programme policy and formulation and the execution and evaluation of programmes and operations remain mainly the centralized responsibility of headquarters though, according to the Director-General's Bulletin, they are to be increasingly shared with the regional offices through appropriate mechanisms for mutual consultations.

110. In discharging such programming responsibility, the Regional Representative acts in a dual capacity - as the Director-General's representative in the region and as a member of the Director-General's policy team. In this latter capacity he also has policy responsibilities in the formulation of programmes of work, of the budget, of medium-term objectives and of other relevant programming exercises of the Organization as a whole. The Development Department at headquarters, however, is responsible for overall development strategy, the Regional Representative, though closely associated with the above exercises and in this connexion making regular visits to headquarters, acting mostly in an advisory capacity.

111. As head of the Regional Office, the Regional Representative, in consultation with headquarters departments, establishes the technical and economic work programme of his office. But though the Regional Representative has to make his input to the organization's overall programme "the resources of the Regional Office and those of headquarters should be considered together."

112. With regard to field programmes financed by sources other than the regular budget, the Regional Representative may identify projects of a regional or, in consultation with the FAO Country Representative, of a national character. Whilst he now plays an active part in the formulation of regional programmes and projects, in

the case of country programmes and projects all he can do is identify "project ideas" and submit them through the Development Department "for appropriate action at subsequent stages of programming"; he has no direct responsibility for their initial formulation.

113. As regards implementation, each regional project is considered on its merits and an agreement is reached in respect of the role to be played by headquarters and the Regional Office concerned. But such a role is largely supervisory, the Regional Office occasionally giving supporting guidance and facilities, particularly when the project site is within reasonable proximity but with no exclusive responsibility for implementation; in all other cases it is merely to be kept informed of developments, discharging, again in consultation with headquarters, such co-ordination responsibilities as are specified for each individual project or group of projects. On the other hand, the appointment or removal of managers of regional projects and of regional field experts requires consultation with the regional representatives concerned. As regards country programmes and projects, the Regional representative has no implementation responsibilities, but may call the attention of headquarters and of FAO country representatives to any problems and opportunities that arise and which have been identified in the course of country visits undertaken by him or his staff.

114. With regard to evaluation, according to the Bulletin "to the extent possible the regional office will participate in the evaluation of all regional projects and, where appropriate, in the evaluation of national projects."

115. The Regional Representative, while reporting on major policy matters directly to the Director-General, has, as his headquarters contact on all matters relating to field programmes and programme co-ordination, the Assistant Director-General, Development Department. He is also the contact point between headquarters and FAO liaison offices for North America in Washington D.C. and with the United Nations in New York. Furthermore, within the Development Department, the Field Liaison Division, in turn, has bureaux servicing Africa; Asia and the Far East; Latin America; the Near East; and North Africa and Europe, which are responsible for ensuring that FAO's total field programme renders satisfactory service to recipient and donor Member States, as well as a Special Programmes Liaison Service which deals with FAO's Government programmes and other similar or related activities.

116. The professional establishment of a Regional Office includes, besides the Regional Representative (who is an Assistant Director-General), a Deputy Regional Representative and about a dozen regional officers in different disciplines and sub-sectors of FAO's activities, who i.a., whether under the regular budget or extra-budgetary programmes, constitute a multi-disciplinary team, act as technical advisers to Governments on request and as technical secretaries to various inter-governmental regional and sub-regional commissions (e.g. Animal Production and Health, Farm Management, Fisheries, Forestry, Agricultural Education, etc.). The Regional Representative determines their work-programme "in consultation with the Development Department and the headquarters' divisions concerned, as required.". The Regional Officers report to the Regional Representative with copy to the headquarters division and FAO Country Representative concerned. The Regional Representative, where necessary and appropriate, sends copies of these reports, with any comments he may wish to make, to the Development Department. But the regional officers also maintain close and continuous contact with the headquarters departments or divisions corresponding to their individual disciplines.

117. The relationship between the Regional Representative, as the Director-General's representative in the region as a whole and as the senior negotiator with Governments on important matters affecting their relations with FAO and the SAA/FAO country representatives; and these Country Representatives is also described in the Director-General's earlier-mentioned Bulletin. The Regional Representative maintains a direct relationship with them; may instruct them on matters falling within his jurisdiction (i.e. excluding the implementation of UNDP-funded projects); is consulted on their appointment, transfer or removal; and may "from time to time" report on their performance. In consultation with the Regional Representative, periodic meetings of SAA/FAO country representatives in a region or sub-region are organized by the Development Department at headquarters to review matters of common concern.

118. On the other hand, the country representatives are responsible not to the Regional Representative but primarily to headquarters, reporting directly to the Development Department there. They have, however, to keep the Regional Representative as well as the Development Department informed of the overall picture in the agricultural sector and of any other major development in their country of assignment. They also act as the official channel of communication with Governments on behalf of both headquarters and the Regional Office. Where a Country Representative serves in a country that is also the seat of a Regional Office, he, together with the Regional Representative, has direct access to the Government.



Regional Field Information Officer in Africa, in Dakar;  
Communication Adviser for Africa, in Nairobi<sup>28/</sup>

The Americas: Regional Office for Education in Latin America and  
the Caribbean in Santiago;  
Regional Office for Science and Technology for Latin America,  
in Montevideo;  
Regional Office for Culture in Latin America and the Caribbean,  
in Havana;  
Regional Field Information Offices in Latin America and the  
Caribbean, in Santiago;

Asia: Regional Office for Education in Asia, in Bangkok;  
Regional Office for Science and Technology for South Asia<sup>26/</sup>,  
in New Delhi;  
Regional Office for Science and Technology for South-East Asia<sup>26/</sup>,  
in Jakarta;  
Regional Adviser for Culture in Asia, in Jakarta;  
Regional Social Science Adviser in Asia, in Jakarta;  
Regional Adviser for the Conservation and Development of  
Monuments and Sites in South-East Asia, in Bangkok;  
Regional Field Information Officer in Asia, in Bangkok;

Europe: Scientific Co-operation Bureau for Europe, in Paris;  
European Centre for Higher Education, in Bucharest<sup>29/</sup>;

Western Asia: Regional Office for Education in the Arab States, in Beirut;  
Regional Office for Science and Technology in the Arab States<sup>26/</sup>,  
in Cairo

124. The second category mentioned in paragraph 121 above may be sub-divided into the following groups:

- (a) Regional inter-governmental institutions set up by a State with UNESCO's participation and receiving aid from it;
- (b) Regional inter-governmental institutions set up under multilateral agreements between States, to which UNESCO is not a party;
- (c) Institutions set up by a Member State without UNESCO participation, but subsequently assisted by UNESCO for carrying out certain activities, and lastly
- (d) Projects established under agreement between a Member State and UNESCO for carrying out specific activities of a regional character authorized by the General Conference.

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<sup>26/</sup> Prior to 1 January 1975 "Regional Offices for Science and Technology" were named "Field Science Offices".

<sup>28/</sup> Attached to the Regional Office for Science and Technology

<sup>29/</sup> There is also a Liaison Office for the Safeguarding of Venice, in that city

125. It has long been felt that both in view of the ad hoc nature of many of the four groups referred to above and of the evolution of UNESCO's programmes, the whole spectrum of these institutions and centres should be systematically reviewed. Such reviews have been carried out by evaluation commissions set up periodically by the Director-General and more recently by the Joint Inspection Unit at the Director-General's request. UNESCO's General Conference has decided that, generally, relations with them should be re-considered and UNESCO support progressively withdrawn.

126. For the purpose of this study, however, only the regional bodies in the first category listed in paragraph 121 need be considered, and within this group, only the regional offices for Education; Science and Technology; Culture and the Social Sciences.

(i) Regional Offices for Education

127. UNESCO's regional offices for Education serve the whole of the education sector and are responsible to the Assistant Director-General for Education at headquarters.

128. A sub-office in the field of Education has also been created, i.e. the Asian Centre for Educational Innovation and Development (ACEID), which was recently started on the recommendation of the 1971 Conference of the Asian Ministers of Education in Singapore; it is attached to the Bangkok Regional Office for Education in Asia. Similar sub-offices associated with the regional offices in Africa, the Americas and the Arab States are now contemplated.

129. Though according to different needs and conditions in the regions their activities vary from one case to another, the regional offices, in co-operation with the International Bureau of Education in Geneva, assemble and disseminate available information on all aspects of education; they also publish magazines and newsletters. Their functions fall, generally, into four categories: study and research; information and documentation services; training of personnel; and assistance to Member States. In addition, they are responsible for the substantive preparation of the periodic regional conferences of Ministers of Education and collaborate in the implementation of the latter's recommendations.

130. They are also charged with co-ordinating their activities and co-operating with the regional offices of other organizations of the system, including the regional economic commissions.<sup>30/</sup>

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<sup>30/</sup> The Regional Office for Education in Africa in Dakar has no co-ordination function with ECA and OAU in Addis Ababa, liaison with these bodies being assured through the UNESCO country representative in Addis Ababa.

131. UNESCO headquarters, however, and not the regional offices is responsible for regional, sub-regional and country programmes and projects, irrespective of whether these are funded from the regular budget or from extra-budgetary resources. Neither do the regional offices have any programmes of their own, distinct from those of the Organization as a whole, as shown, component-wise, in the different chapters and sections of its budget; indeed, any functions performed by the regional offices in this respect are at the instance of headquarters or in support of its programming responsibility. The only exceptions are the many country education programmes financed by UNICEF, which are formulated, after full and systematic consultations between UNICEF's Regional Directors and their UNESCO counterparts, who also have operational responsibility for them.

132. Other country programmes are of two categories: pilot projects funded by the regular budget, which are controlled completely by headquarters; and UNDP-financed country programmes, for which there is a prescribed procedure involving the UNDP Resident Representative as the centre of co-ordination at the country level. These are also handled by headquarters, the regional offices coming into the picture only inasmuch as the former may sometimes ask them to provide experts, qua experts (i.e. not as representatives of the regional offices) to participate in UNDP review and other programming exercises at the country level. This, however, is infrequent.

133. On the other hand, regional seminars, which are a large part of UNESCO's regional programmes, are operationally under the administrative and substantive control of the Regional Director.

134. The Inspectors have been assured by UNESCO officials that the concentration of programming responsibility at headquarters does not mean that regional offices cannot suggest programmes or projects, particularly of a regional or sub-regional nature, on their own; indeed, when they do so, such suggestions are taken duly into consideration; but this, of course, depends on the initiative of the Regional Director. Neither is there anything to prevent the latter from assisting a Government in identifying prospective UNDP-financed country programmes and projects; the Regional Office may also assist Member States, on request, in identifying projects for funding by UNFPA and may provide technical supervision and guidance to them.

135. The staffing pattern of the Regional Office for Education is much the same in all regions. As at December 1973, for example, the Regional Office in Bangkok consisted of the Director/Chief of Mission and 14 professional posts broken down as follows:

Programme Services

Programme and Studies Specialist  
Educational Adviser  
Adult Education Adviser  
Educational Research and Development Expert  
Curriculum and Evaluation Specialist  
Educational Planning Expert  
Science Education Specialists  
Population Education Advisers

Technical Services, etc.

Statisticians  
Documentalist  
Librarian  
Translator  
Librarian  
Publications Officers

In addition the regional offices have associate experts paid for by certain countries.

136. There has been in recent years, however, a visible movement towards decentralization. The Executive Board and the General Conference have repeatedly urged this. At its Sixteenth Session in 1970 the General Conference, in Resolution 10, put itself on record as favouring "intensified UNESCO presence and involvement at the regional and sub-regional levels" and "the renovation and expansion of the terms of reference of existing regional centres.". It also asked the Director-General to put forward "concrete proposals" to this end.

137. In Asia certain functions had already been decentralized to the Bangkok Regional Office for Education even before that, i.e. in July 1969. These included:

approving and engaging short-term consultants for the regional institutes;

obligating funds for consultants' contracts, fellowships and travel orders;

raising the ceiling for the purchase of office supplies;

providing technical comments on, and approving UNESCO/UNICEF-assisted projects not exceeding \$200,000 annually; and

administering UNICEF-financed fellowships for placement within the region.

138. In the Director-General's circular memorandum dated 26 March 1970<sup>31/</sup> (this related to the Dakar and Santiago regional offices, but the principles therein have also been applied to the Asian region), it was further laid down that the staff of

the Regional Office were under the direct and exclusive authority of the Director. It was also stated that the Regional Office's responsibilities to Member States in the region were not confined to short-term goodwill visits, but involved training, studies and the programming and organization of technical assistance support.

139. In partial fulfilment of the General Conference's above-mentioned resolution, it is proposed in the draft programme and budget for the biennium 1975-1976 (Doc.18 C/5) to strengthen the regional offices in Dakar and Santiago by one professional staff member each, and in Beirut by two.

(ii) Regional Offices for Science and Technology

140. Compared to that of Education, UNESCO's activities in the Natural Sciences sector have developed somewhat differently in the different regions and have been on the whole slow to pick up momentum.

141. Education was, historically speaking, a sector in which international co-operation was considerable even before the birth of UNESCO; and, once the Organization was established, it also drew the priority attention of Member States. Since communication and contacts between countries had been disrupted during the 1939-1945 war and had to be re-established, the initial purpose of UNESCO's regional offices in this sector was to help scientists in the different countries resume contacts with each other and promote the resumption of the exchange of scientific information and publications. Only later did there appear the emphasis on technical assistance.

142. The frequency with which their names have been changed is in itself to some extent illustrative of the uncertainties concerning the concept and role of these offices:

1949-1964	Offices for Science Co-operation
1965-1968	Regional Centres for Science and Technology
1969-1974	Field Science Offices
as from 1975	Regional Offices for Science and Technology.

143. It is not surprising that UNESCO's regional manpower in this sector has been weaker than in Education. Thus, as against 61 professionals in the four regional offices for Education in 1974, there were only 19 in the five former field science offices. The typical staff of such an Office has consisted to date of its Head, two or three programme specialists and a few local staff.

144. The field science offices have also exercised much less responsibility and initiative and their activities were on a much lower scale than that of the regional offices for Education. In particular, the Field Science Offices have been much less involved in programming and in the execution and supervision of programmes. Even in the matter of planning of preparations for and organization of the regional conferences of Ministers of Science and Technology and of other regional meetings, in this sector the substantive work is done by headquarters, the Field Science Offices' role being confined largely to the necessary contacts and arrangements with the host country and other Governments. Thus to date they have been by and large an extension of UNESCO headquarters' Secretariat in the regions.

145. However, the situation has recently changed. Firstly, UNESCO headquarters has now competent staff in many branches of science and technology and can give more serious attention than hitherto to the issue of its regional offices. Secondly, there have been, as stated, specific directives by UNESCO's General Conference for increased decentralization of the Organization's activities, which apply also to the Natural Sciences Sector. Thirdly, the World Plan of Action of which there are counterparts in each region, the keen interest of Member States in the transfer of science and technology for development, as indeed the Programme of Action adopted by the Special Session of the General Assembly in the spring of 1974, have emphasized the need for an effective field organization in this sector.

146. The years 1973-1974 were in many ways a turning point. Resolution 2.41 of the 17th session of the UNESCO General Conference (1972) invited the Director-General to "carry out a study directed to achieve the goals of gradual decentralization and strengthening of the field science offices and of the liaison unit with ECAFE in Bangkok, and also the possibility of creating new Field Science Offices and to report on this subject to the Executive Board"; and recommended that in drawing up future programmes "he take into consideration the results of these studies and the recommendations of the Executive Board."

147. Pursuant to this decision, a study of the functions and structure of existing field science offices was undertaken with the help of a consultant. Based on this study and the Director-General's report thereon, the Executive Board at its 93rd Session in September/October 1972 adopted a resolution approving the following principles: under which, i.a. the field science offices (to be renamed "Regional Offices for Science and Technology") were to become increasingly involved in the

preparation of project documents and the supervision of the implementation of projects, both under the regular budget and extra-budgetary funding; they were to co-operate increasingly with the regional offices for Education and to tighten their liaison with other organizations of the system as well as with national authorities; they were to be adequately staffed on a rotation basis; adequately financed; and given, whenever conditions permit, responsibilities for administering their own budgets within the framework of the general policy of the Secretariat. Lastly, in studying the possibility of establishing new regional offices in this sector, priority was to be given to West Africa; the Northern part of Latin America and the Caribbean; and North-East Asia.

148. The Board invited the Director-General to take into account the above in preparing UNESCO's draft programme and budget for 1975-1976. In document 18 C/5 the Director-General has proposed an increase of one programme specialist each in Nairobi, Montevideo, New Delhi and Cairo and of two in Jakarta. Of these six new posts, two will be provided by transfer from headquarters. The Scientific Co-operation Bureau in Europe, although not regarded as a Regional Science Office in the sense of the five offices referred to above, will also be strengthened by one professional post.

(iii) Regional Offices and Advisers for the Social Sciences, Humanities and Culture

149. The principal functions of the regional offices and advisers for the Social Services, Humanities and Culture<sup>32/</sup> are to advise and establish liaison with Member States and Associate Members in the regions and stimulate and execute regional activities for projects financed by the regular programme or by extra-budgetary funds; they also help in the preparation and follow-up of regional inter-governmental conferences on cultural policies.

150. Alone the Regional Office for Culture in Havana has a sizeable staff (i.e. three professionals), the other offices being staffed by only one professional each. The Regional Adviser for the Social Sciences in Asia is attached administratively to and is under the supervision of the Regional Office for Science and Technology in Jakarta. The Regional Adviser for Culture in South-East Asia in Jakarta is concerned with the entire programme of the Department of Cultural Activities in the Asian Member States. Similarly, his counterpart in Yaoundé dealt with the Department's entire programme in Africa.

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<sup>32/</sup> During the 1975-1976 biennium it is proposed to appoint a Regional Adviser for the Conservation and Development of Monuments and Sites in South-East Asia, in Bangkok; and also one in Africa.

(i) The World Health Organization (WHO)

151. Since its very inception WHO has adopted the policy of decentralizing its activities to the maximum extent possible. The measure of such decentralization can be gauged from the fact that the bulk of expenditure of the Organization's programme, i.e. 68% of the total in 1973, 64% in 1974 and an estimated 67% in 1975, is undertaken at the regional level<sup>33/</sup>:

	<u>1973</u> \$	<u>1974</u> \$	<u>1975</u> \$
Headquarters	32,832,708	36,525,991	38,611,600
<u>Regions</u>	<u>119,345,300</u>	<u>105,878,866</u>	<u>102,365,449</u> <sup>34/</sup>
Inter-regional activities	22,226,640	20,189,912	10,501,875
	<u>174,404,648</u>	<u>162,594,769</u>	<u>151,478,924</u>

152. The staffing situation (at December 1973) is less indicative of the accent placed by WHO on regional activities. Thus out of a total (non-project) professional establishment of 1,051, 492 were stationed at headquarters and 385 in the field (the balance being International Agency for Research on Cancer (IARC), inter-regional, seconded and other staff.

153. WHO's present regional structures result partly from the fact that prior to the Organization's establishment in 1946-1948 there existed already a number of global or regional bodies working in the field of public health, such as the League of Nations Health Organization, the Office International d'Hygiène Publique, the Pan American Health Organization (PAHO), the Alexandria Sanitary Bureau, etc. Under Article 54 of the WHO Constitution the only subsisting regional organization, the PAHO has concluded an agreement with WHO under which the Pan American Sanitary Conference (PASC), through the Directing Council, serves as the WHO Regional Committee for the Americas, while the Pan American Sanitary Bureau (PASB) in Washington, D.C. serves as WHO's Regional Office.

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<sup>33/</sup> Source: Official Records of WHO, No.212: Proposed Programme and Budget Estimates for the financial year 1 January - 31 December 1975.

<sup>34/</sup> The diminishing figures for regional programmes is due not to a drop in those financed by the regular budget (which in fact have increased from \$56.7 million in 1973 to \$67.6 million in 1975) but to reduced funding from other sources - from \$62.6 million to \$34.8 million in 1975.

154. Resolution WHA 1.72 of the first World Health Assembly delineated six geographical "areas", i.e.:

Eastern Mediterranean Area  
Western Pacific Area  
South-East Asia Area  
European Area  
African Area  
American Area

and the Executive Board was instructed by the same resolution to establish the "regional organizations and offices" accordingly.

155. Member States may request membership in a "Regional Organization" for which on purely geographical grounds they might not appear to qualify; thus, for example, the Eastern Mediterranean Area includes Ethiopia, Somalia and Tunisia; Algeria and Morocco come under the European Regional Office, etc. The Assembly has adopted to date twelve resolutions governing individual assignments to a region. Subject to these, however, and to the accession of new Member States and Associate Members, the areas have remained unchanged over the years.

156. Each WHO "regional organization" consists of a "Regional Committee" made up of Government representatives of the Member States and Associate Members in the region; and a "Regional Office". The latter's locations are as follows:

African Area: Brazzaville (covering 33 countries)  
American Area: Washington (26 countries)  
South-East Asia Area: New Delhi (10 countries)  
Western Pacific Area: Manila (14 countries)  
European Area: Copenhagen (34 countries)  
Eastern Mediterranean Area: Alexandria (23 countries)

157. In the American Area there exist also so-called "zone offices".<sup>35/</sup> Lastly, in some cases where functions are not or cannot be covered by plans of operations or staff at the "regional" or "zone" office level, groups of countries are covered by "WHO representatives", the ultimate aim being to have a high-level WHO representative

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<sup>35/</sup> Zone I: Caracas; Zone II: Mexico City; Zone III: Guatemala City; Zone IV: Lima; Zone V: Brasilia; Zone VI: Buenos Aires.

in each country.<sup>36/</sup> These two types of offices correspond roughly to the sub-regional offices of other organizations of the system.

158. In line with WHO's Constitution and its policy of maximum decentralization of activities, WHO headquarters, acting under the directives of the World Health Assembly, remains responsible for overall strategy and policy direction in programme planning and for uniform financial and administrative criteria, rules and guidelines; while the regions are responsible for the application of that policy, for regional policy and strategy and the elaboration of regional inputs into world programmes and for programme execution. The extent of WHO's responsibilities in individual regions and countries varies in some respects, but as a basic principle all the functions performed and services provided at different levels are inter-related and form part of a whole.

159. The functions of the regional committees, as set forth in Article 50 of the Constitution, are: the formulation of policies on matters of an exclusively regional character; supervision of the activities of the Regional Office; suggesting to the latter technical conferences and additional work or investigations; co-operation with the regional organs of the United Nations and of other organizations within and outside the system that have common interests with WHO; advising WHO through the Director-General on international health matters of wider than regional significance; recommending, if necessary, additional regional appropriations and such other functions as may be delegated to them by the World Health Assembly, the Executive Board or the Director-General.

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36/ Africa: Accra; Abidjan (also responsible for Mali); Bangui; Bujumbura; Conakry; Cotonou; Dakar (also responsible for Gambia and Mauritania); Dar-es-Salaam; Entebbe; Kigali; Kinshasa; Lagos; Lomé; Lusaka; Maseru (also responsible for Swaziland); Monrovia (also responsible for Sierre Leone); Nairobi; Ouagadougou; Tananarive (also responsible for Mauritius); Yaounde (also responsible for Gabon).

South-East Asia: Bangkok; Colombo; Dacca; Jakarta; Kathmandu; New Delhi; Rangoon; Ulan Bator.

Western Pacific: Kuala Lumpur; Manila; Phnom-Penh; Saigon; Seoul; Liaison Office, Singapore; Suva; Vientiane.

Europe: Algiers; Ankara; Rabat.

Eastern Mediterranean: Addis Ababa; Aden; Baghdad; Beirut (Liaison Office), Cairo; Dubai; Islamabad; Kabul; Khartoum; Mogadishu; Sana'a; Tripoli; Tunis.

160. Under Article 51 of the Constitution the regional offices, subject to the general authority of the Director-General, are the administrative organs of the regional committees. In addition, they carry out within the regions the decisions of the Assembly and the Board. In discharging these functions each Regional Office takes into account the special characteristics of its own region. Accordingly, the actual duties that have devolved on the regional offices are extensive in virtually every respect. They include, i.a., the following:

- Planning: planning and programming;
- Financial: control and analysis of allotments incurring obligations for the execution of programmes;
- Execution: implementation of projects and supervision of personnel, recruitment within the region (except for senior professional and administrative officers);
- Evaluation: "tactical" (as opposed to "strategic") evaluation - a WHO distinction.

161. The head of the Regional Office is the Regional Director; candidates for this post are nominated by the regional committees; their names being then transmitted to the Executive Board for appointment. Their usual term of office is five years. Other staff are appointed in part by headquarters and in part by the regional offices, depending on the grade and functions of the staff concerned; some staff are periodically transferred from one Office to another, especially those occupying administrative and financial posts.

162. The size (in terms of professional staff) of the various regional and other field offices (at December 1973) varied considerably from one region to another, as the following table shows:

<u>Region</u>	<u>Regional Offices</u>	<u>WHO representatives and zone and country offices</u>	<u>Total</u>
Africa	60	17	77
Americas (WHO)	31	0	31
Americas (PAHO)	79	10	89
South-East Asia	34	10	44
Europe	57	3	60
Eastern Mediterranean	38	5	43
Western Pacific	35	6	41
<u>Total</u>	<u>334</u>	<u>51</u>	<u>385</u>

163. Their structures also vary. This, by and large, is due to the fact that such structuring is reported to be a continuous, dynamic process, having as prime objective the necessity of adaptation to changing needs and priorities of the countries they serve.

164. Regional offices have their own regional staff Boards of Appeal. They also deal with practically all problems of staff relations for the entire region.

165. Since the degree of decentralization can best be gauged by a Regional Office's involvement in the programming of its operations, it is useful to go into this particular aspect in some detail:

166. The development, approval and implementation of the Organization's annual programme under the regular budget extends over a three-year period. Under this system and as early as possible in the planning stage, the Director-General sends out to all regional directors instructions for the preparation of the regional programme and budget estimates. These instructions include programme policy guidance (taking into account decisions of the Assembly and the Board, including the approved General Programme of Work for a specific period) and the form in which the estimates are to be presented. They further indicate the tentative allocations to each region.

167. After consultation with Governments, their individual requests are examined by the Regional Director concerned and, to the extent that they can be accommodated within his tentative allocation, are included in his estimates. The directors are responsible for ensuring that country proposals conform to the general strategy and policies, as defined by the Assembly.

168. The Regional Director then presents the estimates for consideration to the Regional Committee, after which they go, with the latter's comments and recommendations, to the Director-General. The regional and headquarters programmes are thereafter consolidated in the Organization's annual proposed programme and budget estimates, which the Director-General, in accordance with Article 55 of the Constitution, submits for review and possible recommendations to the Executive Board and then to the Assembly.

169. The regional programme and budget approved for a particular year may, on the recommendations of regional directors, be amended by the Director-General (within the total amount appropriated by the Assembly) to take account of changes in the needs and priorities of individual Governments. Such adjustments are made in consultation with the national health administrations during the preparations of the programmes to be proposed for the following budget year.

170. The operational activities of the regional offices are reviewed annually by the regional committees concerned (a) on the basis of the annual reports submitted by the Regional Directors, and (b) in the context of the examination of the proposed programme and budget estimates for the region. These reviews are subsequently examined further by the Executive Board and the Assembly.

171. The functions of the WHO country representatives, their terms of reference and the authority delegated to them are under continuous review by the Regional Directors who, in consultation with headquarters, endeavour to adapt them to prevailing needs and priorities.

172. In addition, the Administrative Management Section at headquarters conducts yearly, at the request of regional directors, management surveys for the purpose of developing more effective and economic practices with particular emphasis on organizational structure, staffing patterns and the use of modern management techniques in project planning, implementation and evaluation.

(j) World Bank Group (International Bank for Reconstruction and Development (IBRD): International Development Association (IDA) and International Finance Corporation (IFC))<sup>37/</sup>

173. The IBRD's field offices are of two types: "Regional Offices" and "Resident Missions". There is also a "Special office" in Tokyo.

174. There are at present four "regional offices": the "Permanent Mission in Western Africa", in Abidjan, which covers 19 countries in West and Central Africa; the "Regional Mission in Eastern Africa", in Nairobi, covering 16 countries in East and South Africa and the Indian Ocean, as well as ECA, OAU and EAC; the "Regional Mission in Bangkok", covering 5 countries of South-East Asia; and the "European Office in Paris", covering the European Member States of the World Bank Group and Switzerland.

175. The IBRD has at present 14 "resident missions": in Africa : in Accra, Addis Ababa, Dar-es-Salaam, Khartoum, Kinshasa, Lagos and Lusaka; in Asia: in Dacca, Islamabad, Jakarta, Kathmandu and New Delhi; in Europe, the Middle East and North Africa: in Kabul; and in Latin America: in Bogotà.

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<sup>37/</sup> All three organizations in the World Bank Group operate with the same staff and standards and for the purpose of this report are referred to, generically, as the IBRD or "the Bank".

176. The functions of the "regional offices", generally, are to assist the Governments of the region in project identification and preparation, as well as in their efforts to improve the management of their economies and to cope more effectively with particular issues of economic and social policy. They also maintain liaison or act as co-ordinating agents, as appropriate, with other organizations of the system and with these and the Governments concerned in connexion with specific development projects (e.g. Lower Mekong River Basin development).

177. The functions of the "resident missions", generally, are to maintain liaison, promote appropriate working relations and organize reciprocal information between the Bank and Governments. In some cases resident missions may have special responsibilities (e.g. those in India and Pakistan assist the respective aid consortia; the mission in Indonesia assists the Government in economic policies, planning and programming, in the implementation of decisions and the co-ordination and mobilisation of technical and financial assistance).

178. The Tokyo "Special office" has extensive responsibilities, geared, however, exclusively to the Bank's relations with Japan and its activities in Asia and the Pacific.

179. The European Office does the same as regards the countries of Europe. It also constitutes the link between the Bank and such organizations as EEC and OECD and represents it in conferences and meetings in Europe, as well as with the headquarters of the organizations of the system there.

180. With few exceptions (e.g. Jakarta, Kinshasa and Lagos), the field offices have no operational responsibilities in the accepted sense of the term, these being retained at headquarters.

181. The responsibility for supervising the activities of the regional and resident missions and offices rests with the Regional Vice-Presidents at headquarters, through the Country Programme Department directly concerned, as appropriate. The European Office in Paris reports to the Director, External Relations, at headquarters, while the Tokyo Special Office reports to a Vice-President.

(k) The International Monetary Fund (IMF)

182. The Fund has only two offices away from headquarters. These were established by the Managing Director with the approval of the Executive Board. Both are relatively small and limited as to scope of operations: the "Paris Office",

established in 1949, maintains contact with EEC and OECD and represents the Fund at meetings of ECE. The "Geneva Office", set up in 1967, is responsible for contacts with UNCTAD and GATT.

(1) The International Civil Aviation Organization (ICAO)

183. The constitutional instrument under which ICAO operates, i.e. the Convention on International Civil Aviation of December 1944 does not provide for any regional, sub-regional or other field offices. However, it was early recognized that to facilitate the planning and implementation of Air Navigation Services, it was necessary to define so-called "Air Navigation Regions".

184. These "regions" differ from those of other organizations of the system, inasmuch as their membership is not confined to the States whose territories lie within that region's geographical boundaries, but includes those from outside, whose aircraft conduct air traffic operations within them. As a result, some States are members of more than one region and Members of the same region may lie on opposite seaboard of oceans. In other words, not geographical or even political considerations, but the practical requirements of the various air-route networks determine a region's composition.

185. There are at present nine Air Navigation Regions:

- African-Indian Ocean
- Caribbean
- European-Mediterranean
- Middle-East
- North American
- North Atlantic
- Pacific
- South American
- South-East Asian

186. The decentralization of the planning of air navigation services to the regions (subject to ICAO standards and procedures and policy control by the Organization's central organs) has involved the need for advisory and secretariat services. These are provided by ICAO's "Regional Offices". Originally, it was intended to establish an Office in each of the Air Navigation Regions; at present, however, there are only six such offices:

African Office: in Dakar (covering 24 countries)

North American and Caribbean Office: in Mexico City (14 countries)

South American Office: in Lima (12 countries)

Far East and Pacific Office: in Bangkok (19 countries)

European Office: in Paris (30 countries)

Middle East and East African Office: in Cairo (29 countries)

187. The staffing establishment of each regional office consists, usually, of a Regional Representative, his deputy and from seven to fourteen specialists, plus short-term experts, as required.

188. In Europe there is a separate inter-governmental organization, the European Civil Aviation Conference (CECAC), which was set up by a conference convened by ICAO and for which the latter provides secretariat services. A similar organization is being considered for Africa.

189. The tasks and procedures of the regional offices are set out in a Regional Manual. Their primary function is technical, i.e. to advise States on the implementation of the regional plans; to co-ordinate their action in establishing and providing services in which more than one State participates; and to help review services and requirements so that the plans may be amended where necessary. Needless to say, these activities require not only regional treatment, but are also among the most important of those undertaken by ICAO itself.

190. However, there is a gradual trend to use the regional offices for purposes other than air navigation. Thus they now provide advice and information to States and to other inter-governmental organizations (and assist in the flow of such information back to ICAO headquarters from the regions) on such matters as the economics of air transport. The offices are also playing an increasing role in the Organization's technical co-operation activities at both the country and the regional levels (advising Governments on the availability of such assistance and of its potential, particularly in respect of regional and inter-regional projects; advising ICAO on the programming of projects; consulting UNDP representatives; briefing newly-appointed experts; in some cases supervising or controlling projects, including the award of scholarships, etc.).

191. While professional staff is recruited by headquarters, the regional offices may select and appoint their general service staff. Salaries of the professional staff are paid directly from headquarters, but the regional offices are responsible (within their financial allotments) for such items as office equipment, rental and maintenance of

premises, travel on official business, salaries for general staff, etc. No budgetary separation is made between operational and administrative activities. The regional offices report monthly to Headquarters on all aspects of their activities. The latter (grouped under their technical headings) are reviewed annually in the Council's report to ICAO's Assembly.

(m) The International Telecommunications Union (ITU)

192. By virtue of the very nature of its work, ITU's activities are carried out not only at the level of headquarters, but to a great extent also in the field.

193. To this end the Union has defined three main "Regions", the limits of which are precisely demarcated in the Radio Regulations and which (and this is a unique feature of ITU) in some cases run through a country: Region 1 covers Europe (excepting parts of Turkey and of the European part of the USSR), parts of the Middle and Near East, Africa and parts of the Americas. Region 2 - the rest of the USSR, Turkey and the Middle and Near East; all of Asia and the Eastern Pacific. Region 3 - the Western Pacific and the greater part of the Americas.

194. Certain other areas are also defined geographically:

- the European Broadcasting Area
- the European Maritime Area
- the African Broadcasting Area

whereby the territories covered by the two European areas do not correspond exactly to those included in Region 1.

195. ITU has no regional, sub-regional or other field offices. The question was raised during the ITU Plenipotentiary Conference in Malaga-Torremolinos in late 1973, but after discussion it was decided not to establish any.<sup>38/</sup>

196. To plan the development of the international Telegraph-and-Telephone and Radio networks, there exist within ITU a joint CCITT/CCIR World Plan Committee, membership of which is open to all Members of the Union; and four Regional Plan Committees:

- the Plan Committee for Latin America;
- the Plan Committee for Europe and the Mediterranean Basin;
- the Plan Committee for Asia and Oceania;
- the Plan Committee for Africa.

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<sup>38/</sup> It does have, however, a number of so-called "Regional Experts" (three in Africa: in Addis Ababa, Libreville and Dakar; two in the Americas: in Caracas and Lima/Santiago; one in Asia: in Bangkok, and one in Western Asia: in Beirut. These experts are funded by UNDP and constitute separate "inter-country projects". They have proved so useful that it is hoped that they will be institutionalized and their numbers increased.

197. Though these bodies (like the CCITT and CCIA themselves) may work through expert study groups, by correspondence or by meetings, they are regional only in terms of the geographical coverage of their activities; basically they are Headquarters bodies.

198. However, two of the Union's "regional experts" in the field - in Addis Ababa and Bangkok - form part, respectively, of the joint ECA/ITU and ESCAP/ITU units, established on the basis of letters of understanding between the Secretary-General of the Union and the Executive Secretaries of those commissions.

199. Conferences are occasionally convened to which Members of the Union belonging to one of the above six "regions" or "areas" are invited and which members of the Union belonging to other "regions" or "areas" can attend, if they so wish. From time to time, it may be necessary to convene a conference involving a specific group of countries, irrespective of "regional" or "area" considerations (as was the case for example in 1955 with a conference convened to draw up a Radio-Telephone Agreement for the Baltic and North Sea Area).

(n) The Universal Postal Union (UPU)

200. The Union has no regional, sub-regional or other offices in the field. On the other hand, outside the structural framework of UPU but working in close contact with it, there exist a number of so-called "Restricted Unions". These consist of countries (themselves members or non-members of UPU) that have thus organized themselves in accordance with historical, cultural, political or geographical affinities; their geographical coverage, therefore, does not necessarily correspond to the traditional regional breakdown of many organizations of the United Nations system. They may be represented by observers of UPU meetings and vice versa.

201. At present there are seven such restricted unions:

Union Postale des Amériques et de l'Espagne (UPAE): headquarters in Montevideo; groups 25 countries.

Union Postale des Pays du Nord (UPPN): groups 5 countries, which take turns in providing secretariat services.

Union Postale Arabe (UPA): Cairo: 18 countries<sup>39/</sup>

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<sup>39/</sup> Egypt is a member of both the UPA and the UPAF

Union Postale de l'Asie et de l'Océanie (UPAO): Manila; 10 countries

Union Africaine et Malgache des Postes et Télécommunications (UAMPT): Brazzaville; 14 countries

Union Postale Africaine (UPAF): Cairo; 8 countries<sup>39/</sup>

Conférence Européenne des Administrations des Postes et Télécommunications: liaison office in Berne; 26 countries, which take turns in providing secretariat services.

202. UPU has growing recourse to these restricted unions to perform some of the functions that would normally be performed by regional offices, specifically in the field of technical assistance.

(o) The World Meteorological Organization (WMO)

203. Under Article 4 of the WMO Convention the Organization has established "Regional Meteorological Associations", which do not maintain fixed offices and have no staff assigned, being run by the offices of their incumbent presidents, with the help of individual experts nominated by the Association or its Members.

204. The programmes of the regional associations, normally for a four-year period, are established by their sessions and are geared to the implementation of the overall programme of WMO, as established by the WMO Congress and Executive Committee.

205. WMO has no regional, sub-regional or other field offices. However, its Secretariat includes two posts of "Regional Representative" - for Africa and Latin America. These are not strictly regional offices and for the time are located at headquarters. Whether they should be moved to the regions will be decided at the WMO Congress in 1975.

206. The functions of the regional representatives are roughly those of any regional office in the system; they enquire into and inform the Secretary-General about all developments in a given region; give advice and assistance where required; and maintain liaison with Members of the regional associations.

(p) The Inter-Governmental Maritime Consultative Organization (IMCO)

207. IMCO has no regional, sub-regional or other field offices. So long as it confined its interest to such technical problems as safety at sea, efficient navigation and marine pollution (most of which are by and large of global nature)

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<sup>39/</sup> The United Arab Republic is a member of both the UPA and the UPAF.

the issue of regional structures and of the Organization's relationship with other members of the United Nations system was of secondary importance. However, starting from modest beginnings IMCO has, by virtue of a number of decisions taken by the Council since 1968, moved in recent years into the field of technical assistance.

208. There is thus now increased need for consultation and co-ordination with other organizations of the system, starting with UNCTAD, which has a Committee for Shipping and is interested in promoting the growth of shipping in developing countries. UNCTAD is mainly concerned with economic matters (e.g. freight rates, etc.), whereas IMCO is concerned with the technical aspects (including naval construction, training of maritime personnel, safety at sea, etc.). The two aspects being complementary, the need for close partnership between the two organizations is recognized, as it is with ILO, UNESCO, WMO and others. At the request of ECLA, IMCO has a UNDP-funded special sub-regional advisor attached to SIECA in Guatemala City. With ESCAP, IMCO has had co-operative relations from the very beginning and there has even been a proposal to establish an IMCO/ESCAP joint unit in Bangkok. The technical divisions of IMCO have also close relations with ECE.

209. Where necessary, the UNDP Resident Representative functions as IMCO's representative in the field.

(q) The International Atomic Energy Agency (IAEA)

210. The IAEA has no regional, sub-regional or other field offices<sup>40/</sup>, the only offices away from headquarters being those of the Representative of the Director-General at United Nations Headquarters in New York and of the Liaison Officer in Geneva, both of whom report to the Division of External Relations at IAEA headquarters in Vienna. However, IAEA operates the Laboratory for Marine Radioactivity Studies at Monaco. Under a joint agreement with UNESCO, IAEA is also responsible for the administration of the International Centre for Theoretical Physics in Trieste; the latter, however, operates autonomously, with minimum guidance from Vienna, liaison being handled by the Division of Budget and Finance.

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<sup>40/</sup> IAEA's Regional Office in the Far East, set up in 1963, was closed down in 1971.

#### IV. EXISTING METHODS OF CO-ORDINATION AND CO-OPERATION

##### (1) General

211. The almost kaleidoscopic variety of regional structures of the different organizations of the United Nations system, as described in chapter III of this report, underscores the need for effective co-ordination and co-operation.

212. At the country level there has been since the introduction, in accordance with the 1970 Consensus, of UNDP country programming, definite improvement in this respect. The UNDP Resident Representative is intended to become the pivot of co-ordination of UNDP-funded programmes with national development plans, on the one hand; and among the organizations of the system inter se, on the other.

213. At the headquarters level substantial efforts have likewise been made to develop meaningful co-ordination under the auspices of the ACC, which has established a number of subsidiary bodies to deal with matters of common concern. Its Preparatory Committee, composed of the representatives of the Executive Heads of all organizations of the system, receives reports from these bodies, examines any problems of co-operation and co-ordination, and submits its conclusions and recommendations to ACC. The others deal with co-ordination and co-operation in particular sectors of activity.<sup>42/</sup> The Environment Co-ordination Board, though established within the framework of ACC and reporting to it, is a case apart, since it is attended by the Executive Heads themselves under the chairmanship of the Executive Director of UNEP.

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- <sup>42/</sup> These are:
- (i) Consultative Committee on Administrative Questions (CCAQ)
  - (ii) Joint United Nations Information Committee (JUNIC)
  - (iii) Inter-organization Board for Information Systems and Related Activities (IOB)
  - (iv) Programme Committee of the Centre for Economic and Social Information
  - (v) Sub-committee on Statistical Activities
  - (vi) Sub-committee on The Development Decade
  - (vii) Sub-committee on Science and Technology
  - (viii) Sub-committee on Water Resources Development
  - (ix) Sub-committee on Population
  - (x) Sub-committee on Marine Science and its Application
  - (xi) Sub-committee on Education and Training
  - (xii) Inter-agency Advisory Committee on Drug Abuse Control, and
  - (xiii) Meetings of Programme Planning Officers to the ACC  
Subsidiary Machinery (i.e. those listed in (i) to (xii) above)

214. At the regional level, however, despite the ACC understanding that the relationship agreements between the United Nations and the specialized agencies apply fully to regional activities too (E/1682, paragraph 26) and despite the existence of a variety of devices and practices, co-ordination and co-operation is still not sufficiently systematic or institutionalized, but fragmentary and mostly of a bilateral nature. There is as yet no concerted policy as a result of which, on the basis of teamwork, a cohesive and integrated view could be taken of the problems of development in a given region.

215. To some extent this is due undoubtedly to the variety of regional structures of the system, the differences in their geographical coverage (i.e. the issue of "Co-terminous jurisdiction"), the wide scattering of regional and sub-regional offices in many regions and the varying degree of authority and responsibility given to them by their respective headquarters, as described in chapter III and Annex II of this study.

(2) The issue of co-terminous jurisdiction

216. The terms of reference of the Economic Commission for Africa (ECA) describe its area of responsibility as "the whole continent of Africa, Madagascar and other African islands". Prior to the establishment of the Commission in 1958, no inter-governmental organization covering the entire region existed. Indeed it is only with the establishment of the Organization of African Unity (OAU), soon after the creation of ECA, that a wider recognition of the continent as a single region has developed.

217. This accounts by and large for the fact that different parts of Africa are, depending on the organization, included in one or the other region or sub-region. For example, while the countries of North Africa are members of ECA, some organizations of the system other than the United Nations have grouped together certain countries of North and even East Africa (i.e. Lybia, Somalia, Sudan and Tunisia) with the countries of Western Asia into regions variously described as Near East (FAO), Eastern Mediterranean (WHO), etc. The Maghreb countries (Algeria, Morocco and Tunisia) are sometimes grouped with West African countries (FAO) and sometimes with other North African (ILO) or even Western Asia countries (UNESCO). In one case (WHO), Morocco and Algeria have been detached from the other countries of North Africa and are covered by the European Regional Office in Copenhagen. In another (UNICEF), they deal directly with headquarters.

218. The regional offices of the various organizations are scattered all over Africa, Addis Ababa, which is the seat of both ECA and OAU, having none except that of ILO. As a result, while in Asia six locations house all regional or sub-regional offices of the system, as do seven in Latin America, there are fourteen such locations in Africa.

219. Needless to say, these differences in the definition of regions and sub-regions and the dispersion of offices, combined with the vastness of the African continent and the difficulties of intra-African communications, give rise to special problems of co-ordination and co-operation. Thus ECA's contacts with regional offices located elsewhere than in Addis Ababa are mostly through correspondence and occasional personal visits; indeed ECA often finds it easier to communicate directly with the headquarters of the organizations concerned over the heads of the latter's regional offices in Africa.

220. A unique feature of regional co-ordination and co-operation in the Americas is that before the creation of the United Nations system there already existed an elaborate network of inter-governmental institutions there under the aegis of the Organization of American States (OAS). ECLA's terms of reference require it to develop co-ordination and co-operation with OAS and its subsidiary bodies, such as the Inter-American Development Bank (IDB). Likewise the existence of the Pan American Health Organization (PAHO) before the creation of WHO necessitated an agreement between WHO and that body, whereby the latter serves as the regional organization of WHO in the Americas.

221. There are also fewer differences as regards the definition of regions and sub-regions than in Africa, Asia or Western Asia, the only major one being that some agencies, e.g. ILO and WHO, include North America within the region, whereas most others include only the countries lying to the south of the Rio Grande. The concentration of many offices in a relatively small number of locations, and fairly satisfactory intra-continental communications also facilitate contacts somewhat, though problems still arise with such offices as UNESCO's Regional Office for Science and Technology in Montevideo, and WHO/PAHO in Washington, D.C.

222. The definition of the Asia region varies considerably among the members of the United Nations family. The area of responsibility of ESCAP extends from Iran in the West to Western Samoa in the East, and from the Mongolian People's Republic in the North to New Zealand in the South. But WHO includes Iran and Pakistan in its Eastern Mediterranean region with headquarters in Alexandria, rather than in its South East Asian region, which is run from New Delhi, while other countries of Asia are covered by its Regional Office for the Western Pacific in Manila. UNICEF covers Pakistan from its Regional Office in Bangkok and Afghanistan from its Regional Office in New Delhi.

223. However, since all organizations have regional offices in one of two or three locations, co-ordination problems are more easily solved in Asia than, say, in Africa.

224. With minor exceptions (such as the already mentioned coverage of some Maghreb countries by WHO's Regional Office in Copenhagen), the definition of the European region is fairly uniform throughout the system.

225. ECE has, needless to say, the closest contacts with UNCTAD and UNHCR with which it shares common premises in the Geneva Palais des Nations. It has also close contacts with the other organizations whose headquarters are located in Geneva, i.e. ILO, ITU, WMO and GATT. In the case of WHO, however, it co-ordinates with the latter's Regional Office in Copenhagen and not with WHO headquarters in Geneva.

226. On the other hand, because the Economic Commission for Europe (ECE), whose 12 committees have more than fifty subsidiary bodies, has a more complicated structure than any other regional commission; because of the large number of regional inter-governmental organizations outside the United Nations system which work closely with these bodies and because, unlike these, ECE is the only regional inter-governmental body concerned with economic and social development to which all European States, without exception, belong, co-ordination in the region is both more complex and more elaborate.

227. A characteristic of Western Asia is the fact that although the member countries of the newly-created ECWA now form a separate United Nations region, other organizations of the system group them often with the countries of North and sometimes East Africa and sometimes even with Iran, Afghanistan and Pakistan. In this larger context there are two principal regional centres, one in Beirut and the other in Cairo.

228. The member countries of the Arab League are in a special position in this respect. Those of North Africa belong to ECA and those of Western Asia to ECWA. In the ILO, Sudan and Egypt are covered by the Area Office in Cairo which is attached to the Regional Office at Addis Ababa; the Arab countries of Western Asia are covered by the Beirut area office but are run from Geneva headquarters. However, there is a movement for constituting a regional Office at Cairo that would cover all the countries of North Africa and Western Asia. FAO covers some of them from Cairo, some from Accra. As already shown, the Maghreb countries are, depending on the organization, covered by different regional offices.

229. As indicated in paragraph 24, the reasons for these disparities in the definition of regions and sub-regions are many and some of them have political overtones.

Nevertheless, as the Inspectors indicate later in this study, a rationalization of these definitions is very desirable and the removal of certain patent anomalies and deficiencies appears to be possible.

(3) Co-ordination and co-operation devices and practices

230. It is fair to say that both ACC and the headquarters of the various organizations have been showing recently better orientation towards the regions and awareness of the importance of co-ordination at the regional level. UNDP itself is becoming more region-minded, as shown by the decisions of its Governing Council at its June 1974 session in Manila. These the perhaps a by-product of the setting-up of regional bureaux at UNDP headquarters. But much remains to be done.

231. Existing co-ordination and co-operation devices and practices at the country and regional level may be grouped in two categories:

- (a) those used between regional offices within the United Nations system, i.e. between the regional economic commissions and other organizations; and between the latter inter se; and
- (b) those used between the regional offices of the system and inter-governmental organizations outside it, and with non-governmental organizations.

232. The Inspectors have not found it easy to assess the effectiveness of these various devices and practices since information in this regard is often contradictory; moreover, a given device or practice may work well in one region or between one office and another, and less well in another region or between other offices. In the sections that follow, therefore, they will merely attempt, on the basis of the information provided to them by the various organizations concerned, to give an idea of what is being done, where and by whom, limiting their personal views in this respect to a minimum.

(i) Devices and practices used within the United Nations system

233. It is generally recognized that close co-ordination and co-operation between the regional economic commissions and the organizations of the United Nations system responsible for particular sectors is necessary because the former have been given broad responsibilities for economic and social development as a whole. As such, their relationship with the other organizations has sometimes been compared to that which in a building exists between the roof and the pillars. It is likewise recognized that

because of the inter-disciplinary and hence interlocking nature of many activities, equally close co-ordination and co-operation is needed between the sectoral organizations themselves.

234. Existing devices and practices differ according to whether they relate to activities at the country level or at the regional level. They vary from such simple and familiar methods as mutual attendance at conferences and meetings, the joint convening of the latter, the exchange of documentation and liaison arrangements, to more complex devices such as the setting up of joint programming groups, the creation of joint secretariat divisions or units and the outposting of staff from one office or another. They also vary from one organization to another and from one region to the next.

(i) Country level activities

235. The country level structure of the United Nations system consists at present of the UNDP Resident Representative and of country representatives of some of the other organizations. The Resident Representative's key position is a natural consequence of the fact that more than 80 per cent of all United Nations technical co-operation activities are financed by UNDP. The Resident Representative has to keep closely in touch with a Government's national development policies, plans, priorities and objectives, and in many cases to assist the Government, on request, in the latter's formulation. However, the 1970 Consensus envisages that in such formulation assistance should be given, at the country's request, also by the United Nations, including the regional economic commissions in the general field of planning and from the specialized agencies in sectoral planning, such assistance being provided, of course, within the framework of an integrated and unified approach.

236. The Resident Representative is also responsible, in consultation with the Government and with the other organizations of the system, for preparing a UNDP country programme reflecting and integrated with the needs, priorities and time cycle of the national plans. This requires in-depth consultations and a series of programming exercises. Then comes the breakdown of the country programme into specific projects within the indicative planning figures (IPF). Here again the Resident Representative, with the assistance of the country representatives of other organizations, may help the Government to identify and formulate project requests, i.e. "project documents".

237. Only WHO's regional offices and ILO's decentralized Asian regional structure are actively involved in country programming, both through their area or country representatives and directly. In the case of the other organizations, the Resident Representative deals directly with their respective headquarters, even if they have a regional office, as he does, needless to say, in the case of those that have no country representative.

238. As for the regional commission concerned, it receives the detailed country programme in the various sectors only at a late stage, i.e. before it is all but finalized for submission to UNDP headquarters.

(ii) Regional level activities

239. Existing co-ordination and co-operation devices and practices at the regional level are of two types: those undertaken at the inter-governmental level and those undertaken between the secretariats. Needless to say, there is no watertight separation between the two and even at the inter-governmental level the secretariats are also continuously involved.

a. Inter-governmental level

240. The most usual devices and practices at this level are (i) mutual attendance at conferences and meetings and (ii) the joint convening of the latter.

i. Mutual attendance at conferences and meetings

241. A representative from one organization may in appropriate cases report to a policy-making organ of another on the activities of his own body in the region. He is also available to answer questions and to assist in the development of programmes and projects of common interest. Much of the usefulness of his presence may derive from his informal discussions with Government representatives outside the meeting-room.

242. The terms of reference of the regional economic commissions provide that the other organizations of the system are to be invited to participate in a consultative capacity, i.e. without the right to vote, in the commissions' consideration of any matter of particular interest to them and the mandates of the regional organs of other members of the United Nations family contain similar provisions. But there is such a large number of meetings of this type being held in all regions that in each case it must be weighed whether the presence of a representative is sufficiently necessary to justify the cost and time involved. In practice only the larger organizations are represented more or less regularly at one another's more essential

meetings, as they are at those of the regional commissions. Owing to the shortage of travel funds, however, the latter, though invited as a matter of course, are often able to be adequately represented only at meetings held at or close to the location of their own headquarters. This, needless to say, is particularly true of such regions as Africa where, as the Inspectors have shown, the various offices are widely scattered.

ii. Joint conferences and meetings

243. These are either jointly called by an organization and a regional economic commission or, if the commission is not associated at the convening stage (because of constitutional or other reasons), it may participate actively in their preparation and at the session itself.

244. Examples of the latter are the regional minister-level conferences convened by UNESCO and by FAO. The practice is developing of utilizing the recommendations of such conferences as a basis for action by the regional commissions and the organization concerned. As regards the former, there has been particularly close association with ESCAP; but in other regions, too, the regional commissions have been involved to a varying degree (Examples: the 1968 joint UNESCO/OAU Conference on Education and Scientific Planning in Relation to Development; the 1974 Conference on the Application of Science and Technology for Development; and the ICAO/ECA Joint Conference on Air Transport in Africa; the 1967 UNESCO Regional Conference on the Application of Science and Technology in Asia; UNICEF's 1966 Asian Conference on Children and Youth in National Planning and Development; UNESCO's 1965 Conference on the Application of Science and Technology to Development in Latin America and the 1965 co-sponsored UNICEF/ECLA Conference on Children and Youth in National Planning and Development in that region).

245. Here again the location of the various regional offices seems to be an important factor in the intensity of such collaboration, the situation appearing to be better in Asia than, say, in Africa.

b. Secretariat level

246. Co-ordination and co-operation at this level consists essentially of the following:

- (i) The exchange of documentation
- (ii) Review and co-ordination of programmes and projects
- (iii) Joint execution of programmes and projects

- (iv) Joint evaluation of programmes and projects
- (v) Joint divisions or units
- (vi) Secondment of staff from one office to another
- (vii) Liaison arrangements

i. Exchange of documentation

247. This is a basic and current practice between all organizations of the system and may, in a number of cases, involve not only the mere exchange of documents, but also substantive contributions by one organization to meetings held by others.

ii. Review and co-ordination of programmes and projects

248. Under Council resolutions 1549 (XLIX) and 1643 (LI) prior consultations on draft work programmes between all organizations and offices of the system is now mandatory. All sides are expected to comment, make suggestions and, if necessary, arrangements as to possible collaboration and distribution of work.

249. In all regions inter-secretariat committees or working groups have been set up on various occasions on a standing or ad hoc basis. These operate in such areas as agriculture, e.g. the Regional Inter-Agency Committee on Rural Development in Africa with the participation of ECA, UNDP, UNHCR, ILO, FAO, UNESCO, WHO and OAU; forestry, e.g. the joint ECE/ILO/FAO Committee on Forest Working Techniques and the Training of Forest Workers, which has four subsidiary bodies and which reports to all three parent bodies ; nutrition, e.g. the FAO/WHO Codex Alimentarius Commission which has worldwide activities, and in Africa a joint FAO/WHO/OAU Food and Nutrition Commission; population activities (ESCAP/UNICEF/ILO/WHO and UNESCO); social development (ESCAP/UNDP/UNICEF/ILO/FAO/WHO/UNESCO and lately IBRD) or statistics, e.g. the ECE/FAO Conference of European Statisticians study group on Food and Agriculture Statistics in Europe and the ECE/UNESCO Working Group on Educational Statistics.

250. Following an ACC recommendation that senior officials of the regional economic commissions and the agencies should meet more frequently on matters of mutual interest (E/4335), two "Regional inter-agency meetings" were held in Africa - in Accra in 1968 and in Brazzaville in 1969. Chaired by the Executive Secretary of ECA, they consisted of representatives of UNICEF, ILO, FAO and WHO. The same is being done in Asia on an informal basis. The Inspectors were unable to ascertain why no further such meetings have been held in Africa or instituted in Latin America. In 1966 ECA and UNESCO agreed in principle to establish a Standing Joint Committee for the purpose of co-ordinating specific work programmes of mutual interest. Until last year very few meetings of this Committee were held. However, an inter-agency Advisory Committee co-ordinates the

activities of the UNESCO Regional Centre for Education and Community Development in Latin America and includes representatives of UNESCO, the United Nations, ECLA, ILO, FAO, WHO and OAS; it holds regular annual meetings and extraordinary meetings to deal with specific questions. A similar Committee, on which representatives from the United Nations, UNICEF, ILO, FAO, WHO, UNRWA and the League of Arab States sit with UNESCO advisers, meets annually to co-ordinate the activities of UNESCO's Regional Centre for Education and Community Development (ASFEC) in Cairo.

251. The Inspectors were impressed by the minutes of the sessions of the two standing inter-secretariat committees in Asia - on Social Development and Population Activities, which meet, in Bangkok, respectively, quarterly and once a year, and although they are not sure of the extent of resulting follow-up action, they are told that these sessions help identify areas in which co-ordination is feasible and desirable; generate co-operation and lead to the creation of smaller groups entrusted with, say, a joint study or co-ordination of specific matters of interest to two or more regional offices.

252. In 1957, in response to a decision by ECAFE, the Governments of Cambodia, Laos, the Republic of Vietnam and Thailand set up the Committee for Co-ordination of the Lower Mekong River Basin with a mandate to promote, co-ordinate and supervise the planning and investigation of the water resources of the Lower Mekong Valley. The Committee is assisted by its own secretariat, headed by an Executive Agent, appointed in consultation with the United Nations, and has, in the performance of its functions, the full co-operation of ESCAP's secretariat. The Committee reports annually to ESCAP. Representatives of a number of other organizations of the system attend these meetings as observers and participate in projects within their respective fields of competence, e.g. ILO in manpower studies; FAO in setting up pilot experimental and demonstration farms; UNESCO in seismic surveys and a mathematical delta model; WHO in studies on malaria and other diseases; WMO in the hydro-meteorological aspects; IAEA in isotope studies of hydrology and sedimentation, and the IBRD in feasibility reviews and in the financing of projects. Though, admittedly, a somewhat special case, this is an instructive example of the United Nations family working side by side with some 21 Governments and several private foundations.

253. Besides these more or less institutionalized programming groups, there exist more informal arrangements. For example, in Africa WHO's Liaison Officer with the ECA secretariat assists in the formulation of projects with a health aspect in the social development sector. ECA has also collaborated with ILO, FAO, UNESCO, WHO and OAU on a concerted programme relating to Youth, as it has with ICAO in the framework of the African Civil Aviation Commission. In the Asia region the Executive Secretary of ESCAP

has quarterly meetings with the heads of all other regional offices in Bangkok. In the Americas ECLA, with the participation of staff from FAO, WHO and WMO, programmes and undertakes joint research work and studies that are used by each of the participating organizations, not only under their own work programmes but also in preparing special studies requested from time to time by the countries or official institutions in the regions and by regional and sub-regional bodies. Reports are in due course submitted to the various secretariats and through them to the respective legislative organs. In Europe ECE has programmed co-operation with WHO on Physical Requirements for Securing Driving Licences, Housing and Water Pollution; with UNESCO on Technical Glossaries and Water Pollution; and with WMO on Surveys of Hydro-electric Potential. ECE works also with IBRD and IMF on research relating to the financing of economic development projects.

254. Offhand, the number of programme co-ordination opportunity seems thus impressive enough. In actual fact, however, and with the exception of the above-mentioned inter-secretariat standing committees on Social Development and Population Activities in Bangkok, which to some extent perform this role, and the review and preview meetings convened by UNICEF's regional representatives, no systematic regional machinery for co-ordination at the programme formulation stage has as yet been developed, especially as regards extra-budgetary funded activities. This remains, except in the case of the regional economic commissions and of WHO's regional offices and to some extent those of ILO, the responsibility of the headquarters of the organizations concerned.<sup>43/</sup>

255. UNICEF's regional review and preview meetings, which last about a week and are attended by representatives of the regional offices of ILO, FAO, UNESCO, WHO and of the regional economic commissions (though the Inspectors note that in one region the last-named was not invited), together with the area representatives of UNICEF, represent the most serious systematic exercise in joint programming at the regional level (as distinct from UNDP country programming at the country level). In-depth discussions take place with a view to formulating a soft framework for UNICEF programmes and

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<sup>43/</sup> ILO headquarters, while retaining overall responsibility for inter-agency programme co-ordination, relies on its Regional Directors to take the lead in pursuing prior consultations on work programmes and budgets and medium-term plans of the regional economic commissions, particularly in the case of ESCAP. While headquarters provides comments and general policy guidance on the programmes proposed in the various documents, the Regional Directors serve as the focal point for the co-ordination and presentation of ILO comments.

determining the areas of co-operation with other organizations. On the basis of this framework, UNICEF offices draw up the programmes for submission to the Executive Director, who in turn submits them, with such modifications as he sees fit, to the Executive Board for approval. The meetings also generate programmes, ideas and suggestions for the other participating organizations at both the regional and country levels. It should be noted, however, that UNICEF assists mostly country projects; it has hardly any regional ones, though there is no bar to its participation in the latter. Nevertheless, this exercise is a good example of co-ordination and co-operation in programme formulation, whatever the type of project concerned.

iii. Joint execution of programmes and projects

256. Hitherto technical assistance activities in the economic and social field undertaken jointly by the regional economic commissions and other organizations of the system (including those funded by UNDP and other extra-budgetary sources) have been mainly concerned with training projects (seminars, training courses, study groups, etc.) and occasionally with field projects.

257. Once a joint seminar has been decided, the regional commission and the organization concerned usually, but not always, work out the details.

258. A good number of joint seminars are being held on different subjects, such as, to quote a few recent examples, an ECA/UNESCO/ITU and United Nations Headquarters seminar on Satellite Broadcasting for Education and Development in Sub-Saharan Africa at Addis Ababa in October 1973; the WMO/ECAFE Conference on the Role of Meteorological Services in the Economic Development of Asia and the South-West Pacific; the UNESCO/ECAFE regional training courses in the Use of Computers in Hydrology, and a WMO/ECAFE panel on Tropical Cyclones (all in 1973).

259. Execution of UNDP-funded projects is usually entrusted to a single organization, even if the projects concern others in a more or less equal measure, but sometimes an executing agency is designated as such "in association with" another organization. A further device is that of the executing agency sub-contracting part of a project to another organization.

260. ECA has collaborated with FAO in four sub-regional studies on Intra-Regional Co-operation and Trade in the Field of Agriculture and with WMO on Hydro-Meteorological Networks in Africa and the surveys of Lake Victoria and Lake Kyoga. More recently, ECA, UNDP, ITU, OAU and ADB have joined in the implementation of Phase 2 of the study of the proposed Pan African Telecommunications Network in 1973 and in the consultative meeting on its financing held in Geneva that same year.

261. In the Americas, apart from the work of the ECLA/FAO Joint Agriculture Division and of the FAO/ECLA/BTAO Pulp and Paper Advisory Groups, ECLA, ILO, FAO, UNESCO and WHO have collaborated closely on the Central American Integration Programme; ECLA, WHO and WMO have co-operated in a number of water resource survey missions. ILO co-operates with UNICEF -- specifically in Bolivia -- and with IBRD, though to a much lesser extent. Lastly, most organizations co-operate with ECLA in the latter's annual Economic Survey.

262. In Asia, apart from the earlier mentioned Lower Mekong River Basin project and Asian Coconut, Pepper and Rice Communities, ESCAP has participated in the ILO/Asian Manpower Plan (as do ECLA and ECA in similar plans in their respective regions); ILO has participated with FAO in field research on Peasant Organizations in India and with IBRD in missions to Bangladesh, Indonesia and Malaysia. Mention should be made also of the United Nations/UNIDO/ILO/FAO/UNESCO joint activities in connexion with the Asian Regional Team for Employment Promotion (ARTEP).

263. In the Europe region, joint projects have included ILO's co-operation with ECE and FAO on various Working Techniques and the Training of Workers; ILO/FAO joint studies on Rural Migration and the Social Implications of Industrialization in Rural Areas in Europe; the FAO/UNESCO study on the Social Implications of Mechanization of Agriculture; the FAO/IBRD Co-operative Programme in Europe; the frequent FAO/WMO/IMCO joint meetings on Water Pollution Control (with the participation of the Council of Europe (CE)), the Organization for Economic Co-operation and Development (OECD) and the Council for Mutual Economic Assistance (CMEA); a FAO/UNESCO study on the Social Implications of Mechanization of Agriculture and ECE/WMO studies on Hydro-Electric Potential and Area Population Problems.

264. In the Western Asia region, ECWA has participated in UNICEF's programme in the fields of Social Welfare and Community Development. Other joint projects have included that of ILO and UNESCO for the Training of Technical Teachers for Educational Industrial Schools and the FAO/UNICEF Joint Meeting on Rural Development in 1973; of FAO, UNESCO and WMO on Agroclimatology; of UNICEF, FAO and WHO on Nutrition, and UNICEF/ILO joint study missions.

265. Last but not least, there are the joint activities resulting from UNICEF's preview and review meetings which involve many other organizations of the system.

iv. Joint evaluation of programmes and projects

266. Although programme and project evaluation has been receiving increasing attention in recent years; in the case of larger projects UNDP instituted in 1973 biennial joint tripartite reviews at the field level by representatives of UNDP, the Executing Agency and the national authorities concerned; and the regional economic commissions participate, off and on, in evaluation missions of other organizations of the system, such joint evaluation, even of regional programmes and projects, is still neither systematic nor generalized.

v. Joint divisions or units

267. FAO led the way in this respect through the establishment of FAO/regional economic commissions joint agriculture divisions. All regional commissions now have such divisions with FAO; ECE and FAO have also a Joint Timber Division. The divisions were established on the basis of memoranda of understanding between the Director-General of FAO and the Executive Secretaries. Staffing of the Division is shared between FAO and the regional commissions. The Division chiefs are FAO officials appointed by the Director-General of FAO in consultation with the Executive Secretaries. The divisions' work programmes, which relate to the economic, rather than the technical aspects of food and agriculture, are agreed to by FAO's regional representatives, the Director-General of FAO and the Executive Secretaries before their presentation to the respective legislative or programming bodies for approval.

268. A few joint divisions or units have now been established between the regional commissions and other organizations of the system. UNIDO has joint divisions with ECA, ECWA and ESCAP and ITU has joint units with ECA and ESCAP to each of which it has assigned a senior professional telecommunications officer.

vi. Secondment of Staff

269. Occasionally an organization may second staff to or fund posts in a regional commission secretariat or regional institute. For example, apart from the posting of six FAO economists to the ECA/FAO Joint Agriculture Division, FAO has seconded to ECA a senior Forest Industrial Adviser and two associate experts in forest industries. It also contributes a staff member each to ECLA's Mexico and Montevideo offices from the ECLA/FAO Joint Agriculture Division in Santiago. UNFPA funds an FAO regional officer with ECWA in Beirut, to which FAO itself had outposted a Regional Economist,

who has now been incorporated in the recently created ECWA/FAO Joint Agriculture Division. WHO and WMO have seconded staff to ECLA for its Survey of Water Resources of Latin America; ECLA's Natural Resources and Energy Division has one WMO staff member, as has ECA's Natural Resources Division. UNIDO has seconded four Industrial Advisers to its recently established Joint Division with the ECA secretariat.

270. ILO, FAO and UNESCO all co-operate with the African Institute for Development and Planning (AIDP) in Dakar. In addition, the United Nations, ILO, FAO and WHO join UNESCO in providing teaching staff for UNESCO's Regional Centre for Education and Community Development in Cairo.

271. Particularly close co-operation exists between the Latin-American Institute for Economic and Social Planning (ILPES) in Santiago, which operates under the joint auspices of ECLA and ILO, FAO, WHO and UNESCO. Besides participating in its technical assistance activities, these organizations provide teaching staff. The United Nations, ILO, FAO and WHO have also provided teaching staff for the UNESCO Regional Centre for Education and Community Development in Latin America in Mexico City.

272. The Asian Institute for Economic Development and Planning (AIEDP) in Bangkok provides a good focus for co-ordination among such organizations as ILO, FAO, WHO and IMF. It co-operates with UNESCO's Asian Institute for Educational Planning and Administration in New Delhi (now a National Institute), which provides experts for its training courses. In addition ILO has seconded to, or funded, lecturers for the Asian Statistical Institute and the Asian Industrial Development Council.

#### vii. Liaison arrangements

273. Liaison is, of course, a very general term covering a variety of activities. It ordinarily involves extensive personal contacts as well as the exchange of documentation; and sometimes extends to close consultations on work programmes between the regional economic commissions and other organizations in and outside the system.

274. In some regions, where a regional office is located away from the headquarters of the regional commission concerned, it has been judged desirable to appoint formally liaison officers to the latter. In some cases these are appointed specifically to the commission secretariat; in others they combine such liaison with other functions (e.g. WHO's regional or area offices).

275. Since in Africa no organization but ILO has its regional office in Addis Ababa, many of them have adopted this practice there. WHO has a whole-time Liaison Officer with an office in ECA; UNESCO and UNICEF have designated their country representatives in Ethiopia as liaison officers.

276. In the Americas such organizations as ILO and WHO, which do not have their regional offices in Santiago, maintain liaison offices there, the latter through its area office.

277. In Asia, WHO's country representative in Thailand acts as Liaison Officer with ESCAP; IAEA has a regional officer based in Bangkok who carries out liaison services as may be required with all other offices of the system in the region.

278. In all countries where the seat of a regional commission is located, the local UNDP Resident Representative performs liaison with them.

(b) Devices and practices used with organizations outside the United Nations system

279. While the main efforts towards development are, needless to say, those of the countries themselves, a large number of organizations besides those of the United Nations system<sup>44/</sup> are engaged in providing development assistance. These include:

- bilateral assistance agencies, whether institutional like CIDA, DANIDA, FINNAID, NORAD, SIDA, USAID, etc. or operating as part of a national ministry;
- inter-governmental organizations like the League of Arab States, CMEA, EEC, OAS, OAU, OECD, etc.; and
- non-governmental organizations, of which there is a large variety.

280. The proliferation of organizations working in a region to assist the developing countries is both a measure of international goodwill and co-operation and a source, potential and sometimes actual, of confusion and duplication. Moreover, the varied nature of assistance - usually poorly co-ordinated - both among the organizations of the system and even more so between them and organizations outside the system working in the same region, often cuts across global and national priorities.

281. The character of these latter organizations, both inter-governmental and non-governmental, is, of course, different from that of the organizations of the system. They are of varying strength and significance. Some are well established, highly institutionalized and active (e.g. OAS, OAU, the League of Arab States, etc.); others have not yet gathered momentum.

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<sup>44/</sup> The United Nations input is estimated not to exceed 10 per cent.

282. Whatever their nature or size, however, in the pursuit of their aims, they share the same objectives as the United Nations system; all are engaged in one form or another in technical assistance and advisory service to Governments. It is recognized, therefore, that, without detriment to their separate identities, both the organizations of the system and those outside it can and should harmonize their efforts. As a result, co-ordination and co-operation devices and practices have developed between them, which vary from one region to another and from one organization to the next. Generally, they include the exchange of information and documentation, mutual attendance at conferences and meetings, the joint preparation of some of them, and collaboration in technical co-operation activities.

283. With the exception of the regional commissions, WHO and to some extent ILO, such co-ordination and co-operation, even for regional activities, is usually undertaken at the level of the respective headquarters.

284. For historical reasons the inter-governmental organizations outside the United Nations system in Africa are of relatively recent origin. Thus OAU, which is the only organization with a membership covering the entire continent (except South Africa and Rhodesia), was established in 1964; the League of Arab States, however, which has been in existence since 1945, includes eight countries of Africa. On the other hand, a characteristic feature of the African scene is the large number of organizations of a sub-regional character covering East, West or Central Africa; a Directory prepared by ECA in 1972 lists 76 such organizations.<sup>45/</sup>

285. Some of these organizations are performing an important role in the economic, social and cultural integration of their member-countries, e.g. the East African Community (EAC) and the African and Malagasy Common Organization (OCAM). Others, however, are as yet only inter-governmental agreements, which have still to be given significant practical form. Be this as it may, difficulties of co-ordination, already great owing to the dispersion of the offices of the organizations of the system, are therefore compounded.

286. Nevertheless, efforts have been made to bring about such co-ordination and co-operation. With the most important of them all, namely OAU, the United Nations and

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<sup>45/</sup> Economic committees; common markets and other multinational organizations: 18; agriculture: 12; industry: 4; transport and communications: 21; tourism: 2; economic research: 8; health: 1; natural resources: 3; various: 7; total: 76.

several other organizations of the system have entered into formal (ILO) or more informal (UNICEF, UNHCR, UNESCO, GATT) relationship agreements. ECA, for its part, has tried to develop close working relations with OAU, which are facilitated by the fact that both are located in Addis Ababa. The Inspectors understand that although the development of such co-operation has not always been smooth, recently good progress has been made in such sectors as science and technology, telecommunications, etc.; particularly close co-operation has evolved on questions of extra-continental and inter-African trade and finance.

287. ECA, IBRD and IMF have developed close relations with the African Development Bank (ADB) and FAO and UNESCO have entered into formal agreements with it. ECA has working relations with the EAC. UNDP has a representative in Arusha, the headquarters of EAC, to which ILO gives technical assistance. ECA, ILO, FAO, UNESCO and IAEA have formal agreements or working relations with OCAM. Other organizations of the system likewise co-operate with their counterparts outside the system working in the same sectors, such as GATT with the secretariats of the Afro-Asian Organization for Economic Co-operation, the East African Common Services Co-operation and the Central African Customs and Economic Union; FAO, with the Desert Locust Control Organization for Eastern Africa; UPU with the Union Africaine et Malgache des Postes et Télécommunications (UAMPT); and ILO with the Commission for the Lake Chad Basin.

288. ECA's sub-regional offices are expected to co-operate with other sub-regional organizations in the economic and social field but because of their small size and the multitude of these organizations, co-ordination and co-operation is not on an extensive scale.

289. The organizations of the system operating in the Arab countries of Africa have established more or less close working relations with the League of Arab States' permanent committees and subsidiary bodies working in the economic and social fields and some of them have entered into relationship agreements with the League.

290. Before the creation of the United Nations system, there existed in the Americas an elaborate network of inter-American organizations under the aegis of the Organisation of American States (OAS). Co-ordination in the region is required therefore not only among the members of the United Nations family, but also with OAS and its various subsidiary bodies, as well as with IDB. This has been done, particularly by ECLA, ILO, FAO, UNESCO, WHO and GATT. In some cases these relations are governed by formal agreements concluded between the governing bodies or the Executive Heads of the organizations concerned, in others they have developed on an ad hoc basis.

291. Under its terms of reference ECLA is specifically enjoined to co-operate with and "take the necessary measures to co-ordinate its activities with the appropriate organizations of the inter-American system", and to make "working arrangements with OAS regarding the joint or independent study or execution of economic problems within the competence and the fullest exchange of information necessary for the co-ordination of efforts in the economic field". And indeed OAS frequently requests ECLA to undertake studies. In co-operation with IDB and ILPES, ECLA has also carried out many joint programmes for economic integration and industrial development in Latin America, and in association with IDB has made certain studies in connexion with the development of the Rio Grande basin. UNDP has established working relations with OAS and is now, jointly with OAS and IDB, involved in the Pilcomayo River Basin study.

292. ILO's formal agreement with OAS was the first such understanding concluded and set the pattern for many other similar agreements (FAO, WHO/PAHO, UNESCO, GATT). While, inter alia, officials of the Washington Branch Office of ILO attend monthly OAS meetings on co-ordination, OAS has advised on and participated in such ILO activities as the Regional Employment Programme for Latin America and the Caribbean (PREALC), the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR), employment strategy missions and certain technical meetings. ILO, in its turn, has participated in OAS' vocational training and social security courses and has worked with OAS on several technical assistance projects, the most important of which is the Inter-American Centre for Labour Administration in Lima. OAS and ILO have even established a joint committee (which meets twice a year, once in Washington and once in Geneva) to examine the co-ordination of their regional activities.

293. Under the agreement between FAO and IDB, whenever the latter requires the assistance of an external agency for agricultural projects, that agency should be preferably FAO. FAO also co-operates with two of OAS' subsidiary bodies, i.e. the Inter-American Institute for Agricultural Sciences and the Inter-American Statistical Institute.

294. WHO/PAHO participates in the country reviews of the Inter-American Committee of the Alliance for Progress. It has worked in close collaboration with IDB to ensure sound technical and financial planning of water supply and sewage systems.

295. Relations between OAS and UNESCO are also close. The former assists in the preparation of regional conferences convened by UNESCO; it also participates in the Governing Board of UNESCO's Regional School Building Centre for Latin America and the

Caribbean in Mexico City and in the Inter-Agency Committee for the Regional Centre for Functional Literacy in Rural Areas in Latin America (CREFAL) in Patzcuaro and has assisted the UNESCO Regional Office for Science and Technology in Montevideo. The two bodies also have a joint committee to examine the co-ordination of their regional activities.

296. ICAO and ITU have developed informal relations with organizations in the Inter-American system on an ad hoc basis in their respective fields (the Telecommunications Commission of the Inter-American Economic and Social Council is one of the principal organs of OAS).

297. The IAEA has concluded an agreement with the Inter-American Nuclear Energy Commission (another OAS subsidiary body).

298. There are also important intergovernmental organizations outside OAS, such as the Organization for Central American States (ODECA), the Latin American Free Trade Association (ALALC), the "Andean Group" (Acuerdo de Cartagena), the Inter-American Social Security Association, the Inter-American Productivity Association, etc. ECLA maintains close relations with them and provides services on request. It has a liaison office with ALALC at Montevideo. Its Mexico City Office has close relations with the permanent secretariat of the General Treaty on Central American Integration (SIECA) and services the "Andean Group" and its Buenos Aires Office does likewise, with the Inter-governmental Co-ordinating Committee of the River Plata Basin.

299. FAO, UNESCO and ILO have also developed close relations with these organizations on the basis of formal agreements (e.g. ILO with ODECA and ALALC) or informal arrangements. ALALC is linked to GATT through the special responsibilities assumed under the general agreement by the parties to the former.

300. Despite the huge size and enormous population of the region of Asia and the Pacific, very few inter-governmental organizations have been established there, of which more than a handful of countries are members. There is no equivalent of EEC, OAS or OAU in Asia. Accordingly, there are fewer problems of co-ordination between the members of the United Nations family and other organizations there than in Europe the Americas or Africa.

301. The Association of South-East Asian Nations (ASEAN) is a sub-regional organization grouping five countries. Only two members of the Regional Co-operation for Development (RCD) are from the ESCAP region. Neither body has asked for any significant services

or assistance from ESCAP. On the other hand, the secretariat of the S.E. Asian Ministers of Education and Science (whose membership is the same as that of S.E. Asia Treaty Organization (SEATO)) is located in Bangkok and co-ordinates its activities with UNESCO's Regional Office for Education there.

302. Other inter-governmental organizations in the region include the Asian Development Bank (ADB), the Coconut, Pepper and Rice Communities, the Asian Productivity Organization (APO), the South Pacific Commission, the South Pacific Forum, the Colombo Plan, the Afro-Asian Rural Reconstruction Organization and the Asian Broadcasting Union. The first four were brought into being as a result of ECAFE's efforts: they continue to have close relations with the Commission, although it is recognized that relations with the Asian Development Bank need strengthening.

303. Many members of the United Nations family, e.g. ILO, FAO, UNESCO and ITU have established working relations with the Bank, and formal or informal arrangements have been made between such agencies as ILO, FAO, UNESCO, etc. with the other organizations mentioned above. ESCAP, UNICEF and WHO have established informal relations with the Colombo Plan.

304. Europe has a large number of inter-governmental and non-governmental organizations active in the economic and social fields and in that of scientific and technological co-operation. These include: the Council of Europe, the European Economic Community (EEC), the Organization for Economic Co-operation and Development (OECD), the Council for Mutual Economic Assistance (CMEA), the European Free Trade Association (EFTA); and others in more specialized fields such as: the Central Commission on the Navigation of the Rhine; the Central Office for International Railway Transport; the Customs Co-operation Council; the Conference of European Statisticians; the Danube Commission; the European Conference of Ministers of Transport (ECMT); the European Space Research Organization; the Organization for Co-operation of Railway Administrations; the Western European Union; the European Nuclear Energy Agency (EURATOM); the European Nuclear Research Centre (CERN). With some organizations these relations are much closer and co-ordination much more systematic and intensive than with others.

305. Thus formal relationships have been established between ILO, FAO, and UNESCO with EEC. There is a joint working group of the Commission of EEC and UNHCR to study certain aspects of the legal position of refugees in particular countries of the Community. WHO's Regional Office for Europe in Copenhagen has concluded a formal agreement with

the Council of Europe. The relations between WMO, ICAO, IBRD and IMF with the Council of Europe, EEC and OECD, on the other hand, are on an informal basis. IAEA has an agent with EURATOM and with CERN. GATT has developed a close working relationship with EEC, which, inter alia, participates in the work of various subsidiary bodies of the contracting parties. GATT has also developed close co-operation with OECD.

306. A good example of co-ordination is the programme of region-wide co-ordination of statistical activities that is being undertaken under the auspices of EEC with the participation of ILO, FAO, UNESCO, the Council of Europe, CMEA, OECD, the Statistical Office of EEC, the Bureau of the Conference of European Statisticians and the Conference of Heads of National Statistical Offices of the Nordic Countries.

307. In Western Asia the Member States of ECWA are all members of the League of Arab States, with the general secretariat of which ECWA maintains informal contacts and exchanges information with it on a reciprocal basis, and with which ILO, FAO, UNESCO, WHO, IBRD, IMF, IAEA and GATT have relationship agreements.

## V. CRITICAL ANALYSIS OF EXISTING REGIONAL STRUCTURES

### (1) General

308. In the preceding chapters the Inspectors have described the regional structures of the various organizations of the United Nations system; the functions performed by them and the co-ordination and co-operation devices and practices adopted to date. This description itself highlights the complexity of the problems posed by the existing structures.

309. The adequacy or otherwise of the regional structures of a given organization must necessarily be judged by the extent to which it fulfils the latter's purposes and responsibilities; and, secondly, its suitability or otherwise for bringing about a unified and integrated approach to economic and social development on behalf of the system as a whole, as required by legislative decisions.

310. Member States, both individually and through these decisions, and the Executive Heads of the various organizations have given expression to the view that the United Nations system, whether in its concepts or its structural framework cannot remain static; it must adapt itself to the dynamic evolution of the world situation and be geared to respond to the urgent tasks of development faced by so many Member States; and that programming methods, procedures and arrangements adopted a decade or more ago are no longer adequate in the light of present exigencies. All of them, in different ways and in slightly different contexts, have emphasized the need for changes in concepts, organization and methods.

311. What precisely should be the objectives of any such changes, their conceptual framework and the organizational framework for attaining them?

312. The most concise and consolidated expression of these objectives has been given by the General Assembly on the Strategy for the Second Development Decade (resolution 2626 (XXV)), as supplemented by resolution 3202 (S-VI) on the New Economic Order and the Programme of Action adopted by the special session of the General Assembly in May 1974. Even though a number of Member States have expressed some reservations regarding the latter, the objectives have been sufficiently clearly defined by most of them, both individually and collectively, and enough guidance has been given about the conceptual framework. These resolutions have also indicated some possible lines of solution with a view to bringing about a unified and integrated approach to development by the United Nations system as a whole and by its individual components. However, the exact picture of the organizational framework, i.e. of future structures of the system and of its future work methods has yet to emerge.

313. In this connexion certain views and misgivings have been expressed to the Inspectors in the course of their talks with senior officials of the various secretariats. These relate to: (i) the constitutional autonomy of the individual organizations, and (ii) the possible damage to the global approach of United Nations efforts by the growing thrust towards regionalization of activities.

314. It is said, for example, that any profound changes in the regional structures, including the initiation of in-depth co-ordination and joint action at the regional level under the leadership to the regional economic commissions, might militate against the constitutional autonomy of the organizations.

315. The fear has also been expressed that the drive towards greater regionalization could lead to the erosion of the global concept of the United Nations and to a more narrow "parochial" approach.

316. It is further contended that such regionalization would be damaging to the admittedly desirable concept of a single unified programme, which has been adopted in one form or another by several organizations of the system and which, it is said, requires policy direction and decision-making and, often, responsibility for the execution of programmes to be retained at the respective headquarters.

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317. The Inspectors cannot lightly dismiss these views and misgivings. It is, however, their considered view that, firstly, any agreed measure of co-ordination and co-operation, even if it necessarily involves a degree of constraint, does not in any way derogate from the autonomy of an organization; it is, in fact, merely a manifestation of the exercise of such autonomy. Secondly, once the interlocking aspects of activities in a particular sector for which a given organization is responsible with those of others and their inter-disciplinary character are accepted, sectoral autonomy must be necessarily to some extent diluted for an overweaning purpose, i.e. the imperative need for the harmonization of programmes. Thirdly, the fact that most United Nations organizations (except WHO) carry out the bulk of their activities as executing agencies of UNDP and other extra-budgetary sources, means that at least in respect of such activities, the exercise of their autonomy is already limited by the conditions and requirements laid down by the governing bodies of the funding organizations. Fourthly, in the new evolving and urgent situation in regard to international co-operation and development, greater emphasis needs to be placed at

the highest level of the governing bodies and secretariats of the various organizations on partnership and team-work rather than on autonomy; and both the United Nations Charter and many legislative bodies have already recognized this.

318. Under article 63.2 of the Charter, the Economic and Social Council has a co-ordinating role "through consultation with and recommendations to such agencies and through recommendations to the General Assembly and to the Members of the United Nations".

319. The 1970 "Consensus" clearly enhanced this concept of "partnership" between organizations and agencies of the United Nations system in relation to programming (paras.7 and 38).

320. The 1972 FAO Conference felt "(a) that our position within this system should be one of partnership; (b) that it was necessary for us to participate, jointly with Governments and other agencies of the United Nations family, in all phases of the development cycle (policy-making, strategy, planning, programme identification, formulation and execution of projects; evaluation of programmes and projects).<sup>46/</sup>

321. In its comments on Operational Activities for Development the World Health Organization points out that all the organizations should be prepared to work with programme teams at the country, inter-country and global level in an effort to relate specific country or sectoral needs to the total demands of integrated economic and social development; and that the planning processes at present in use in the United Nations system as a whole can certainly be improved. One way of doing it was to strengthen "horizontal", inter-disciplinary collaboration.<sup>47/</sup>

322. The ACC's latest Annual Report on Co-ordination also shows a deep appreciation of these requirements; paragraphs 24-35 describe the prior consultations undertaken on one particular programme.<sup>48/</sup> Needless to say, the Inspectors associate themselves with these observations.

323. In their view, joint planning and programming and, in appropriate cases, joint execution of programmes and projects on an agreed basis at the country, sub-regional and regional, and global levels are perfectly compatible with the constitutional

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<sup>46/</sup> FAO document CL 59/12, September 1972, p.2

<sup>47/</sup> E/5527/Add.6

<sup>48/</sup> E/5488

autonomy of the organizations. This latter would be fully maintained owing to the fact that the programmes and projects of each organization prepared in the light of such joint consultations must be approved ultimately by its own governing and legislative bodies, in accordance with established constitutional procedures. As the UNDP Administrator pointed out in 1973 in his report to the Governing Council with reference to the elucidation of the term of "partners" used in para.38 of the 1970 "Consensus": "It was clearly accepted that the concept of partnership should not obscure the accountability of each partner for its specific role".<sup>49/</sup>

324. In any event, the Inspectors consider that in this matter, where the end so clearly governs the means and where the greater benefit to Member States is so evident, the organizations of the system should interpret their constitutional autonomy in a flexible and extensive, rather than a rigid and restrictive sense.

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325. With reference to the doubts expressed regarding the possible damage to the global approach of United Nations efforts, the Inspectors agree that the regional approach should not be carried to an extent which might detract from this global approach, thus resulting in a compartmentalization of the system and a regional "parochialism". They believe, however, that with a balanced distribution of responsibility between the headquarters, regional and sub-regional, and country levels of an organization within the framework of policy and budgetary control by its headquarters and with appropriate nexus between all these levels, this global concept would remain intact.

326. Neither would the existence of identifiable sub-programmes at the different levels, accompanied by an appropriate distribution of responsibility, be, in the Inspector's view, incompatible with the desirable concept of a single, unified programme.

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327. Operative paragraph 2 of Council resolution 1756 (LIV), while recalling the competence and special responsibility of the other organizations in their respective sectors, reaffirms the role of the regional economic commissions as "the main general social and economic development centres within the United Nations system" in their respective regions.

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<sup>49/</sup> DP/48, para.119

328. It is necessary to be clear as to the precise meaning of this expression which follows the recommendation in paragraph 4 of Chapter VIII of the Secretary-General's Report on Regional Structures (E/5127). This recommendation largely reflects, as stated in the same paragraph, the consensus of the replies received from the Governments "that there should be only one United Nations regional centre responsible for overall economic and social development in each of the regions concerned and that this centre should be the regional economic commission". As further observed by the Secretary-General, this "not only reflects an existing situation but is also in conformity with the terms of reference established by ECOSOC for the four (now five) regional commissions".

329. In this connexion the words "main" and "general" are both noteworthy. Indeed, the regional commissions' role as "general" economic and social development centres, is not in contradiction with the "sectoral" for which the other organizations will continue to have primary responsibility, but is merely complementary; and secondly the commissions are to be the "main" and, therefore, not exclusive centres. The other organizations in their respective sectors and as regards co-ordination, must necessarily be actively involved too.

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330. Today the regional approach is a fact of life. In all regions, in varying degrees, there is a strong movement for regional and sub-regional co-operation and integration, as well as a growing realization of the close interdependence between neighbouring countries and of the fact that the common problems peculiar to a region or sub-region are better tackled by the countries concerned in mutual co-operation than in isolation. The United Nations system has necessarily to take account of these facts, trends and developments. In practice this necessitates:

- the development within the system of an effective regional and sub-regional approach, as an essential link between the country and global approaches and as a means for much greater promotion of regional and sub-regional economic co-operation and integration;
- an integrated approach to economic and social development;
- increased in-depth consultation and co-operation between the various regional offices of the system;
- the development of team work among the multitude of organizations of the system operating in any given region or sub-region in respect of the planning, programming and execution of their activities;

- an intensification and strengthening of the functions of the regional economic commissions in regard to the identification and study of economic and social problems and of their priorities, on the basis of an inter-disciplinary regional and sub-regional approach; and to the co-ordination of the various inputs involved in the tackling of these problems by the system.

331. As a corollary to the above and so as to attain these objectives, a reconsideration of the regional structures of the United Nations system is clearly necessary. The Capacity Study highlighted the complexity of existing structures and indeed characterized the situation as a "jungle". However, any change or modification of these structures is not an end in itself, but merely the means to an end. In the apt words of the Secretary-General speaking in 1973 at the fifty-fifth session of the Council: "It is not enough for the various pieces of the United Nations system to work well, each by itself. What is needed, indeed what may be more important, is the overall cohesion and direction of the system."

332. As emphasized in the resolutions of the General Assembly and of the Council, the elaboration of a suitable regional and sub-regional approach assumes even greater importance in the context of the Second Development Decade and of the Programme of Action on the Establishment of a New Economic Order. The Inspectors agree with the Secretary-General's observation in his Report on Regional Structures that the economic and social programmes at the regional and sub-regional level form "the vital nexus, the mid-way connecting point for global co-operation by individual countries, as well as for a more harmonious inter-country relationship at the regional and sub-regional levels."<sup>50/</sup>

333. But the reform of regional structures cannot be considered in isolation. The recognized levels of activity - i.e. country, sub-regional, regional and global or headquarters - are inter-connected and must hold together, both because the net result of activities at all levels is assistance to the countries in solving their economic and social problems; and because all development efforts, whatever the level, have interlocking aspects. Indeed, as many developing countries have learnt by bitter experience, one aspect of development cannot be dissociated from another and each has its repercussions on the other.

334. In the analysis that follows the Inspectors have attempted to take into account the various considerations detailed above and in the introduction to this study. They recognize that as a result of the profound review of the whole question of the future

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<sup>50/</sup> E/5127, page 32, para.2

role of the system contemplated by the General Assembly and the Council, far-reaching changes in the objectives of the assistance given by the system to developing countries may be decided, with consequential changes in structures. But they believe that the suggestions and recommendations that follow this analysis, in which by and large they have conformed to the 'art of the possible', are practical; that they can be effectively implemented; and that they would result in an improvement of existing regional structures, without prejudice to any further changes that might be required as a result of such future decisions.

(2) The question of co-terminous jurisdiction

335. In chapters III and IV of this study, the Inspectors have shown how the geographical definition of regions and sub-regions differs, with very few exceptions, from one organization to another and they have given some of the reasons for this diversity.

336. The Inspectors have examined the issue of co-terminous jurisdiction carefully and have come to the conclusion that despite all the problems and difficulties (of which they are only too well aware) involved in making radical changes or in drastically upsetting the status quo, if it is wished to enhance the effectiveness of the system and to assure more effective co-ordination and thus a more coherent and integrated approach to development, a more rational and uniform definition of regions and sub-regions and location of regional and sub-regional offices, is very desirable and should now be set in motion. In any such exercise, individual organizations should take into account such guidance and advice as may be available from Governments and inter-governmental organizations in each region. They should also take into account:

- (a) the needs of the countries;
- (b) the economic, social and political circumstances of each region and sub-region;
- (c) the objectives of the Second Development Decade and of the New International Economic Order, and
- (d) the application at the regional and sub-regional levels of a unified and integrated approach to development.

337. Furthermore, as the Council enjoined in its 1949 resolution 259 (IX), there should be full consultation as far in advance as possible through the ACC on the establishment of new regional, sub-regional or area offices by all members of the system.

338. Meanwhile, and without prejudice to the above, certain adjustments and improvements could, in the Inspectors' opinion, be undertaken without major problems arising with a view to removing some of the more patent anomalies and deficiencies.

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339. The creation of ECWA is undoubtedly the mark of a regional personality of the countries of Western Asia, members of that regional commission. In the light of this new factor the existing regional definitions in many organizations of the system, in so far as it concerns the countries of North Africa and Western Asia, seem likewise rather anomalous and would appear to call for a review.

340. The Maghreb countries and other countries of North Africa are members of ECA with strong affinities with the rest of Africa. They have at the same time cultural links with the Arab countries of Western Asia and are members of the League of Arab States. Even though, as the Inspectors understand it, their present status was decided upon partly as a matter of convenience and partly in accordance with their own wishes, the inclusion of the Maghreb countries, sometimes in the Africa region and sometimes in the Europe region or, in some cases, their attachment to headquarters or, even in the case of one organization, their splitting up between two regions, cuts them off, to some extent, from the mainstream of Africa and of the Arab world (as the case may be) and appears on the face of it to be anomalous and to need rectification.

341. Another question of relevance that needs to be looked into is the membership and associate membership of certain Governmental bodies, namely the regional economic commissions, the regional committees of WHO, the regional conferences of ILO, FAO and UNESCO and other regional meetings.

342. It goes without saying that also in the case of such above possible changes, the views of the Governments concerned and of the inter-governmental organizations in each region should be sought and taken duly into account.

(3) Individual Organizations

(a) The United Nations (UN)

343. The most logical development of a regional approach has been in the United Nations, with its division of the world into five regions, i.e. Africa, Asia and the Pacific, Latin America, Europe and Western Asia. The Organization's regional economic commissions are regarded and have been recognized as the regional arms of the United Nations.

344. It is also in the United Nations legislative bodies and in the regional economic commissions themselves that the regional approach has been most consistently pressed by Member States - a fact which has inevitably had an impact on other organizations of the system, whose legislative and governing bodies have likewise in varying measure pressed for more decentralization and for greater regional activity.

345. Geographical convenience, sectoral needs, ease of communications and the choice of the Member States, often reached by a compromise, have determined the location of the headquarters of the regional commissions and of their subsidiary offices and institutions. In Africa, in particular, the choice of Addis Ababa resulted from a political agreement among the African States.<sup>51/</sup>

346. There has been considerable discussion in ECA about the number and location of its sub-regional offices. At one time Member States favoured many more sub-regions, but an increase in the number and the re-location of the offices presented difficult problems and eventually it was decided to leave things as they are at present.

347. ECA's sub-regional offices are expected, in their respective areas, to promote sub-regional development and integration and to keep close contact with and render assistance to the inter-governmental organizations operating there and yet they have been given neither sufficient resources nor authority to perform these tasks. They have remained therefore by and large more symbols of the United Nations and of ECA in their respective sub-regions, instead of becoming effective participants in its activities.

348. Although the offices cover a large number of countries, many of which are among the least developed and consequently need special attention and assistance, their resources are patently inadequate, their professional staff (including the Directors) numbering in 1973 respectively, Kinshasa - 0; Lusaka - 2; Niamey - 3, plus two Associate Economic officers; Tangier - 4 (including one Assistant Administrative Officer). Except perhaps for Niamey, ECA's sub-regional offices seem to have no work-programme of their own and have been unable to undertake substantive studies, surveys, research and other activities, which remain the responsibility of ECA headquarters.

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<sup>51/</sup> Even though the various institutes for regional economic and social studies are not, properly speaking, regional structures of the United Nations system, the fact that the Latin American Institute for Economic and Social Planning is located in Santiago, and the Asian Institute for Economic Development and Planning and Asian Statistical Institute are in Bangkok is considered extremely helpful. This is not the case with the African Institute for Economic Development and Planning which is located far away from ECA headquarters in Addis Ababa.

From the annual reports of ECA (which since 1973 no longer devote a separate section to them), the Inspectors have been unable to assess the work done by them. Indeed, one might be inclined to question the usefulness of their continuing existence.

349. The Inspectors consider, however, that the decision to have such offices is sound, but their utility could be enhanced by an appropriate decentralization of functions, by entrusting them with specific tasks. They could also be given responsibilities on behalf of ECA in the UNDP country programming exercises. Being closer to the countries of their sub-regions they are in a good position to do so. In close consultation with UNDP and the Governments they should be able to identify areas of sub-regional co-operation and specific sub-regional programmes and projects. Also, in the United Nations' drive towards special assistance to the least developed countries, the sub-regional offices can and should play a more active role than at present.

350. For all of this, they should be provided, within the limits permitted by ECA's overall resources, with the necessary means. This, incidentally, would be in conformity with ECA's 1968 resolution 178 (VIII) on "The Increase in Activities and Staff of the Sub-regional Offices".

351. Actually, the responsibilities and usefulness of some of them are likely to increase as a result of ECA's decision to have the sub-regional Directors head the UNDAT's which have been or are in the process of being established in Kinshasa, Lusaka and Niamey. These Directors are expected to give guidance and advice to the UNDAT's whose members will work under their administrative control. Since the UNDAT's will have to maintain close co-operation with UNDP and the representatives of the various organizations in their areas, the Directors will be expected to promote and facilitate such co-operation and their offices will need to be staffed accordingly.

352. The above applies to Kinshasa, Lusaka and Niamey, but not to Tangier. No UNDAT team is contemplated for the latter sub-region; neither does the question of special assistance to the least developed countries arise there. The Inspectors were given to understand that the Tangier office has done good work in the statistical field; but unlike the others, this is the only office of the system there and is thus isolated from the latter. Some other regional and area offices covering all or part of the area of the Tangier sub-region are located at Alexandria, Beirut and Cairo and yet the Inspectors learnt that there was hardly any communication between the Tangier office and these; nor had there been any visits there by the sub-regional Director in the recent past.

353. If there is to be a sub-regional office of ECA for the countries of North Africa, it may be preferable to have it located at a place where there are a number of other offices, such as Cairo, thus facilitating mutual co-ordination and co-operation with other organizations. Or else, consideration might be given to its being shifted to Rabat, Algiers or Tunis, each of which has UNDP resident representatives' offices and other area and/or country offices of the system.

354. ECLA's subsidiary offices<sup>52/</sup> have been established less out of geographical considerations than for specific purposes, the largest being in Mexico City and the second largest in Port-of-Spain.

355. The main function of the Mexico City office in the early years of its existence was to serve the Central American Economic Co-operation Committee (CCE) established in 1951. Since 1960, when the General Treaty of Central American Economic Integration was signed, and an inter-governmental body at ministerial level and the Permanent Secretariat of the General Treaty on Central American Economic Integration (SIECA) were set up in Guatemala City, it has come to act, i.a., as technical adviser to the Central American Economic Council (CEC) and to carry out studies and investigations at the latter's request and on its own. The Port-of-Spain office for the Caribbean comes, technically speaking, under the Mexico City office, but in practice has more or less direct relations with ECLA headquarters in Santiago. Its main function is to assist Governments of the Caribbean Free Trade Association (CARIFTA), the Caribbean Economic Community (CARICOM) and the East Caribbean Common Market (ECCM) in the formulation and implementation of programmes for economic and social development and in promoting the progress of economic integration. The Bogotá office does for the countries of the Andean region roughly the same sort of work that the Port-of-Spain office does in the Caribbean (though some of this work relates to such countries as the Dominican Republic, Haiti and the Netherlands Antilles) and yet the headquarters of the Andean integration movement is not in Bogotá but in Lima.

356. The distribution of professional staff among these various subsidiary offices was in 1973 as follows: Bogotá - 2; Mexico City - 29 (plus 16 technical advisers); Montevideo - 2; Port-of-Spain - 6; Rio de Janeiro - 2; Washington D.C. Liaison Office - 4.

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<sup>52/</sup> In ECLA's recent reports to the Economic and Social Council these are referred to simply as "offices". However, in other documents the Inspectors found reference to ECLA "branch" and "sub-regional" offices. This illustrates one of the difficulties one inevitably comes up against when studying the regional structures of the United Nations system.

357. The Inspectors believe that in the light of evolving needs and circumstances and, specifically, because of the growing activities of the Andean Group of countries and the role played by the Mexico City Office viz. the Central American integration movement, which has its headquarters not in Mexico City but in Guatemala City, as well as the increase in responsibility of the Port-of-Spain Office and the number of complex problems peculiar to the Caribbean area, there is room for a better distribution of staff and perhaps even offices in general in the ECLA region. Owing to the growing importance of inter- and intra-regional trade of LAFTA, the Montevideo Office may also need strengthening.

358. The area of the Pacific is covered at present by ESCAP's headquarters in Bangkok. This area has development problems distinct from those of Asia proper and is fast acquiring an identity of its own, as can be seen from the fact that several other organizations of the system have established sub-regional and sometimes even regional offices there. The Inspectors wonder whether the time has not come for ESCAP, likewise, to consider the establishment of a sub-regional office to cover this area.

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359. Since they cover a large spectrum of economic and social aspects of development, the regional commissions are more involved with the countries of their respective regions than are the regional offices of those other organizations which have country offices. In this sense, they play on behalf of the United Nations to some extent the role also of country offices.

360. In their report on "Decentralization of United Nations economic, social and related activities and the strengthening of the regional economic commissions" (JIU/REP/74/5) the Inspectors have gone into this matter in detail. There the expression "United Nations Headquarters" has been taken in its broad sense, i.e. New York Headquarters, the Geneva office, UNCTAD, UNDP, UNEP and UNIDO. The relations between these and the regional commissions have been examined in detail and recommendations have been made with a view to bringing about better co-ordinated and more cohesive action by them and by the various other organizations of the system within the context of increased authority and further decentralization of substantive and operational activities to the regional commissions.

361. As already mentioned, UNDP has country offices in over a hundred developing countries. The UNDP resident representatives, under the 1970 "Consensus", now play an increasingly important role in the co-ordination of UNDP-funded programmes and projects at the country level. Since regions are no more than a conglomeration of individual countries and since "inter-country", i.e. regional programmes must,

ultimately, serve the common needs of groups of countries, it is essential that a proper nexus exist between UNDP's activities at the country and regional levels and the regional commissions. Recognition of this has been somewhat tardy but it is now accepted that the regional commissions should be closely involved with UNDP-funded regional and country activities. The UNDP Governing Council, at its June 1974 meeting in Manila, adopted a resolution to the effect that operational responsibilities for regional projects should be entrusted to the regional commissions; and, furthermore, that there should be an appropriate input by them to UNDP country programming.<sup>53/</sup>

362. In this connexion, the agreement reached recently between ECA and UNDP, according to which the resident representatives will act as country representatives of the regional commission for certain purposes, is in the Inspector's opinion a step in the right direction and could be usefully emulated in other regions.

363. The regional commissions are now virtually the regional arms of UNCTAD and UNIDO, which have no regional offices of their own, and co-ordination and co-operation between these various bodies are expanding. Recently, UNIDO established joint divisions with ECA, ECWA and ESCAP, a device which in the opinion of the Inspectors could well be extended to ECLA also. UNICEF regional offices and the regional commissions cooperate effectively at Bangkok and Santiago in such areas of common interest as rural and community development. Co-operation is not so effective in Africa, because of the distance between UNICEF's regional office and ECA headquarters and because UNICEF's office in Addis Ababa is too small to carry out liaison functions with ECA and OAU, in addition to its functions as an Area Office. The Inspectors consider that it should be strengthened by posting an official who would be more or less exclusively charged with such liaison work.

364. The functions of UNEP's liaison offices at Bangkok, Geneva and Mexico City are, i.a. co-ordination with the regional commissions. UNEP's regional machinery will no doubt evolve further with experience.

(b) The United Nations Development Programme (UNDP)

365. UNDP's country structures seem to need no change. As suggested elsewhere, however, the position of the Resident Representative should be further strengthened and greater decision-making power should be given to him. The role of UNDP's

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<sup>53/</sup> E/5543, pp.31-32

regional representatives, on the other hand, does not seem to be clearly defined; it seems to consist mainly of holding periodic meetings of the resident representatives of the adjacent countries concerned and to advise them generally, if they should seek such advice.

366. In all these arrangements the guiding principle followed by UNDP seems to be not in any way to weaken the position of the resident representatives. The Inspectors are of the view that this is a sound principle and that in any structural changes it is necessary to ensure that the position of the resident representatives with Governments and their leadership as regards all the negotiations of the system at the country level is in no way compromised.

367. In the Inspectors' 1968-1970 reports on the regional economic commissions and in their above-mentioned report on decentralization, the importance of strengthening the lien between UNDP, its regional bureaux and the regional economic commissions was emphasized and recommendations were made to this effect.

368. Under General Assembly resolution 3252 (XXIX) UNDP's Governing Council has been asked to consider "the establishment of regional field offices in liaison with the regional economic commissions, with a view to improving the programming, delivery, implementation and follow-up action of country programming and regional and sub-regional projects".

369. The Inspectors consider that any regional offices of the UNDP to be established hereafter should have their functions and responsibilities precisely defined so as to ensure that there is no diminution of the resident representatives' position and of their credibility with the Governments. On the other hand, it should be ensured that the leadership of the regional economic commission as regards co-ordination of activities at the regional level, as desired by the Member States, is not affected either. In other words, such UNDP regional offices should scrupulously avoid covering the same ground as the regional commissions, should be complementary to and in support of them, whether in respect of studies and analyses or operational activities, and should respect UNDP's main function as a funding organization, whose operational activities are only marginal. The same considerations also apply to any proposal for the transfer of UNDP's regional bureaux to the regions.

(c) The United Nations Children's Emergency Fund (UNICEF)

370. The Inspectors have already expressed their appreciation of the methodical way in which UNICEF undertakes the formulation of its programmes. The review and preview meetings organized each year by its regional offices and the annual meetings of the Regional Directors with UNESCO Regional Directors for Education, at which UNICEF-assisted programmes in the field of education are formulated, are outstanding examples of good co-ordination and co-operation worthy of emulation elsewhere in the system.

371. The Inspectors are aware that UNICEF has commissioned a review of its internal structures to be put before its Executive Board in May 1975. They understand that the strengthening of the position and responsibilities of area offices in programme formulation and execution is likely to be recommended. The Inspectors would view this as a welcome development, but would hope that it would be without detriment to the responsibilities of the regional offices, particularly in the area of programme co-ordination. Indeed, vesting the area offices with additional responsibilities and authority would seem to entail also a greater measure of overall supervision and co-ordination of field programmes and this could be best done by the regional offices, rather than from UNICEF headquarters.

372. Furthermore, it would hardly seem appropriate for the regional offices to be weakened at the very time when co-ordination at the regional level is intended to be strengthened under the leadership of the regional economic commissions, with all regional offices (including those of UNICEF) playing a more effective and significant role to that end.

(d) The International Labour Organization (ILO)

373. The Inspectors endorse ILO's approach to the decentralization of authority and responsibilities to its regional offices. The hierarchical structure of the Organization, i.e. regional departments, regional offices, area and branch offices, and national correspondents, with the regional departments responsible for all operations in their respective regions, seems reasonable and practical. The complete accountability of the area offices to their respective regional offices (at any rate in the now fully decentralized Asia region) as illustrated by the fact that all substantive reports from the area offices to headquarters must be channelled through the Regional Office, is a key element of any genuine decentralization.

374. Apart from the fact that the Beirut Area Office (which covers the Arab countries of Western Asia that are members of ECWA) is run from Geneva headquarters, ILO's regional structures, which coincide by and large with those of the United Nations, seem also logical.

375. The functions performed by ILO's regional departments, as spelt out in the Director-General's circulars Nos. 37 and 54, have been analysed in detail in Chapter III of this study. Here it suffices to observe that the Regional Director in a fully decentralized region like Asia exercises a great deal of responsibility in the planning, execution and evaluation of programmes, and that, consequently, co-ordination and co-operation with other organizations of the system, beginning with ESCAP, are by and large satisfactory.

376. This is the case too even in Africa and Latin America (which are not yet decentralized) and is likely to improve further if and when decentralization there on the same lines as in the Asia region is completed. The Inspectors note, however, that in the conditions of Africa and Latin America, the regional departments may need to decentralize more authority to the area offices, particularly as regards the execution of programmes. Provision will also be necessary for greater co-operation between ILO's area offices and ECA's sub-regional offices at Kinshasa, Lusaka and Niamey and the UNDAT's attached to them, on the basis of more decentralized authority, respectively from the ILO Africa Regional Department and from ECA.

377. The ILO Secretariat is currently making an in-depth study of the Organization's regional structures for submission to the Governing Body in 1975. The Inspectors understand that among the points receiving special attention in this review are those of the cost involved in decentralization, and the difficulties inherent in the distribution of available expertise as between headquarters and the field. The question of cost is, of course, of importance and the Inspectors will refer to it separately later in this report. On the question of expertise, the observations made on this subject in their comments on FAO (see paras 392-395) are, as they see it, equally valid in the case of ILO.

378. The Inspectors naturally cannot anticipate the decisions of ILO's Governing Body on the above review. They would observe, however, from what they have seen of the Asian Regional Office, that the present regional structures there are very suitable for active and effective participation in, and contribution to an integrated approach to United Nations development efforts, as affirmed in resolution 1756 (LIV). Indeed, they could well be emulated by some of the other larger organizations of the United Nations system.

(e) The Food and Agriculture Organization (FAO)

379. Although it is among the only two organizations of the United Nations system whose constitutions specifically speak of the possibility of establishing regional offices and thus may be said to embody the regional concept, FAO continues to be highly centralized, its regional representatives being regarded functionally merely as outposts of headquarters or of a headquarters department, located for convenience away from Rome. As already indicated, the Director-General's Bulletin of 20 March 1974 is still based on a "fusion" of headquarters and regional structures with back-and-forth movement of staff "in line with programme requirements".

380. As a result of increasing pressure from FAO's legislative bodies and regional conferences for greater decentralization of authority and responsibilities to the regions, however, there has been a move towards giving a measure of increased authority to the regional representatives.

381. The Director-General's Bulletin of 20 March 1974, which is on the whole an excellent document, embodies the latest thinking on the subject. Specifically, as regards planning and programming, and without sacrificing the total responsibility of headquarters for a single unified programme or the position of the Country Representative in relation to the Government concerned and to the UNDP Resident Representative, it tries to define the position of the Regional Representative vis-à-vis FAO headquarters on the one hand and the Country Representative on the other. However, the very sophistication with which this has been done may make it difficult to translate it into actual practice; and the impression that lingers after a study of the document is that although it is intended that regional representatives should assume further responsibilities, their position remains still inadequately defined and weak.

382. According to the Bulletin, the Regional Representative is to have "an appropriate share of responsibility for the Organization's programme" (para.4) and a Planning and Programming Unit is to be established in each regional office (with the exception of the European Office). As regards programmes funded from sources other than the regular budget, the Regional Representative now merely "may identify" suitable projects of a regional or, in consultation with the SAA/FAO Country Representative, of a national character. On the other hand, the Regional Representative and his staff are expected to contribute to the co-ordination of field projects of a similar nature in different countries wherever such co-ordination is required - admittedly a far from easy task in these circumstances.

383. The Inspectors have been told that the regional representatives visit FAO headquarters at least twice and sometimes three times a year and on such occasions participate fully in the discussions on the formulation of regional and country programmes, but in the terms of the Bulletin, their responsibilities are neither direct nor specific.

384. As regards implementation of projects of a regional character, a strict application of the Director-General's Bulletin of March 1974 that "each regional project will be considered on its merits and agreement reached in respect of the role to be played by headquarters and the Regional Office" (para.17) is likely to result in practice in the exclusion of the regional offices from the execution of most such projects. With the prevailing tradition of centralized authority in FAO or of components thereof, the conclusion of an agreement between headquarters and regional representatives on each occasion might well prove a time-consuming, laborious and sometimes perhaps even contentious process.

385. In regard to country projects, most of which in FAO are financed by UNDP and other extra-budgetary sources, as already indicated, the Regional Representative may merely call the attention of headquarters and of the Country Representative to any problems and opportunities that arise during country visits by him or his staff.

386. On the other hand, "to the extent possible" the Regional Office is to participate in the evaluation "of all regional projects" and "where appropriate", in that of national projects.

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387. From the above, it would appear that the Regional Representative has now somewhat greater responsibilities in regard to regional planning and programming (though even these are diluted by qualifications and limitations), and very limited ones over country projects. As regards implementation his role is again extremely limited; although in the case of regional projects he can be entrusted with "providing general supervision and, if available, viable supporting guidance and facilities", he does not have direct responsibility for the execution of country projects. Only at the evaluation stage is the Regional Representative given a definite role. This is a salutary principle, the application of which will ensure the input of the regional point of view in these exercises.

388. The Inspectors consider that, without prejudice, of course, to headquarters' overall and final responsibility for producing a single unified programme for the whole Organization, it should be possible for FAO to give its regional representatives clearly-defined responsibilities for the formulation of proposals of a regional or sub-regional nature, so that the unified programmes benefit as much as possible from regional inputs, in the light of: (a) the first-hand knowledge of the problems and trends of development in the regions acquired by them and their technical staff; and (b) the recommendations of FAO's regional conferences; (c) consultations with Governments and FAO country representatives, and (d) consultations with the regional offices of other organizations.

389. Such allocation of responsibilities should be subject, furthermore, to the following:

- although as a general rule they should be initiated by the Regional Office, such initiatives need not be exclusive; headquarters may also themselves identify such programmes and projects, but when they do so, they should invariably consult and obtain the comments of the Regional Representative and entrust the submission of the initial draft proposals to the latter;
- a degree of gradualness in the decentralization of programming functions and responsibilities from headquarters to the regional representatives may be necessary for practical reasons.

390. As regards UNDP-funded country programmes, regional considerations should not be lost sight of. Specifically, country representatives should consult the regional representatives in respect of country projects which may have regional or sub-regional implications. Indeed, if FAO were to adapt a hierarchical system of decentralized field structures on the pattern of ILO's Asia Region, the Country Representative would be responsible to the Regional Representative for the formulation and implementation of the programmes and projects in each country, and the latter would have overall responsibility for all programmes and projects in his region vis-à-vis FAO headquarters. In any event the country representatives should have some accountability to the Regional Representative; they should, *i.a.*, inform the latter on all agricultural developments in the countries concerned and copies of their periodic reports to headquarters on the execution of UNDP and other extra-budgetary fund - projects should be sent to the Regional Representative.

391. The Inspectors are of the view that a liberal application of the Director-General's Bulletin in relation to the programming responsibilities of the regional representatives will be in conformity with the wishes of FAO's governmental bodies. Moreover, there seems to be no technical or practical reason why the functions of FAO's regional offices should be so different from those of, say, ILO, which has likewise a single unified programme, if under a different name, and has nevertheless adopted a policy of extensive decentralization to the regions.

392. A strong argument advanced before the Inspectors in favour of continuing centralized operational responsibility for regional projects at FAO headquarters is that expertise is concentrated there and that were such responsibility to be decentralized to a Regional Office, one of two alternatives, both undesirable, would have to be adopted; either the available expertise would have to be divided up between headquarters and the region or the expertise at headquarters would have to be duplicated there. The latter, it is pointed out, would be too expensive and the former would mean that expertise both at headquarters and in the field would be spread out much too thinly to have the desired effect. It is further pointed out that the experts posted to the regions would soon lose touch with current developments in their respective fields and would lack the guidance of senior experts at headquarters. In his note CL59/LIN/6 of November 1972, submitted to the 59th session of the FAO Council, the Director-General mentions the "dichotomy between work in the same technical fields carried out by headquarters and by the regional offices", as it reduces the impact of the Organization's total effort and gives rise to serious difficulties.

393. These aspects must naturally be borne in mind. They are, however, not peculiar to FAO; they exist also in other organizations of the system engaged in operational activities at different levels and some of them, apparently, have been able to solve them. The Inspectors see no reason why FAO should not be able to do likewise.

394. In the various fields of FAO's activities, e.g. agriculture, fisheries, forestry, land and water development, etc. the Inspectors believe that it should be possible to list those disciplines in which most of the available expertise could be deployed in the regions more effectively than at headquarters, with conversely, another list of disciplines in which it might be better, because of its highly technical nature, the difficulty of finding experts, etc., to concentrate expertise at headquarters. On this basis it should be possible to entrust for execution regional projects in the first category to regional offices, while the execution of those in the second group could be undertaken from headquarters. In any case, the latter should, of course, retain the guidance and monitoring of the work done in the regions.

395. Furthermore, where a Regional Representative has taken the initiative for preparing a programme or project, after due consultation with Governments, the country representatives, the regional offices of other organizations concerned and within the framework and the recommendations of the FAO regional conference and of FAO's sectoral commissions in the region, he should be given the responsibility and the resources necessary for executing the programme or project. In such cases regional offices should normally provide the technical backstopping, but if they need additional assistance, this should be made available from headquarters.

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396. It seems to the Inspectors that the position of the regional representatives in relation to the country representatives, whether these attached to the UNDP Resident Representative's office as his Senior Agriculture Adviser or not, is not altogether satisfactory; indeed FAO itself describes it as "delicate". The Country Representative, in effect, has three masters - the UNDP Resident Representative (if he is the latter's SAA), the headquarters office to which he is responsible for the implementation of country projects, and the Regional Representative in matters pertaining to the latter's functions. His performance is evaluated not only by the UNDP Resident Representative (when applicable) and the Operations Department at headquarters, but the Regional Representative may also "from time to time" report thereon to headquarters. This sort of situation has in-built potential for conflict and difficulties, which the exercise of understanding and personal diplomacy by all three parties can and does alleviate, but cannot entirely eliminate.

397. In so far as the Regional Office's relations with headquarters are concerned, its contact with the latter is the Development Department. The Regional Representative has, of course, direct access to the Director-General and to the heads of all other departments; and the regional officers posted to the Regional Representative's office correspond directly with the technical departments concerned. However, in order to make the Area Services Division of the Development Department a more effective contact point with the regional offices, copies of all communications between the latter and headquarters should be automatically made available to the Development Department (Area Services Division). The Inspectors understand that this is already being done to a large extent, but not invariably. They consider that the practice should be strictly enforced.

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398. The Regional Representative has a specific and important position in regard to the FAO/Regional economic commission joint agriculture divisions (where these exist). The Director of the Joint Division, who is an FAO official, is responsible to the Regional Representative and to the Executive Secretary of the Commission. This divided responsibility and the fact that the Regional Representative and the Executive Secretary jointly prepare the draft work programme of the Division further underlines the need for close liaison and working relations between them.

399. In the past much has depended on the personal rapport between these two officials. Where this was good, their mutual liaison and the functioning of the Joint Division has been satisfactory. But where, as in Africa, the offices are situated far away from each other, such personal contacts are more infrequent and difficult. Nevertheless, the Inspectors understand that the FAO/ECA Joint Division has functioned satisfactorily.

400. The Inspectors feel, however, that the full potential of the joint divisions, which they view as an excellent concept, has not yet been realized. So far, they have mainly confined themselves to a limited programme of work, for which the commissions seek and receive assistance from FAO. They have had little impact on policy-making for the region through a blending of the commissions' economic and social inputs with the sectoral inputs provided by FAO. The joint divisions should become the focal point of much closer collaboration and co-operation than hitherto between the regional commissions and FAO's regional offices.

401. In the light of the evolving situation in the field of food and agriculture and the deep concern of Member States and of organizations of the system caused by recurring food shortages and the alarming prospects for the future in this regard, more intensive co-ordination and co-operation at all levels is all the more necessary. ESCAP has recently constituted a Committee for Agriculture as a subsidiary body of the Commission. This development further emphasizes the importance of the ESCAP/FAO Joint Agriculture Division, which could, i.a. service the Committee and ensure the harmonization of policies and programmes and the avoidance of duplication.

402. Generally speaking, FAO's regional offices should, in the view of the Inspectors, move progressively towards becoming the regional arms of the Organization, somewhat along the lines (though not necessarily identically so) of what was decided in 1969 by ILO. This would enable them to take part, as the authoritative representatives of

an organization charged with primary responsibility in the crucial sector of food and agriculture, in devising, together with the regional offices of the other organizations of the system, a cohesive and unified approach to the problems of their region.

403. The fact that in Bangkok and Santiago FAO's regional offices are located alongside the headquarters of the regional economic commissions and the regional offices of several other organizations of the system is undoubtedly an advantage. In Africa, as we have seen, this is not the case. The Inspectors do not necessarily regard the existence of two regional offices on the African continent (in Accra and Cairo) as inappropriate but they believe that it would have been better to locate one of them alongside ECA headquarters. In this matter, however, the Inspectors, as indicated earlier, are not unaware of the difficulties involved in the relocation of already existing offices.

(f) The United Nations Educational, Scientific and Cultural Organization  
(UNESCO)

404. The description of UNESCO's structures has brought to light their unique character; their multiplicity; the fact that UNESCO has hardly any country offices; the concentration of functions and responsibility at headquarters and the fact that UNESCO regional bodies lack sufficient authority and responsibility, particularly in the planning, programming and execution of technical co-operation activities; that there is insufficient co-ordination and co-operation between UNESCO's regional offices and the regional economic commissions; and that the situation varies from one region to the next.

405. The regional offices of the United Nations, ILO, FAO and WHO, though with varying degrees of authority, responsibility and effectiveness, represent their respective organization as a whole. This, at present, is not the case with UNESCO. The compartmentalization of the latter's regional structures according to the various disciplines (i.e. Education, Natural Sciences, the Social Sciences, Humanities and Culture and Communication) has, to a considerable extent, stood in the way of the creation of strong and effective regional offices and of decentralization of authority to them. And yet such a development, which would bring the Organization into line with its other partners within the system, is highly desirable. But to achieve this it is necessary: (a) to consolidate the various regional offices; and (b) to decentralize to them greater authority and responsibility from headquarters.

406. Indeed, science and technology cannot be divorced from education and vice versa; in this connexion it is not without significance that science education and agricultural education have had to be entrusted to the regional offices for Education. Similarly, since there is obvious convergence of interest between education, on the one hand, and the social sciences, humanities and culture, on the other, the consolidation of the regional offices for Education, Science and Technology and Culture would not be illogical or unreasonable.

407. Furthermore, it would be far more convenient for Member States to have contact with a single consolidated UNESCO regional office.

408. Lastly, such consolidation would facilitate the co-ordination of UNESCO's own programmes in the various disciplines in a given region.

409. Such consolidation of all of UNESCO's activities in the field could best be effected around the regional offices for Education, which are the strongest of its regional structures, which have acquired over the years a greater measure of decentralized authority in their respective regions and which (as in the case of other agencies) could be re-named "UNESCO Regional Office for (or in)" a given region. This consolidation would not preclude the existence of sub-offices for particular disciplines in this or that location to meet specific needs.

410. Furthermore, it would be desirable to locate such consolidated UNESCO regional offices alongside the headquarters of the regional economic commissions. This would present no problem in Asia and Latin America, where UNESCO's regional offices for Education are already so located; consolidation - complete or partial - should therefore be started there. In Africa, however, where the various regional offices are situated far from Addis Ababa, even their consolidation will not solve the problem of co-operation and co-ordination with ECA (and OAU).

411. Since they realise that it may be difficult to put into immediate effect the above suggestions, the Inspectors believe that meanwhile the following steps should be taken:

412. In Africa,

- (a) The liaison arrangements between the UNESCO Country Representative in Addis Ababa and ECA should be strengthened. At present the former is not only Chief of Mission to Ethiopia, but has extensive liaison responsibilities with ECA and OAU as well. Being the sole professional staff-member in his office, it is humanly not possible for him to

effectively and continuously discharge these threefold responsibilities, even though the Inspectors were impressed by the earnestness and dynamism of the present incumbent.<sup>54/</sup>

- (b) The regional offices for Education, Science and Technology and Culture should participate fully and effectively in any periodic inter-secretariat meetings organized by ECA for planning and programming the activities of the various organizations in the region.
- (c) In view of the great interest that ECA is taking in the application of science and technology for development and the fact that it has set up its own Science and Technology Committee<sup>55/</sup>, the rapport between ECA and the UNESCO Regional Office for Science and Technology in Nairobi should be developed much more intensively than hitherto. UNESCO's office in Addis Ababa, for example, should be strengthened by posting to it, i.a., a Science Officer, who will assist the Country Representative/Liaison Officer and form a link between ECA (and OAU) and the UNESCO Regional Office for Science and Technology in Africa, on the one hand, and with UNESCO headquarters on the other.

413. In Asia there are at present two regional offices for Science and Technology, one in Jakarta and the other in New Delhi, both very weak. They should be consolidated with the Regional Office for Education in Bangkok. An interim alternative solution might be the re-establishment of the UNESCO/ESCAP Joint Science and Technology Unit (which was created in 1970 but later unfortunately disbanded) with responsibility for programmes co-ordination and liaison between UNESCO and ESCAP. UNESCO's regional offices for the Social Sciences and Culture in Asia are at present one-man (professional) offices, which can hardly have an adequate impact. A more logical solution would be to transfer them to Bangkok and consolidate them with the Regional Office for Education there. The Inspectors note, in this context, that it is proposed to locate a Regional Adviser for the Conservation and Development of Monuments and Sites in South-East Asia in Bangkok. They would suggest that he too form part of the consolidated Regional Office there.

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<sup>54/</sup> This situation remains unaffected by the recent revival of ECA/UNESCO joint staff meetings, at which programme co-ordination has been attempted. The last meeting, held in July 1973, was attended by representatives of the regional offices for Education and Culture in Dakar and of the Regional Office for Science and Technology in Nairobi.

<sup>55/</sup> The Inspectors were told that although ECA was interested in participating in the UNESCO-sponsored Regional Conference on Science and Technology for Development in Dakar in February 1974, and in fact did so, ECA was not actively associated in the preparations for the conference. On the other hand, they were informed that ECA set up its Science and Technology Committee without consultation with UNESCO's Regional Office of Science and Technology, even though there was a possibility of duplication.

414. The same pattern of consolidation could be adopted in Latin America, an interim solution being the strengthening of the Santiago Office.

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415. Generally speaking, UNESCO's regional offices have been treated as extensions or outposts of headquarters in the field. The position has changed to some extent in the case of the regional offices for Education to which some responsibility, including for technical co-operation activities, has been given; and it is expected to change gradually in the case of the regional offices for Science and Technology.

Nevertheless the still highly centralized and somewhat scattered character of UNESCO's regional structures prevent its regional offices from playing their full part in regional activities in concert with other regional offices of the system.

416. The General Conference of UNESCO having endorsed the principle of decentralization in regard to the regional offices for Education and for Science and Technology, the Organization is now endeavouring to implement the Conference's decisions. What is being done is, however, far short of what has been or is being done in some other organizations of the system. Even FAO, which is among the less decentralized agencies, seems, judging by the Director-General's bulletin of 20 March 1974, to be going further than UNESCO.

417. In the field of Education (as for that matter, in all other disciplines) planning and programming are at present done at headquarters. The Inspectors were a little surprised, for example, to learn that in drawing up the "Analysis of Problems and Table of Objectives to be used as a Basis for Medium-term Planning (1977-1982)" (Document 18 C/4) and its predecessor documents, there had been no consultation with the regional offices, although it is obvious that in determining needs and priorities their input would have been most useful, not to say essential.

418. The Inspectors are of the view that UNESCO's regional offices should be given more precise responsibilities in programme formulation than hitherto in respect of regional and sub-regional programmes. According to a timetable and within the framework of headquarters guidelines regarding policy, availability of funds, etc., they should be not only encouraged, but required to send programmes to headquarters. In this respect, there should be no distinction between programmes and projects funded under the regular budget or by UNDP or other extra-budgetary sources, though of course the procedures prescribed by the latter must needs be observed. Headquarters

should examine the proposals, undertake the necessary negotiations with the fund-giving sources in respect of those to be financed by them, and after such changes as may be considered necessary, submit the total programme (i.e. those from all regions, together with the global projects undertaken from headquarters) to the Executive Board and the Member States. This procedure should apply to all sectors.

419. The Inspectors would add that the above should also be without prejudice to: (a) Headquarters itself also occasionally taking the initiative in identifying regional and sub-regional programmes; in such cases, however, the regional offices should be consulted by headquarters; and (b) UNDP's resident representatives or the UNDAT's doing likewise, in which case, also, the regional office concerned should be brought into the picture.

420. As regards country programmes, because of the virtual absence of UNESCO country representatives, all requests for experts, fellowships etc., whether under the regular programme or funded by extra-budgetary resources, go at present directly to headquarters. The latter rarely consults its regional offices.

421. The Inspectors consider that (a) in respect of country programmes financed under the regular budget, Governments' requests should be routed through the regional offices; or where they have been made direct to headquarters, the regional offices should be requested to comment on them<sup>56/</sup>; (b) the appointment of experts under the regular programme should continue to be made by headquarters, but the regional offices should be invited to suggest candidates; (c) the administration of fellowships should be delegated to the regional offices, as has been done in the case of the Regional Office for Education in Santiago; (d) in respect of country programmes financed by extra-budgetary sources, the input of the regional offices would be all the more valuable since UNESCO has virtually no country representatives.

422. The Inspectors, however, recognize the need for flexibility in the application of the above suggested procedures.

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423. As regards execution, while certain types of regional and sub-regional programmes and projects funded under the regular budget, such as seminars, workshops, etc., are

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<sup>56/</sup> It may be noted here that the regional offices for Education are able to provide advisory services through their regional advisers.

already the responsibility of regional offices, in the view of the Inspectors further decentralization should be made for the execution of all regular budget programmes involving fellowships.

424. The Inspectors also see every advantage in entrusting the execution of UNDP-funded regional or sub-regional programmes or projects to the regional offices rather than to headquarters, gradually and on a selective basis. They believe that this would be conducive to greater effectiveness and economy.

425. Here again, it must be recognized that the regional offices for Education are better equipped for this than the regional offices for Science and Technology. In any event, a beginning could be made with the former, making available to them additional resources (if necessary, in terms of a share of the overhead costs and additional technical backstopping), from headquarters.

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426. At present, none of the regional offices - not even those for Education - are involved in the evaluation of regional and sub-regional programmes and projects. The evaluating team is selected by headquarters and seldom includes anyone from the regional offices. The Inspectors are of the view that the latter should participate in the evaluation of all those regional and sub-regional projects which have not been entrusted to them for execution.

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427. Unlike some other organizations of the system UNESCO does not have at its headquarters a single point of contact and communication with its regional offices. In the absence thereof, communications between the latter and headquarters, instead of being channelled through a single division or unit, are dispersed among many departments, thereby diluting the regional orientation of UNESCO headquarters; the servicing of the regional offices is uneven; sustained and systematic rapport between them and headquarters becomes difficult and centralization at headquarters becomes even more pronounced than it need be.

428. The Inspectors consider that the creation of a Regional Offices Section (or Unit), perhaps directly under the Deputy Director-General, may be very useful. Purely technical matters would still be a matter of direct communication between the regional offices and the appropriate department at headquarters, but such a section or unit would become the normal channel of communication between headquarters and the regional offices, copies of all communications being made available to it.

429. Lastly, the Inspectors believe that something should be done to reduce the number of regional institutions or centres established, sponsored or assisted by UNESCO. The General Conference has already approved in principle the progressive disengagement of UNESCO from these. The Director-General has been actively implementing this policy, in some cases on the basis of reports of the Joint Inspection Unit, while at the same time securing the transfer of responsibility for them to national Governments. This process should be continued and expedited.

430. Meanwhile, however, the Inspectors do not favour such institutions and centres being supervised from headquarters. The latter's role should be confined to technical guidance and control; all other required supervisory and administrative functions should be delegated to the respective regional offices, whose Directors should represent the Director-General of UNESCO in all necessary contacts and negotiations with the Governments concerned.

(g) The World Health Organization (WHO)

431. WHO is different from other organizations of the system inasmuch as the bulk of its activities is financed by its own regular budget.

432. WHO's regional structures provide a good example of decentralization of functions to regional bodies. On the secretariat side, the regional offices of WHO have considerable freedom of action. The Regional Director is himself an elected official. This fact gives the WHO regional committees and regional offices a somewhat special position among the regional structures of the system.

433. Decentralization is even more pronounced in the case of WHO regional structures in the Americas, the inter-relationship between WHO and PAHO being governed by the agreement between the two organizations.

434. WHO's programming practice is one that commends itself to the Inspectors. Subject to certain broad policy and programming guidelines and indication of the funds available by the Director-General, the regional offices are responsible to their regional committees for the formulation and execution of programmes. These, in turn, are a part of WHO's "integrated planning and delivery system" which comprises, at the apex, global programmes formulated and executed by WHO headquarters.

435. A portion of WHO's technical co-operation activities is financed by UNDP and consequently comes within the purview of the country programming procedures introduced by the 1970 "Consensus". WHO has taken steps to harmonize the programming

processes in respect of its regular budget programme and UNDP-financed technical co-operation activities, the requirements of the new UNDP programming system being adapted to WHO's established regional and country structures. Convergence between the two procedures has been achieved by the delegation, from 1 January 1974, of operational responsibility for activities funded by UNDP to WHO's regional offices, in the same way as for projects financed from other sources of funds, including the regular budget. WHO regional offices and WHO representatives now deal directly with the national authorities and resident representatives of UNDP on country programmes and operational aspects of country and regional projects. Other measures have included the promulgation by UNDP and WHO of revised guidelines governing the working relationships between their representatives in the field, which in effect constitute application of the ACC principles now in force for over a decade.<sup>57/</sup> The Inspectors view this as a very welcome development.

436. It is not a mere coincidence that WHO, which has the most decentralized regional structure, is also among the most effective organizations in the system. It is the Inspector's opinion that part, at least, of WHO's success is attributable to the clear-cut distribution of authority and responsibility between headquarters and field offices; and to the hierarchical structure of these. In this context, the Inspectors consider that greater decentralization from the regional offices to the country offices would be conducive to greater efficiency still.

437. As regards co-ordination and co-operation between WHO and other organizations of the system at the regional level, the Inspectors have found it on the whole less close than in the case of some other organizations, partly due to the location of WHO regional offices at places where there are no other such offices (e.g. Alexandria, Brazzaville and Washington D.C.) and partly to a general feeling in WHO that its activities are of a very special nature. In one region, for example, the Inspectors were told that it was often difficult to persuade the regional office of WHO to send representatives to regional inter-secretariat meetings.

438. The Inspectors realize that the present location of WHO regional offices results largely from agreements between the Organization and pre-existing regional health bodies in Africa and the Americas. Nevertheless, a review of the situation in the light of the changed circumstances would appear to be as necessary in the case of WHO

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<sup>57/</sup> Document E/5527/Add.6, pages 2-3.

as it is in that of many other organizations of the system. The Inspectors would like to add that in any event prima facie it would be desirable, provided that constitutional and contractual difficulties with PAHO, if any, can be ironed out, that there should be another regional office in the Americas region, situated in Latin America. Furthermore, attention should be given to the removal of the anomaly whereby two of the Maghreb countries of North Africa are covered by the European Regional Office at Copenhagen, rather than by its African or Near East and Mediterranean regional offices.

439. Although health is, admittedly, a special field, it is also clearly connected with other sectors for which other organizations of the system have particular responsibility; indeed, the increasingly "inter-disciplinary" approach to many technical co-operation programmes is one of the more salient traits in the evolution of United Nations thinking as regards economic and social development generally. Increasingly active participation by WHO in the co-ordination of programmes and projects at the regional level, not merely with the regional economic commissions but other regional bodies, would seem necessary. WHO itself recognises this and has emphasized the need for a "horizontal", inter-disciplinary and integrated approach to development.

440. A good start has been made in this respect with FAO and especially UNICEF, with both of which WHO has a particularly close relationship. The Organization has also made a good arrangement for liaison with ECA on whose premises there is now a full-time WHO liaison officer. The Inspectors would commend this practice elsewhere.

(h) Some other organizations

441. ICAO, ITU, WMO and UPU deal predominantly (though in varying degrees) with highly technical matters and mainly in a global setting. Nevertheless, since all of them are becoming increasingly involved in technical co-operation activities financed by UNDP and other extra-budgetary sources, they cannot keep themselves entirely aloof from the mainstream of programme co-ordination and co-operation in the United Nations system.

442. The Inspectors are glad to note that the above-mentioned organizations have fully realized this and their co-operation with the regional economic commissions and other regional offices in their respective sectors is on the whole close.

443. Apart from the special units and structures which may have been already set up or may be necessary from time to time, the establishment by all these organizations of regional and country offices does not appear to be necessary. On the other hand, consideration should be given to appointing the Executive Secretaries of the regional commissions as their regional representatives; and to extending the practice of using the UNDP resident representatives as their country representatives. The Inspectors understand that the latter practice is now fairly current.

444. WFP, which is a special type of programme, uses the resident representative as its "agent", i.e. country representative. It does not seem at present to have much to do with the regional economic commissions. Considering the increasing importance of its activities, it would be desirable for it to establish better rapport with the regional commissions so that it should be in closer touch with the main trends of regional economic and social development and be able to participate in regional co-ordination exercises, when appropriate, an example of the latter being the regional co-ordination meetings mentioned later.

(4) Co-ordination and co-operation devices and practices

(a) Review and co-ordination of programmes and projects

445. The most important area in which there are serious shortcomings as regards co-ordination and co-operation is that of programming. The increasing availability of various types of voluntary contributions (as distinguished from the regular budgets of an organization), often involving different programming procedures and different priorities, has led to some weakening of control over expenditure and of the correlation between expenditure and priorities. The most important of these voluntary multilateral funds and programmes are UNICEF, UNDP, UNFPA and WFP.

446. Detailed programming procedures have been prescribed by UNDP, most of which relate to programming at the country level under the leadership of the Resident Representative. UNICEF, UNFPA and WFP have their own separate programming procedures.

(i) Country level activities

447. While, as the Inspectors have shown, there has been considerable improvement in the co-ordination of country programmes since the 1970 Consensus and present UNDP structures appear to be suitable for the co-ordination of country programmes among the various organizations concerned, concern has been expressed by many Member States that programming procedures are still not entirely satisfactory. After reviewing the

experience gained in this connection during the first UNDP Development Cycle the Administrator, in his 1974 report to the Governing Council, observed that the system had not been able to take full advantage of the potentialities of the country programming approach and he recognized the need for refinements and improvements in existing procedures.<sup>58/</sup> In the Governing Council itself some Member States emphasized that an inter-agency procedure was necessary to ensure more effective country programming and the concentration of resources in sectors of the highest priority. The Administrator is currently reviewing the situation.<sup>59/</sup>

448. Indeed, while country programming is admittedly more systematic than before, a number of deficiencies have been identified, i.a.:

- The UNDP Resident Representative is often not yet sufficiently equipped to render timely and meaningful assistance to Governments, if the latter should need it, in the preparation and formulation of their national development plans;
- The harmonization of UNDP country programmes with the national plans and programmes, both substantive and time cycle-wise, is still to be achieved;
- Country programming has not yet led to intersectoral balance, the project rather than the programme approach still persisting;
- Although the social content of programmes has increased in all developing countries, integrated social and economic planning and programming is often still lacking, as evidenced by such expressions as "regular programme", "UNDP programme", "FAO programme", "UNESCO programme", etc.; what is more, there still seems to exist no mechanism at the country level for ensuring such an integrated approach;
- UNDP inputs are usually not co-ordinated with other inputs, multilateral and bilateral; nor are UNDP programmes sufficiently co-ordinated with programmes financed from other sources, including the regular budgets of the organizations of the system;
- Inter-country considerations related to sub-regional and regional integration are not yet sufficiently reflected in country programming;

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<sup>58/</sup> E/5543

<sup>59/</sup> The Programme Working Group (PWG) of UNDP has been discussing this issue with the Inter-Agency Consultation Board (IACB)

- The regional economic commissions are still not sufficiently involved in country programming; the regional offices (where these exist) of other organizations (except WHO and ILO) have little to do in the formulation of country programmes or projects, including those to be executed by UNDP itself; and even when the country programmes are made available to the organizations, this happens often so late in the process as to make such consultation by and large a proforma exercise;
- Since many organizations are not represented at the country level, with the UNDP Resident Representative having usually to co-ordinate with their headquarters, such co-ordination is often much less satisfactory than were he to have the advice of a country representative on the spot;
- Although a measure of responsibility, including the approval of programmes, has been delegated to the Resident Representative, there are still too many administrative and financial bottlenecks, which give rise to red tape and bureaucratic delays;
- Often lack of adequate co-ordination within a Government affects the co-ordination efforts of the Resident Representative.

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449. The Inspectors would wish to make the following comments on some of these points: in those countries where assistance is likely to be sought by the Governments in the formulation of its national development plans, the Resident Representative should have on his staff planning experts. Such experts should have expertise in integrated economic and social development and should be drawn not merely from developed, but also from developing countries with planning experience in comparable conditions. They could also be drawn from the regional economic commissions and, in regard to sectoral activities, from the other regional offices of the system (where these exist). The appointment of such experts or their secondment from the commissions or other regional offices could be for specific periods, as necessary. Such experts could also be used for the harmonization of UNDP country programmes with national plans and programmes. Arrangements should also be made to enable the Resident Representative to call on the assistance of UNDAT's wherever such teams exist.

450. It is necessary to develop far more actively a "programme" rather than a "project" approach. The programme approach is predicated on an overall approach to development and requires that the country programme of the entire United Nations system,

irrespective of the sources of funding, represent a unified and integrated whole and that it harmonizes with the national development plans. While the Inspectors recognize that because of the separate identity of the organizations such expressions as "FAO programme", "UNESCO programme" etc. will continue to be used colloquially, the heart of the problem of the improvement of programming, generally, consists in developing such an integrated approach. The latter must have its base and beginning at the country level. Once this is done, subsequent co-ordination at the sub-regional and regional level will become easier; and this, in turn, will facilitate co-ordination at the global level through ACC or otherwise.

451. The conversion of such a concept into practice will demand teamwork among all organizations of the system. As observed by WHO: they all "should be prepared to work with programme teams at the country, inter-country and global level in an effort to relate specific country or sectoral needs to the total demands of integrated economic and social development. As a corollary to this, horizontal, inter-disciplinary collaboration will have to be improved".<sup>60/</sup>

452. With regard to co-ordination with other inputs and programmes at the country level, the Resident Representative is in the best position to bring this about. Apart from his leadership in UNDP country programming, he is usually in touch and has good informal relations with the country representatives of organizations and programmes in and outside the system and with the representatives of bilateral agencies. The Inspectors understand that in some countries they meet more or less regularly. Such occasions should be promoted elsewhere and be used for the exchange of information, views and experience on actual and contemplated programmes and projects.

453. The dovetailing of regular budget and extra-budgetary funded programmes and projects, hitherto neglected, is of obvious importance for the realization of a unified and integrated approach. As already mentioned, WHO has issued the necessary instructions to bring about the integration of its regular programme (which constitutes the bulk of its activities) with programmes funded from other sources and for this purpose has placed responsibility on its country and regional offices. ILO's decentralized Asia Regional Department is also now able to do this through its Regional Office, which has responsibility for all programmes in the region, irrespective of

their source of funding. Other organizations are endeavouring to bring this about (though not successfully) from their respective headquarters. In the Inspectors' view, the harmonization in these organizations of all programmes irrespective of their source of funding, within the larger framework of a unified and integrated all-system programme which, in turn, would be harmonized with the country's national development plans, would be promoted, were they to move towards the positions taken by ILO and WHO, i.e. through an appropriate delegation of programming responsibilities to their country and regional offices, if any.

454. Through their annual regional surveys, studies, analyses, etc. of economic and social problems and their technical co-operation activities, the regional economic commissions have a fund of wide-ranging knowledge and experience of the problems, needs and priorities of the countries of their regions. So that country programmes should not be developed in isolation from sub-regional and regional considerations, it is of the utmost importance that the relationship between the regional commissions and UNDP's regional bureaux and resident representatives in the field should become much stronger and more continuing than at present. Specifically, in preparing country briefs and profiles the resident representatives should invite the inputs of the regional commissions.

455. It is not, of course, necessary nor would it be practical that regional commission officials should be invited to participate in all country programming meetings. They should, however, be included in any programming teams of the system and should participate fully in country programming exercises related to projects with a multi-disciplinary or sub-regional or regional significance.

456. ECA's four sub-regional offices could likewise be given responsibilities on behalf of the Regional Commission in country programming exercises. Being physically closer to the countries of their respective sub-regions, and acting in close consultation with UNDP and the Governments concerned and with the assistance of their UNDAT's (if any), they are in a better position to do so, in many cases, than ECA itself. For this, however, they will need additional resources and decentralization of authority from ECA.

457. There is also need for closer co-ordination between the Resident Representative and the other regional offices, besides the regional commissions. As the Inspectors have shown, the field structures of the organizations of the system fall into four

categories: a) those that have neither country offices nor regional offices; b) those with country offices but no regional offices; c) those with regional offices but no country offices; and d) those with both regional and country offices.

458. In the first case, when necessary someone on behalf of the headquarters of the organization should participate in the country programming exercises. In the second case, the country representative, with such technical assistance from his headquarters as necessary, should be able to do so. In the third case, more authority should be given to the regional offices to participate in country programming; specifically, the headquarters of the organizations concerned should invariably use officials, advisors and experts, as necessary, from these offices to this end. In the fourth case, such organizations as ILO and WHO have given their regional offices sufficient programming responsibilities within their regions, including country programming; others, like FAO, have given such responsibility to their country representatives; but not to their regional representatives; this is desirable.

459. To strengthen the programme co-ordination role of the Resident Representative, UNDP should review existing financial and administrative regulations so as to give him more decision-making power. By reducing administrative red tape, he would be left free to devote more time to the refinement and improvement of the country programming procedures.

460. The Inspectors will comment in greater detail in a subsequent section of this study on the importance of rationalizing those administrative structures within Governments that are connected with technical co-operation activities.

(ii) Regional level activities

461. Despite some improvement in co-ordination between the various regional offices of the system in recent years, the multiplication of devices and practices and a greater realization than before of the need for all regional offices, including the regional economic commissions, to plan and program jointly activities of common interest to them, programming at the regional level under the regular budget and under extra-budgetary funds is still often highly dispersed, being undertaken along more or less parallel lines, at different decision-making levels, with inadequately defined or few points of convergence between the various programming processes. Each organization works out its own programme, with little or no opportunity for inputs by

others, starting with the regional economic commissions. At a certain, usually the penultimate, stage UNDP and the other organizations (including the regional commissions) exchange their draft programmes for comments, but here again this is done mostly too late and is, moreover, largely a proforma exercise of hardly any usefulness or consequence.

(a) Inter-governmental level

462. At the inter-governmental level the principal co-ordination methods adopted hitherto have been mutual attendance at one another's conferences and meetings and the joint organization of and participation in these.

463. Mutual attendance at conferences and meetings may, of course, be useful and even necessary. However, the invitations to the various organizations are often sent out routinely, without sufficient consideration of the extent of their interest. If an organization is not closely concerned with the subject matter, the presence of its representative tends to become little more than symbolic. The Inspectors have heard complaints both at the various headquarters and in the field about the time lost and expenditure incurred by officials in attending the meetings convened by other organizations. A Regional Director of one of the agencies complained that he had to attend a ten-day session, although the matters of interest to his Organization did not take up more than an hour or less of one meeting. With the expansion of the activities and the proliferation of conferences and meetings of the system, strictly representational attendance is clearly becoming increasingly burdensome. The situation needs to be alleviated so that the valuable time of senior officials, both generalists and technicians, and scarce travel funds can be husbanded as far as possible.

464. The Inspector believe that there are two possible lines of action:

- a preliminary annotated agenda of a conference or meeting should be circulated by the secretariat of the convening Organization with an indication of the possible areas of interest of other organizations and a tentative timetable of the discussions. The invited organizations should in their turn carefully examine this agenda and then arrange with the convening secretariat such details as the timing of their attendance, etc. This is, of course, always subject to the convenience of the inter-governmental body concerned, but the Inspectors feel confident that the latter would wish to accommodate the participating organizations to the maximum extent possible;
- an invited Organization could arrange with a sister Organization that its representative will represent them both. This would mean that the representative in question would have to be briefed and would in due course also report to both. The Inspectors understand that occasionally this is done, but they consider that this practice should be used more extensively.

465. As regards jointly convened conferences and meetings, the Inspectors consider that UNESCO's regional conferences of Ministers of Education in Asia, which involve joint in-depth preparations with the regional commission, are an example of what should be done in other regions and by other organizations. Indeed, because of the importance of these conferences, which usually take far-reaching decisions on policies, priorities etc. the views also of the regional commissions and of other regional bodies of the system (where relevant) should be sought and made available; and the papers submitted by the regional offices of the convening organizations should reflect these other regional inputs as well.

b. Secretariat level

i. General

466. In certain, relatively narrow sectors there is now often close programme co-ordination between bodies (e.g. UNESCO-UNICEF, WHO-UNICEF, UNESCO-ILO). The already-mentioned inter-secretariat committees on Population Activities and Social Development in Asia also help to identify areas of potential co-ordination and co-operation and to generate such co-operative action. Personal contacts between senior officials of organizations during their attendance at inter-governmental meetings; meetings of the ACC's committees and sub-committees and on other occasions, provide additional opportunities (not always utilized) for exchanges, which sometimes lead to co-operative action. In general, however, all this amounts to no more than a piecemeal approach, mostly of the bilateral type, between two organizations, unrelated to well-thought-out common goals and priorities. While bilateral arrangements are essential and must be continued and indeed expanded, there is as yet no unified, integrated multi-sectoral approach to the problems of a region.

467. This is a serious lacuna which needs to be eliminated. Co-ordination and practices need to be improved and/or new ones devised so as to ensure such an approach. The latter has always been desirable. It is now imperative in the context of the increasingly difficult problems facing the developing countries and the present rather grim prospects of the world economic situation.

468. As to the nature of the devices for promoting unified thinking, planning and formulation of programmes at the regional level, theoretically there exist various possibilities. However, in considering them, due regard has to be paid to the following:

- the need for teamwork;
- the fact that all planning and programming finds its concrete expression in specific projects, most of which are financed by extra-budgetary sources;
- the alarming proliferation of United Nations bodies, conferences, meetings and co-ordination arrangements;
- the practical limitations arising from the autonomous character of the various organizations of the system.

469. The need for teamwork, which is essential, requires that responsibility should be placed somewhere for team leadership. Such leadership, logically and in the judgement of most Member States, expressed individually and collectively, belongs to the regional economic commissions. This comes out clearly in the vast majority of the replies of Governments to the Secretary-General's questionnaire, summed up in his Report on Regional Structures (E/5127) and also in operative paragraph 1 of Council resolution 1756 (LIV). It is also in consonance with the co-ordinating role of the United Nations and specifically of the Council vis-à-vis other organizations of the system, as set out in Article 63.2 of the Charter.

470. The essence of such leadership should be that the regional commissions take the initiative and responsibility for arranging the necessary consultations among the various regional offices and others concerned, convene programme review and co-ordination meetings and ensure that whatever co-ordination arrangements at the regional level are decided upon, are put into effect.

471. The considerations mentioned above militate against any elaborate arrangements. Nevertheless, it is necessary to have a minimal institutional framework which should permit all the bodies working at the regional level, including UNDP, to take from a common platform a comprehensive view of the problems of the region.

ii. Annual regional review and co-ordination meeting

472. Taking all the constitutional and practical considerations into account and recognizing that there may be other ways, the Inspectors would suggest as a "minimal institutional framework" the following:

473. Once a year there should be a meeting, convened by the Executive Secretary of each regional economic commission jointly with the Director of the appropriate UNDP Regional Bureau and co-chaired by them. It should be participated in by the heads of the regional offices and/or headquarters representatives of all organizations

of the system engaged in technical co-operation activities, and by representatives of all financing agencies, e.g. the World Bank group, the various extra-budgetary funding programmes, the regional development banks, etc.

474. The participants would engage in in-depth discussions, of a "review" and "preview" type, of the development problems of the region and of the programmes of the system, inform each other of their thinking and plans, make a general review of their respective activities in the region and discuss priorities in the long and short-term view, as well as the possibilities of co-operative action in areas of common interest.

475. In order to minimize loss of time and travel costs, the meeting should be called on the occasion of the annual regional meeting of UNDP resident representatives<sup>61/</sup>, which should normally be held at the headquarters of the regional commission, a week before or after the latter (as convenient).

476. To ensure the success of such exercises it would be necessary to prepare, in consultation with all the senior officials concerned, an annotated agenda. Detailed minutes of the meetings should be kept and distributed to all those concerned.

477. It should not be necessary to have another round of full-fledged meetings to discuss the final draft programmes, it being sufficient to exchange these in good time with a view to inviting each other's comments and suggestions. But sometimes more than an exchange of written comments may be necessary.

478. When the geographical coverage of the regional economic commissions does not correspond to that of the UNDP regional bureaux, difficulties may arise as regards the joint sponsorship of these meetings. This would be the case, for example, with the countries of North Africa and Western Asia, which are now covered by UNDP's Regional Bureau for Europe, the Mediterranean and the Middle East, but which are also members of ECA or ECWA, respectively. In this case, a possible solution might be to have both ECA and ECWA co-sponsor or at least participate in the meetings.

479. Needless to say, the timetables of any co-ordinating arrangements of this nature would need to be carefully considered. Most organizations have now adopted a two-year programming cycle, but the bienniums do not necessarily coincide: for example, some

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<sup>61/</sup> The Inspectors understand that UNDP is considering holding its meetings of resident representatives biennially, rather than annually. Were this to be so decided, the above-mentioned annual programme review meetings could be held, in the intervening years, in each region at a time when most regional office heads are gathered together.

cover the periods 1974-1975, 1976-1977, etc., whereas others relate to the years 1975-1976, 1977-1978 etc. The Inspectors understand that the advantage of adopting an identical programme cycle for all the organizations of the system is now realized and that an effort is underway in ACC to this end. Be this as it may, they believe that any programming co-ordination exercises should begin 15-18 months before the start of each biennium.

480. The Inspectors believe that the suggested annual regional review and co-ordination exercise should ensure to a large extent that programmes are not planned and formulated by each organization in isolation, but on the basis of concerted thinking and that each, whatever its final decision, will have benefited in all areas of common interest by the inputs of all other offices concerned.

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481. Planning and programming should be a continuous process. While programme formulation involves some specific exercises at particular times, e.g. the existing country programming reviews and proposed annual regional review and co-ordination meetings, they also require a continuous review in the light of the experience of existing and past programmes and changing circumstances and perspectives. The bilateral arrangements, inter-secretariat committees and groups on particular subjects, the executive secretaries' meetings with other regional heads, etc. should be useful also in providing such continuous reviewing of programmes on a team-work basis.

(b) Joint execution of programmes and projects

482. As the Inspectors have indicated, despite improved programming procedures, especially at the country level, the still often prevailing "project" (as opposed to "programme") concept results all too frequently in an unhealthy competition for projects and occasional heartburning among the organizations concerned. Moreover, once a project has been allocated to a particular organization, the others usually lose interest. Consequently even though the Inspectors have come across some notable exceptions, when both the executing and other interested bodies concerned have worked closely together the total knowledge and capacity of the system is rarely mobilized. And this difficulty is not always overcome even through the resort to practice of "joint execution".

483. The objections to the concept of joint executing agencies stem from the practical consideration that it is easier to place responsibility for such execution on a single organization, which would be wholly answerable to UNDP. However, it should not be impossible to overcome any practical difficulties that might arise in this connexion. Indeed, the advantage of such joint execution is beginning to be recognized.

484. The Inspectors are of the view that: a) where an organization has been designated as executing agency in association with another, such association should be active and effective, the manner, methods and stages thereof being spelt out clearly in the project document; b) in large multi-disciplinary projects, the practice of having joint execution by two or more bodies may be adopted, one of them being designated a "Co-ordinating executing agency"; c) the practice of sub-contracting components of a projects to an agency other than the designated executing agency should be followed more extensively, the detailed arrangements to this effect being likewise specified in the project report.

485. There exist already some striking precedents of a regional commission being made co-ordinating executing agency for a major UNDP-funded regional project, i.e. the development of the Lower Mekong River Basin. As already indicated, many Governments and organizations are involved in this project, which is administered substantively by the Mekong Committee and office acting under the authority of the inter-governmental Mekong Committee, with ESCAP giving administrative support to the Office. In Africa, WHO has initiated its Onchocerciasis Control Programme in the Volta River Basin area, which is sponsored by four organizations for seven participating Governments and involves a number of contributing countries. These are of course, special cases which might not be applicable in large numbers, but variants thereof could be adopted according to circumstances.

(c) Joint evaluation of programmes and projects.

486. Programme and project evaluation has received increasing attention in recent years. Evaluation has two main aspects : in-project and post-project. In the former there is a continuous evaluation by the executing agency and the participating Government of the effectiveness of management in terms of the time-table of execution, counterpart inputs, availability of experts, the implementation of the training components of the programme, etc. In the case of the larger projects, UNDP in 1973 initiated joint biannual tripartite reviews at the field level by representatives of

UNDP, the Executing Agency and the national authorities concerned. Mid-term evaluation of this type of project has also frequently been undertaken by evaluation teams appointed by UNDP. Such monitoring exercises permit correctives to be applied in orientation and execution in the light of experience and, if necessary, amendments to be made.

487. Post-project evaluation is undertaken after a project is completed. An isolated project, i.e. one not integrated with a country's overall development plans, cannot be fully effective, however technically sound its formulation and however efficient its execution may be. The effectiveness of a project, therefore, has to be judged by its contribution to the sectoral or national long- and medium-term objectives which it is intended, directly or indirectly, to serve. In other words, it is measured by:

a) "whether it has fully achieved its own immediate objective" and b) "whether the results of that achievement (e.g. a feasibility study, institutional assistance, advice rendered, personnel training) are utilized fully as part of the wider and concerted efforts aimed at attaining the long-term objectives"<sup>62/</sup>. Such evaluation may, i.a., identify the need for other supplementary or complementary action, including a further project (or projects) to ensure that the results of the completed projects are fully utilized and that their investment potentialities are fully realized.

488. The Inspectors believe that, as in the case of programme formulation and execution, in the evaluation of large country projects, particularly of a multi-disciplinary nature, there should be a broader based co-operation than exists at present among the organizations of the system. In particular, the regional economic commissions, being in a relatively detached position, should be able to assist from the point of view of an integrated economic and social approach to development and should therefore be invited to participate. The responsibilities given to them by the General Assembly and the Council for the review and appraisal of the implementation of the Strategy for the Second Development Decade and in the implementation of the Programme of Action for the New Economic Order make this all the more necessary. The commissions should also as a rule be invited to participate in the evaluation of sub-regional and regional projects funded by extra-budgetary sources. Their experience in the evaluation of large multi-disciplinary UNDP projects will be of benefit in the review and appraisal likewise of country programmes.

489. The Inspectors believe that the participation of the World Bank and regional development banks in post-project evaluation exercises would also be very beneficial.

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<sup>62/</sup> DP/48, paragraph 3

490. Lastly, they believe that much benefit would derive from the participation in such exercises of appropriate organizations outside the system.

(d) Follow-up

491. One of the deficiencies of present United Nations technical co-operation activities is that after helping to identify possible future development projects as a result of pilot projects, feasibility studies, pre-investment surveys etc., the organizations of the system are usually unable to help Governments to proceed further and the latter are left to their own devices to find the required capital and investment, with the result that the fructification of the contribution already made is in many cases either indefinitely delayed or does not take place at all. Efforts have been and are being made to tackle this problem by arousing the interest of the World Bank and regional development banks and by associating them, in suitable cases, with the formulation and in some cases even execution of a project, as also occasionally with its evaluation. FAO and WHO, in particular, have established at their headquarters joint units with IBRD; this has already resulted in important follow-up action.

492. The primary responsibility for the monitoring of follow-up action on completed projects should, of course, be that of the original executing agency. It would, however, be useful to associate the regional economic commissions and other organizations concerned in follow-up action on regional and sub-regional projects, for instance by taking such matters up in the annual review and co-ordination meetings suggested earlier.

(e) Decentralization of authority and responsibility to regional offices

493. It has become increasingly clear that it is not possible, from a single global point at a headquarters office, to have a comprehensive and detailed view of the regions and sub-regions and of their different and changing needs and priorities. When one remembers how difficult it is, despite the elaborate machinery of ACC, to co-ordinate the global policies of the different organizations of the system, one realizes how much more difficult it is to co-ordinate programmes relating to particular regions or sub-regions from a headquarters, as is still being attempted by most organizations of the system.

494. On the other hand, in order to enhance the effectiveness of the regional offices of the system, most of them require more authority and responsibility than they have enjoyed hitherto. Having regard to their different sectoral functions, as indeed the

fact that they have different central structures, an identical measure of decentralization. is not a practical proposition; however, it is important that the latter should be comparable. Without this, the regional structures in their totality are likely to remain unbalanced and less than effective.

495. The extent of further decentralization of functions, authority and the necessary resources to the regional offices of organizations other than WHO and ILO (assuming that there is no change in the latter's presently adopted policy) e.g. from the United Nations to the regional economic commissions<sup>63/</sup> and from FAO and UNESCO to their respective regional offices, should be such as to enable them to a) undertake initial programme and project formulation; b) participate with other regional offices in joint planning and programming; c) execute sub-regional and regional programmes and projects; and d) participate in programme and project evaluation.

496. Furthermore, those organizations which have sub-regional offices (e.g. in the case of the regional economic commissions, ECA and ECLA) should make an appropriate delegation of authority, responsibility and resources to these in order to enhance their usefulness, particularly in relation to sub-regional integration and development.

(f) Relationship between regional offices

497. Greater decentralization of authority and responsibility to a regional office, however essential, will not itself assure more cohesive action between individual offices and this, after all, is the ultimate purpose of any review and improvement of the regional structures of the system. What is also needed is the development, refinement and tightening of the relationship between these offices, specifically between the regional economic commissions and the offices of other organizations of the system, but also between the latter inter se.

(i) Identical location of regional offices

498. As shown in several connections, the establishment by other organizations of the system of their regional offices at the location of the regional commissions' headquarters facilitates effective liaison and continuous contact with the latter's'

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<sup>63/</sup> See the Joint Inspection Unit's "Report on the Decentralization of United Nations Economic, Social and Related Activities and the Strengthening of the Regional Economic Commissions" (JIU/REP/74/5)

secretariats at all levels, with a minimum of expense and loss of time to those concerned. In this regard, an optimum situation prevails in such locations as Bangkok, Geneva and Santiago and to a lesser degree in Beirut, Cairo and New Delhi.

499. The possibilities are further greatly improved if, in addition to being in the same location, offices are housed in the same premises.

(ii) Support to the co-ordinating role of the regional economic commissions

500. To perform effectively the co-ordinating responsibilities that devolve upon them, both in the judgement of Member States and in the light of legislative decisions, the regional economic commissions will need effective and meaningful support, in the first instance, by United Nations Headquarters, UNCTAD, UNEP, UNICEF and UNIDO.<sup>64/</sup>

501. In many ways even more imperative is the support of the United Nations extra-budgetary programmes, particularly UNDP, to the regional commissions. The latter are already receiving substantial backing from UNFPA and some from UNDP. The Inspectors, however, cannot over-emphasize the importance of close mutual collaboration between UNDP and the regional commissions, which in their view is the key to the situation. Generally, mutual communication between the regional commissions, the UNDP regional bureaux and UNDP representatives at the regional and country level should be tightened. It is for this reason, also that the modest, but in their belief, practicable steps towards regional programme co-ordination suggested by them, should be jointly sponsored and prepared for by the regional commissions and UNDP.

502. The commissions must also receive the full support of the headquarters and regional offices of other organizations of the system. This requires, aside from practical steps and methods (some of which are outlined below), the breakdown of the psychological barrier which seems still to exist between some organizations (including their regional offices) and the commissions.

503. In concrete terms such support to the commissions by other organizations should involve the strengthening of existing bilateral arrangements for co-ordination and co-operation for specific purposes and specifically:

- a rational and effective system of communication between the commissions and the headquarters and regional offices of other organizations;
- extension of the practice of regional inter-secretariat committees or groups;

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<sup>64/</sup> See footnote 63 on the preceding page.

- strengthening of the personal rapport between the Executive Secretaries of the commission and the heads of other regional offices of the system;
- improved liaison arrangements;
- more effective use of existing joint divisions and units and the extension of this device to other sectors and regions;
- secondment of staff from other organizations of the system to the commissions for finite periods and specific purposes;
- rationalization and improvement of the regional economic commissions' internal structures.

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504. For example, the regional offices of other organizations and the headquarters of those which have no such offices should keep the regional commissions fully informed of their activities, experiences and the results of their studies and research. Methods should be developed for the automatic communication of all relevant material by a regional office/headquarters to the regional commission and vice-versa. To this end, methods (including the use of computers) may be devised to store and retrieve the required information.

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505. The Inspectors have commented on the usefulness of the inter-secretariat standing committees on Population Activities and Social Development in Bangkok. Bodies of somewhat the same type, working in other sectors, on a standing or ad hoc basis, exist in Asia as in other regions. The Inspectors would suggest that this device be used more extensively, refined and, where this is judged useful, established on a more institutionalized basis. Moreover, they should meet at the seat of the regional economic commissions' headquarters, their periodicity depending on the circumstances of each region.

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506. The more informal quarterly meetings of the heads of regional offices called by the Executive Secretary of ESCAP in Bangkok are also a device that could be usefully resorted to in other regions, their timing being determined according to local circumstances.

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507. The personal equation between the Executive Secretary and other regional heads is, of course, most important. Where it is good, co-operation between offices proceeds smoothly; absence thereof inevitably leads to difficulties.

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508. In referring to individual organizations the Inspectors have suggested the possibility, in some locations, of introducing or improving liaison arrangements between the various regional offices.

509. Joint divisions or units in the secretariats of the regional economic commissions are a potentially important instrument for co-ordination and co-operation. As already indicated, the pioneering in this area was done by FAO in 1948, with the establishment of its Joint Agriculture Division with ECAFE.

510. Past experience indicates that these joint agriculture divisions,<sup>65/</sup> while doing useful work, have not had sufficient impact on joint policy formulation. Under existing arrangements, both FAO and the regional commissions are free to pursue their own respective lines of action, which are not necessarily related to or based on either an agreed development strategy or a common approach to the formulation and implementation of development programmes in their respective areas of responsibility.

511. In the view of the Inspectors, the joint divisions or units should not merely concentrate on the avoidance of overlapping and duplication, but play a more positive role and become the focus for the development of a common strategy and for joint planning and programming.

512. To play such an enhanced role, the closest co-operation must exist between the head of the Regional Office of the organization which establishes such a Joint Division or Unit and the Executive Secretary of the Commission. Furthermore, both the Regional Office and the regional commission should have sufficient decentralized authority to promote such effective co-ordination and co-operation.

513. The Inspectors do not wish to suggest joint divisions or units between all regional commissions and each organization. These should be justified by the quantum of a regional commission's activities in the sector for which another organization is responsible; and its potential effectiveness in the formulation of policy and, where suitable, in the joint execution of programmes. In the view of the Inspectors, apart from agriculture, such divisions or units would be justified in the fields of industry (where UNIDO has already made a beginning in Africa, Asia and Western Asia) and trade.

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<sup>65/</sup> See also paragraphs 267, 398-401

514. As regards other organizations, ad hoc joint units for particular purposes or projects might be useful. Their creation, however, would necessarily involve secondment of staff from the organizations to the regional commissions.

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515. Such secondment is now practised occasionally, as is the funding of posts in a regional commission by this or that organization or funding programme. The Inspectors believe, however, that this will have to be done more extensively if the regional commissions are to play the role that is required of them, both in planning and programming and in execution and evaluation.

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516. To discharge their new or proposed functions and responsibilities the commissions will have to review and reorganize their internal structures. The Inspectors are not in a position to make here cut-and-dried recommendations in this respect. Generally speaking, however, this reorganization should be around three main functions:  
a) Research, studies and analyses; b) Operational activities; c) Co-ordination and co-operation responsibilities.

517. Research, studies and analyses, etc., on economic and social problems cannot be dispensed with and must continue to form an important part of the commissions' activities. The Inspectors have the impression, however, that (except in ECE) too many studies undertaken at present do not fulfil the criteria of urgency or proximate practical usefulness. The regional commissions should take a close look at their research and studies programmes, so that these are geared to action-oriented projects related to the priority areas, as determined by the competent inter-governmental bodies, in other words, to "Priority A" areas. Such a streamlining of activities, would improve programme delivery and is likely to lead to greater efficiency. It would also release resources for other activities.

518. For the performance of their co-ordination responsibilities, the regional commissions will have to establish within their secretariats an effective co-ordination division or unit. The latter should be responsible, i.e. for the preparation and organization of the suggested annual regional programme review and co-ordination meetings; for receiving, monitoring and classifying communications and reports from United Nations Headquarters and the headquarters and regional offices of other organizations; for ensuring that the research, studies and other material of the

regional commission that are of potential value to those other organizations are promptly made available to the latter's headquarters, regional and country offices. It should also ensure that inter-secretariat arrangements at the regional level and co-ordination and co-operation with the other organizations, particularly those that have no regional offices, are effectively undertaken. An important function of this division or unit should be to ensure the effective participation of the commission in country programming.

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519. In the context of decentralization of United Nations economic, social and related activities and the consequent expansion of the responsibilities of the regional economic commissions, the Inspectors had already suggested that the upgrading of the Executive Secretary to the rank of Under-Secretary-General be studied by the Secretary-General as a matter of urgency.<sup>66/</sup>

520. They believe that the further enhancement of the responsibilities for leadership and co-ordination at the regional level that are to devolve on the regional commissions gives added weight to this suggestion.

(g) Co-ordination and co-operation devices and practices with organizations outside the United Nations system.

(i) Inter-governmental organizations

521. As already indicated, besides the organizations of the system, a large number of other inter-governmental and governmental bodies of various kinds and varying degrees of importance from the viewpoint of the range and impact of their operations, are at present active in all regions. Aside from those referred to in paragraph 279 above, there are also the regional development banks in Africa, the Americas and Asia, with their proven capacity for financing development projects in their respective regions.

522. Since all these bodies are engaged in rendering technical or financial assistance of various kinds to Governments in the very same areas, in most cases, in which the regional offices of the system function, the latter must take their activities into account not only to avoid duplication - which is obvious - but also so as to benefit

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<sup>66/</sup> See footnote 63 on page

from their experience and to ensure a more unified and integrated approach to development efforts. It is therefore desirable and indeed necessary that within the framework of the policies laid down by the various organizations of the system and without prejudice to the separate identities of those within and outside the system concerned, close co-ordination and co-operation between them should be developed on a systematic basis.

523. As the Inspectors have shown, much has been done by various means to this end, particularly in the Americas and Europe, and, more recently, in Africa. They feel, however, that there is room for a more systematic approach and that the organizations of the system should examine urgently what further practices and links should be developed in the light of their current and future responsibilities.

524. No hard and fast rules can be laid down as to the manner in which this co-ordination and co-operation should be further developed. Each organization outside the system will have to be treated on merits. But it seems to the Inspectors that various possibilities in these directions exist. For example, a regional commission or regional office of the system could be requested to undertake a study on behalf of an inter-governmental organization, or vice versa, as a basis for future action (c.f. certain arrangements between OAS and the Inter-American Development Bank with ECLA); or seminars could be jointly organized or participated in; or information could be exchanged about each other's activities and experience at the country, regional and headquarters levels (as the case may be), etc.

525. In their own programming at the country, regional and headquarters level, all organizations of the system should fully take into account the activities of the various inter-governmental organizations and bilateral agencies concerned. To this end they should, well before the commencement of their own programming exercise, seek information from the inter-governmental organizations and agencies about the latter's activities and programmes. If an inter-governmental organization or agency has activities at a country level, the UNDP Resident Representative should obtain information about these; at the regional level this may be done by the regional economic commissions. If an inter-governmental organization has only global activities, the headquarters of the organizations of the system concerned should seek all relevant information. It goes without saying that, on a reciprocal basis, similar information should be supplied, at their request, to the inter-governmental organizations and bilateral agencies concerned.

526. The above is without prejudice to whatever direct contacts and special arrangements the headquarters of the organizations and agencies of the system may have established with particular inter-governmental organizations or bilateral agencies operating in the same sector or sub-sector. These, of course, should be continued and, if necessary, refined and extended.

(ii) Non-governmental organizations

527. Hundreds of non-governmental organizations have consultative status with the Economic and Social Council and with many organizations of the system. Since such organizations, as might be anticipated, vary in importance as regards their contribution to economic and social development and since, moreover, relatively few of them operate at the regional level, it is not practical for all organizations of the system to have at that level close and detailed co-ordination and co-operation arrangements with them all.

528. On the other hand, the Inspectors believe that many of them could benefit from the specialized knowledge and experience of non-governmental organizations more than they do at present. To this end, each organization of the system should, on a selective basis, study carefully its present rapport with the non-governmental organizations with which it deems that co-operation would be mutually beneficial. With some of them arrangements of the same kind as with inter-governmental organizations may be usefully established; in other cases, new arrangements may be devised or existing ones improved. Whatever they are, these arrangements need, in most cases, not be as formal as with inter-governmental organizations.

VI. OTHER ISSUES RELATED TO REGIONAL STRUCTURES

(1) Integration of the economic and social aspects of development

529. As pointed out in paragraphs 7 to 11 above, there is general agreement, the latest manifestation of which is Council Resolution 1546 (LIV), that in formulating programmes and projects, the need for an integration of the economic and social aspects of development should be fully taken into account and that all organizations of the system (including the regional economic commissions) should promote this. Some monitoring of programmes and projects, be they country, sub-regional, regional or global, from this particular point of view and before they are finally formulated and approved seems, therefore, necessary.

530. The regional commissions have in this context a special responsibility, not only because of the co-ordinating role assigned to them but also because unlike most sectoral organizations, they are engaged, i.a. in research, studies, etc. on various aspects of social development. Each commission (except ECE) has a social division or unit. It seems to the Inspectors that they should therefore, be enabled to make a valuable contribution from this point of view.<sup>67/</sup>

531. The United Nations has a large and competent Centre for Social Development and Humanitarian Affairs which together with the Centre for Development Planning, Projections and Policies (likewise at Headquarters) and the United Nations Research Institute for Social Development (UNRISD) in Geneva, are in a good position to advise Governments, as well as other organizations of the system, in consultation with the regional commissions if necessary.

(2) Co-ordination within Governments

532. All too often it has been emphasized that no efforts at a rationalization of United Nations regional structures with reference to development assistance will succeed unless there is a parallel rationalization of administrative structures within the countries concerned. This is particularly true in order to achieve an integrated approach to development.

533. The Inspectors themselves have often been told in private conversation by senior Government officials and at the headquarters and regional offices of the organizations of the system, of the difficulties encountered as regards co-ordination within a national administration. Examples of Governments taking different stands in different organizations or bodies on the same or similar issues are by no means rare. This is a

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<sup>67/</sup> See the Joint Inspection Unit's 1973 "Report on the capacity of the regional economic commissions for a unified approach to development" (E/5430).

partial reflection of the fact that although in recent years serious attempts have been made in most of them, in many developing countries internal co-ordination among the different ministries and offices concerned is not yet satisfactory. In some cases there is as yet no single authority dealing with the totality of technical assistance.

534. The Inspectors realize that to make recommendations in this matter is beyond the scope of their present inquiry. They would merely emphasize that improved mechanisms within Governments to promote such co-ordination would greatly facilitate the task of the assistance-giving organizations in achieving the common goals.

(3) Information activities

535. At present, not only in the programming of its activities does each organization of the system often act independently, without adequate co-ordination with the other bodies<sup>68/</sup>, but usually each carries out its own public information activities in the regions independently. Virtually each regional office, and sometimes each area or country office, has its own information officer or assistant who, on the basis of hand-outs and instructions from the public information service at headquarters and/or from the field (as the case may be), tries to disseminate information about the activities of his organization. The Inspectors have come across instances of an information service in a regional office consisting of just one man and a typewriter. A large number of such establishments for the different organizations, each of them with often scant resources, can hardly make much of an impact in today's fast-moving world of mass communications. Moreover, as a result, the United Nations, which in the eyes of the world at large is but a single universal concept, speaks not in one but many, often different voices. This not infrequently, and particularly in the developing countries, causes confusion. Lastly this practice is wasteful of effort and expenditure compared to the results achieved.

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<sup>68/</sup> Recently ACC's Consultative Committee on Public Information and the Programme Committee of CESI (Centre for Economic and Social Information) have been merged into an inter-organization public information programme committee, which in turn has been renamed Joint United Nations Information Committee (JUNIC). The Committee's main functions are to provide guidance and co-ordination in public information matters throughout the United Nations family at Headquarters and in the field and to co-plan public information activities, including the establishment of co-operative arrangements for special projects and events. The Committee is to meet at least once a year and more often if necessary, to constitute task forces for specific purposes and to have a full-time secretariat. These are welcome developments and will no doubt help in policy co-ordination and guidance at the top level. Indeed, they provide a further reason for a consolidation of the public information offices in the field.

536. The Inspectors, believe that if, at places where there is a concentration of United Nations offices, the resources of the various organizations were to be pooled to form a single consolidated information centre, there would be a vast improvement in the production, processing and distribution of material; the latter would be better timed and co-ordinated; the pooling of the library and documentation facilities, which are now usually scattered and poor, would result in better and more comprehensive library services which, in turn, would be greatly welcomed by the increasing numbers of people in different walks of life who use such libraries for reference purposes; the system's information activities generally would be more effective and have greater impact; and lastly there would be financial savings.

537. When discussing this idea, both at the various headquarters and in the field, the Inspectors got mixed reactions - some favourable, others more sceptical, principally because of what was described as "the special nature" of the activities of some organizations of the system (in which, for example, fund raising is the principal objective).

538. The Inspectors have taken these views into account. They believe, however, that the fact that at its respective headquarters each organization would continue to have its own public information service would ensure that the handouts and other material issued from such headquarters would continue to have the particular orientation desired by the organization concerned. At the field level, likewise, the consolidated information centres should, in regard to sectoral activities, receive guidance from the head of the field office of the organization concerned, which would again ensure the proper orientation.

539. Consolidation in the larger centres could in most cases best be done around a re-organized and, in some cases, perhaps strengthened United Nations Information Centre or Service (UNIC or UNIS). The consolidated centre could be headed by the chief of the local UNIC or UNIS or a senior information official from one of the other participating organizations; the latter could post one or more professional officers to it. Administratively, the centre could stand on its own (as a strengthened UNIC or UNIS) or be attached to one of the larger regional or sub-regional offices or to the UNDP Resident Representative's office, as agreed.

540. At the location of the headquarters of a regional economic commission these centres would perform the functions of regional information centres for the whole system. In such cases, they could be attached administratively to the Executive Secretary of the commission.

541. The Inspectors realize that a number of administrative and organizational problems will need to be resolved before setting up such consolidated information centres; they hope, however, that this could be tried out, on an experimental basis, in two or three locations. They would recommend that a study of this whole question be sponsored urgently by ACC and the results reported to the Council and the General Assembly.

(4) The question of cost

542. It is customary to try to make an assessment of the financial implications of proposals. This is always a far-from-easy task because of the numerous factors involved, not to speak of the imponderables. However, the Inspectors would like to state that the stress in most of the suggestions made earlier in this report, is mostly on improved management, rather than on increased human and financial resources. Better and more systematic co-ordination and co-operation are not dependent so much on increased staff, as on the attitude of mind of the parties concerned and on a better utilization and, where necessary, an improvement of existing procedures.

543. Among the proposals made by the Inspectors there are three, the financial implications of which merit consideration:

(a) Decentralization of authority and responsibility to the regional offices

544. Decentralization from the headquarters of an organization to its field offices would obviously be expensive were it not accompanied by a reduction in headquarters staff and its re-deployment in the field. If, however, together with decentralization of authority and responsibility, there is such physical re-deployment of headquarters staff to the field, then the Inspectors do not see why this should be necessarily more expensive.

545. The argument that if technical staff were re-deployed to the field, a headquarters office would still have to retain a complement of experts in the same sectors in order to fulfil its global responsibilities, is somewhat overstated and can have no blanket application. It may be valid in regard to some, but certainly not to all types of expertise. It should not be impossible, therefore, to re-deploy technical personnel in certain sectors, while retaining expertise in others - especially that of a rarer or more sophisticated type - at headquarters, both to service the latter in respect of its global responsibilities, and to assist the regional offices on an ad hoc basis for specific projects. This would be largely a question of selection and judgement.

546. Needless to say, if there is an overall increase in the activities of an organization affecting its field offices too, there could be conceivably additional expenditure, but this could hardly be attributed to decentralization and redeployment of staff. The same goes for the establishment of new regional or sub-regional offices.

547. On the other hand, such re-deployment is likely to result in savings in travel expenses, since the cost of supervising the execution of regional and sub-regional programmes and projects from a regional rather than a headquarters office is likely to be much smaller. Furthermore, such re-deployment would mean savings in office space, post adjustment allowances, etc.

548. Therefore, while it is difficult to make a precise estimate, on the whole the Inspectors consider that decentralization should result in some savings.<sup>69/</sup>

(b) Annual regional review and co-ordination meetings

549. As already explained in paragraph 475, the holding of such meetings at the same time as the annual regional meeting of UNDP resident representatives will not involve appreciable extra expenditure and travel - the only extra cost being additional per diem allowance for a week or two.

(c) Support to the co-ordinating role of the regional economic commissions

550. The strengthening of the programming co-ordination responsibilities of the regional commissions would of course require additional staff resources. Some of these could be found within the regional commissions themselves, through the re-organization and rationalization of their work and internal structure. Some, again, could be made available by other organizations, for example, through the secondment of staff. Part of such additional resources, however, would need to be met by the United Nations, to a large extent from UNDP and other existing extra-budgetary funds and overheads.

551. On the other hand, the concentration of the regional commissions' activities in the area of research and studies on those regarded as "Priority A" projects should result in some economy. Moreover, if the principles of the consolidation of field offices of the organizations of the system and of joint divisions were approved and put into practice, some economy might also result.

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<sup>69/</sup> In this connexion, see also paragraphs 420 to 426 and Annex XIV of the Joint Inspection Unit's "Report on the Decentralization of United Nations Economic, Social and Related Activities and the strengthening of the regional economic commissions" (JIU/REP/74/5).

(5) Relationship with ACC

552. Reference has been made earlier to the fact that most United Nations activities, whether at the country, sub-regional, regional or global levels, are inter-connected and that consequently there should be proper nexii between the activities at each of these levels.

553. In earlier paragraphs the Inspectors have commented and made suggestions on the need for closer co-ordination within each organization between headquarters and regional level programmes and projects on the one hand, and between country and regional level programmes and projects on the other. As a corollary to this and to a teamwork approach, it seems necessary to have, in the first instance, a proper connexion between the institutional arrangements at the ACC level and any that might be built up at the regional level.

554. The suggestions they have made for better co-ordination at the regional level are built around the co-ordinating role of the regional economic commissions. It will be useful for the latter to be invited to participate in such meetings of the ACC and its committees and sub-committees as might benefit from their presence and input. Since the regional commissions are a part of the United Nations, Headquarters should arrange for a representative from each regional secretariat to join the United Nations team attending such meetings. Representatives of the regional commissions are already invited to some meetings, e.g. those of the ACC Sub-committee on Water Resources; hence the above suggestion amounts to no more than extending an existing practice. The presence of a representative of one or more regional secretariats (depending on the extent of a given commission's interest in that particular field), might also be useful, for example, at particular meetings of the ACC Committee and sub-committees on Science and Technology and when broad questions of co-ordination, involving field structures, are considered.

(6) Joint offices

555. As the Inspectors have shown, hitherto the general practice has been for United Nations organizations and programmes to set up their field offices as and when necessary with little or no prior consultation or co-ordination. There are some healthy exceptions, e.g. the World Food Programme, whose country activities are handled by the UNDP Resident Representative; FAO's posting of most of its country representatives to the offices of the UNDP Resident Representatives as Senior

Agricultural Advisors to the latter; the joint offices, in some places, of two or more organizations in the field, e.g. UNHCR, UNIC and UNICEF in Bonn and Rome; UNDP, UNIC and UNICEF in London; UNHCR and UNICEF in Sydney; and UNIC and UNICEF in Tokyo. Many of the smaller organizations of the system also use the UNDP Resident Representative in effect as their country representative.

556. In 1968 the Director-General of FAO proposed that the Executive Secretaries of the regional economic commissions should also be FAO's regional representatives. This was a far-reaching proposal in the direction of reducing the proliferation of field offices and of closer co-operation between FAO and the regional commissions. It was, however, not approved by the FAO regional conferences. If the latter had been accepted, it would have been an important breakthrough in the rationalization of regional structures; and the example of FAO might well have been emulated by other organizations.

557. The ideal solution might appear to be one combined regional office for all organizations in a particular region and a similar consolidation of area offices. Such a solution, however, does not appear to be practical at this time. Therefore the next best thing would be to have at least a smaller number of offices. It should be possible for example, for the smaller organizations to combine their offices. The possibility of having more joint offices, in the Inspectors' view, merits a study by individual organizations and, if necessary, by ACC.

(7) Policy guidance and control of the regional economic commissions

558. Since the regional economic commissions are subsidiary bodies of the United Nations and their secretariats are an integral part of the United Nations Secretariat, the increased responsibilities and co-ordinating role of the regional commissions amounts, in effect to increased co-ordinating responsibilities of the United Nations.

559. In the performance of their tasks, the regional commissions should be accountable, on the inter-governmental side, to the Economic and Social Council, and on the Secretariat side, to the Secretary-General, as the chief executive of the United Nations.

560. The United Nations Secretariat should develop a more effective machinery able to assist the Secretary-General in regard to the co-ordinating role of the regional commissions at the regional level and to co-ordinate between them and substantive offices at Headquarters and suitable guidelines and directives should be drawn up by the Council

and the Secretary-general to this end. The Regional Economic Commissions' Section, which is at present a part of the Department of Economic and Social Affairs, constitutes already the nucleus of such a machinery.

561. The possibility of placing this machinery under the Executive Office of the Secretary-General should be studied.

562. As a part of the United Nations Secretariat the regional economic commissions and a restructured and strengthened Regional Economic Commissions' Section will, of course, continue to be closely associated with ESA and OTC in respect of the programming and execution of their regional commissions' economic and social activities and the back-stopping thereof, particularly those concerning the regular programme of technical assistance.

## VII. FINDINGS AND CONCLUSIONS

563. In the foregoing pages the Inspectors have studied three main aspects of the regional structures of the United Nations system, namely existing physical structures in the regions; existing co-ordination and co-operation practice among the organizations of the system inter se and with inter-governmental organizations outside the system and non-governmental organizations and the functions and responsibilities exercised, or that should be exercised, by these regional structures in the context of such co-ordination and co-operation.

564. The regional structures of the organizations of the system should take into account: a) the needs of the countries; b) the different economic, social and political circumstances of each region and sub-region; c) the objectives of the Second Development Decade and of the New International Economic Order; d) the implementation at regional and sub-regional levels of the unified approach to development; and (e) the desirability of having a common definition of regions and sub-regions and, as far as possible, of an identical location of regional and sub-regional offices.

565. Since each organization established its field structures in the light of such sometimes un-related factors as its own sectoral needs; the different economic, social and geographical circumstances of each region and sub-region; historical circumstances and even political considerations, there has resulted wide variations between them in the definition and geographical coverage of their regions and sub-regions, in the location of their various field offices and in the type of such offices, as well as in the latter's functions, authority and responsibilities. This underscores the need for effective co-ordination measures.

566. Rationalization of existing regional and sub-regional structures with a view to introducing greater uniformity in their geographical coverage and in the location of field offices is desirable. Indeed, the existence of co-terminous regions and sub-regions and the establishment of the field offices of the different organizations at identical locations would help greatly to improve physical contact and communication between them, thereby facilitating co-ordination and co-operation. There seems urgent need, therefore, for a concerted examination by the whole system of the appropriateness of existing regional and sub-regional structures in the light of the dramatic change in the economic and social situation, the shifting needs and circumstances of each region and the future enhanced role of the system in the implementation of the Strategy for

the Second Development Decade and the Programme for the New Economic Order. In this by no means easy task, the system as a whole, as well as individual organizations would greatly benefit from any guidance and advice as might be available from Governments and such inter-governmental organizations as OAS and OAU.

567. However, the rationalization of physical structures or even the existence of co-terminous regions and sub-regions, assuming that these could be generalized, are only a means to an end, namely the promotion within the system of a unified and integrated approach which could make an effective contribution to the economic and social development of the countries of the regions. The large majority of Member States, in their replies to the Secretary-General's Questionnaire (Document E/5127), have expressed themselves in much the same sense. This aspect needs particular attention.

568. Meanwhile, it is necessary to: a) examine the possibility of making such adjustments and improvements as are necessary to remove some patent anomalies and deficiencies; and b) use the existing structures in a way which ensures maximum co-ordination and co-operation among the organizations of the system, and between these, the Governments and inter-governmental and non-governmental organizations outside the system.

569. As regards a) above, several suggestions have been made in the body of the report. They relate to the consolidation of some offices, the relocation or establishment of others and the re-defining of certain regions and sub-regions. They have been elaborated upon in paragraphs 334 to 342.

570. As regards b), the Inspectors have proceeded from the premise that the three recognized levels of activity, namely country, sub-regional or regional, and global (or headquarters) levels, cannot be considered in isolation but must held together, both because the net result of activities at all levels is assistance to countries in solving their economic and social problems and because development efforts, whatever the level, have interlocking aspects. Each of the three levels of activity should have therefore adequate nexii between them. Each should make an input into the other and programming at any particular level should fully take into account the factors relevant to the others.

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571. In the past, avoidance of duplication was the main theme of co-ordination and co-operation between organizations of the system. While important, this was largely a negative aspect. The positive aspects, namely the pooling and blending of knowledge,

experience and efforts for an integrated approach, both inter-sectoral and in respect of the economic and social factors, is emphasized now not only by Governments but by the organizations of the system themselves. But such an approach, despite its recognized importance, is far from being translated into practice.

572. Admittedly, there has been in recent years an improvement in the quality and range of co-ordination and co-operation between organizations of the system, especially at the country and headquarters levels. But while such efforts are to be welcomed, they are fragmentary and are mostly of a bilateral nature. There is as yet no concerted policy in which, on the basis of teamwork, a cohesive and integrated view of the problems of development in a given region could be taken.

573. Technical co-operation activities are an important part of the activities and programmes of many organizations of the system. It is in this area, therefore, that a unified, integrated and concerted, i.e. "team" approach is most needed. In specific terms, this has to be brought about at all stages of the development assistance process, i.e. in planning and programming, in the execution and in the evaluation of programmes and projects.

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574. A unified, integrated and concerted approach must be developed in the first instance at the country level. Once this is done, the development of such an approach at the sub-regional and regional levels will become easier; and this in turn will facilitate co-ordination at the global level, through ACC or otherwise.

575. At the country level, the guidelines were laid down in the 1970 Consensus, as a result of which country programming under the leadership of the Resident Representative has become more systematic than before. However, serious deficiencies still remain. For example, although since the Consensus the position of the Resident Representative has been strengthened, there are still too many administrative and financial bottlenecks giving rise to red tape and bureaucratic delays; the harmonization of United Nations country programmes with national development plans, both substantive and time-cycle-wise, has not yet been achieved; the project rather than the programme approach, essential for integrated development, still persists; UNDP programmes are not sufficiently co-ordinated with those financed from other sources, including the regular budgets of the organizations; considerations related to sub-regional and regional integration are not yet sufficiently reflected in country programming; the regional economic commissions are not involved in such programming, except

peripherally; and the regional offices of other organizations (except WHO and ILO) have hardly much more to do with it; generally, the United Nations system is not yet sufficiently organized or equipped to render timely and meaningful assistance to Governments in the formulation of their national development plans; and finally, though no less important, there is often lack of co-ordination within the Governments and this, in turn, makes co-ordination more difficult among the organizations of the system.

576. The authority and responsibility of the UNDP Resident Representative should be increased by giving him more decision-making power which, by reducing administrative red tape, would leave him free to devote more time to his substantive duties. In those countries where assistance is sought by the Government in the formulation of its national development plans, he should be given some planning experts on his staff, who could be drawn not merely from developed but developing countries with experience of planning in comparable conditions, from the regional economic commissions and from the technical staff of the regional offices of other sectoral organizations of the system.

577. Teamwork and concerted efforts towards bringing about an integrated approach to country programming require inter-organization programming teams. This, in turn, requires much closer horizontal inter-disciplinary co-ordination among the organizations of the system than has hitherto been the case.

578. In accordance with the various resolutions adopted by the UNDP Governing Council, the Economic and Social Council and the General Assembly, and in line with the Consensus, it is of vital importance to bring the regional economic commissions, which have a large fund of knowledge and experience of the broad spectrum of economic and social problems in the countries of their respective regions, actively into the processes related to country programming. The lien between the regional economic commissions and the UNDP resident representatives should become much stronger and continuous than at present; in preparing country briefs and profiles, the resident representatives should invite the inputs of the regional commissions; the latter should be included in any programming teams of the system; and they should participate fully at all stages in the country programming exercises related to projects of a multi-disciplinary or sub-regional or regional significance.

579. As regards the sectoral organizations of the system, whose regional offices are at present not involved in country programming<sup>70/</sup> and particularly those which have no country offices, the regional offices should be enabled to make their contributions thereto.

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580. Co-ordination and co-operation at the regional level concern both inter-governmental conferences and meetings and the secretariats of the organizations concerned and specifically their offices in the field.

581. To the extent possible, inter-governmental conferences, whether of the minister-level type or of a less institutionalized nature, should be convened jointly by the organization concerned and the regional economic commissions. Such conferences should also be prepared jointly by the convening organizations and the regional commissions.

582. Mutual attendance at such inter-governmental conferences and meetings, though necessary is, because of the proliferation of these in recent years, placing an increasing burden on the organizations of the system. To alleviate this situation, save the valuable time of senior officials and effect economies in travel expenditure, certain concrete measures could be considered. For example, circulation of a preliminary annotated agenda by the convening organization, with indication of possible areas of interest of other organizations and a tentative timetable of the discussions, would help the invited organizations to schedule their attendance accordingly. The possibility of joint representation of two sister organizations should be explored.

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583. At the secretariat level, because of the different patterns of regional structures and varying degree of authority and responsibility exercised by them, the situation is complex and by and large unsatisfactory.

584. A concerted and integrated approach to sub-regional and regional planning and programming is at present virtually non-existent. Each organization prepares its sub-regional and regional programme by and large in isolation from the others. Except for ILO and WHO, and to a lesser extent the regional economic commissions, such

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<sup>70/</sup> WHO regional offices and the decentralized Asia Regional Office of ILO have such responsibility.

necessary, the regional commissions and offices should be given adequate authority and responsibility by their respective headquarters. It is not necessary to have an identical measure of decentralization but the latter should be comparable and sufficient to enable them to play their part effectively in these various processes at the country, sub-regional and regional levels. Those organizations of the system, therefore, which have not already decentralized either completely or to a large extent appropriate authority, responsibility and resources to their regional offices, should move towards the latter position as rapidly as possible.

\* \* \*

594. Existing bilateral and multilateral devices for co-ordination and co-operation, such as standing or ad hoc inter-secretariat working groups, should be used more extensively. The potentialities of the joint divisions or units set up between the regional commissions and some other organizations of the system should be more fully realized, so that they may play a more positive role than at present in developing a common regional strategy and in joint planning and programming. This device could be extended to other sectors and regions.

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595. The effective performance by the regional economic commissions of their enhanced co-ordination responsibilities will require:

- Close rapport between the Executive Secretaries and the heads of other regional offices; and a continuous exchange of views between them, for example, through periodic meetings;
- Strong support to the regional commissions by United Nations Headquarters and such organizations as UNCTAD, UNEP and UNICEF;
- The development of close rapport and co-operation between the regional commissions and UNDP, which should give them the fullest support;
- Strong support to the regional commissions by the headquarters and regional offices of the other organizations of the system;
- The internal re-structuring of the regional commissions so as to enable them to discharge their new responsibilities, such re-structuring being made around their three main functions, i.e. substantive research, studies and analyses; operational responsibilities; and co-ordination and co-operation responsibilities.

596. The question of up-grading the Executive Secretaries to the rank of Under-Secretary deserves also to be studied by the Secretary-General as a matter of urgency.<sup>71/</sup>

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597. A considerable measure of co-operation has been developed over the years between the organizations of the system and many inter-governmental organizations outside it. Such co-operation, however, could be intensified and made more systematic. No hard and fast rules can be laid down as to the manner in which this should be done. Each inter-governmental organization should be treated on its merits. Nevertheless, every organization of the system should examine urgently what further co-operative links and practices are desirable. Such a review should be made at the country, regional and headquarters levels.

\* \* \*

598. Each organization of the system should improve, on a selective basis, its rapport with such non-governmental organizations as are active in fields related to economic and social development. Co-operative arrangements with them, however, need not be as formal as with inter-governmental organizations.

\* \* \*

599. Other issues bearing on a greater efficacy of the regional structures of the United Nations system require examination and action. These include:

- The development of mechanisms for the monitoring of programmes and projects from the point of view of an integrated approach to social and economic development; and enlisting the assistance, i.a., of the regional economic commissions, of the Centre for Social Development and Humanitarian Affairs, the Centre for Development Planning, Projections and Policies at Headquarters and the United Nations Research Institute for Social Development (UNRISD) in Geneva;
- The consolidation of individual public information services in locations where there is a concentration of regional and sub-regional offices, by establishing a joint information centre for all organizations of the system.

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<sup>71/</sup> See the Inspectors' report on "The decentralization of United Nations economic, social and related activities and the strengthening of the regional economic commissions" (JIU/REP/74/5).

- The establishment of an appropriate lien between the regional and ACC levels by inviting representatives of the regional economic commissions to participate, as members of the United Nations team, in meetings of the ACC and of some of its committees and sub-committees (other than those to which they are already invited);
- Extending the practice of joint offices in a given location.

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600. In the performance of their tasks, the regional economic commissions should be accountable, on the inter-governmental side, to the Economic and Social Council, and on the Secretariat side, to the Secretary-General, as the chief executive of the United Nations.

601. The United Nations Secretariat should develop a more effective machinery able to assist the Secretary-General in regard to the co-ordinating role of the regional commissions at the regional level and to co-ordination between them and substantive offices at Headquarters and suitable guidelines and directives should be drawn up by the Council and the Secretary-General to this end. The Regional Economic Commissions' Section constitutes already the nucleus of such a machinery.

602. As a part of the United Nations Secretariat the regional economic commissions and a restructured and strengthened Regional Economic Commissions' Section will, of course, continue to be closely associated with ESA and OTC in respect of the programming and execution of their regional commissions' economic and social activities and the back-stopping thereof, particularly those concerning the regular programme of technical assistance.

## RECOMMENDATIONS

### I. GENERAL

#### Recommendation 1

A review of the definition of regions and sub-regions and location of existing offices in each region and sub-region should, in the context of the changing situation and the new responsibilities of the United Nations system, be undertaken by the organizations of the system, taking into account such guidance and advice as may be available from Governments and regional inter-governmental organizations.

Each organization should, in undertaking this review, take into account:

- (a) the needs of the countries;
  - (b) the economic, social and political circumstances of each region and sub-region;
  - (c) the objectives of the Second Development Decade and of the New International Economic Order;
  - (d) the application of the unified approach to development at the country, sub-regional and regional levels;
  - (e) the desirability as far as possible, of having a common definition of regions and sub-regions and of the identical location of regional and sub-regional offices;
- (paragraphs 22-25, 216-229, 335-342, 498, 564-566).

### II. RATIONALIZATION OF EXISTING REGIONAL STRUCTURES

#### Recommendation 2

Meanwhile and without prejudice to the above, adjustments and improvements should be made with a view to removing some anomalies and deficiencies. For example:

- (a) UNESCO should consider the consolidation of its regional offices in the various disciplines into a single "UNESCO regional office", with sub-offices at such places and in particular disciplines as may be considered necessary (paragraphs 120, 123, 405-410);
- (b) In the Africa region:
  - (i) UNICEF, FAO and WHO should, in consultation with the Governments concerned, consider the question of a uniform treatment of the Maghreb countries as regards their inclusion in a given region (paragraph 339);

- (ii) ECA should examine the question of shifting its sub-regional office in Tangier to Rabat, Algiers, Tunis or Cairo (paragraphs 44, 352-353);
- (c) In the region of the Americas:
  - (i) A re-distribution of staff between ECLA headquarters and its offices in the field and between the latter inter se may be advisable, keeping in view the need for decentralizing functions, authority and responsibility as much as possible (paragraphs 354-357);
  - (ii) ECLA should examine the question of transferring a part of its Mexico City office to Guatemala City to enable that office, in close collaboration with SIECA, to better perform its functions related to the economic integration of Central American States. Similarly, a part of the Bogotá Office should be transferred to Lima to give more effective assistance to the Andean integration movement (paragraph 357);
- (d) In the Asia region:

ESCAP should consider establishing a sub-regional office to cover the area of the Pacific (paragraph 358);
- (e) In the Western Asia region:

Now that Western Asia is constituted as a separate United Nations region, other organizations of the system (i.e. UNICEF, FAO, UNESCO and WHO) should reconsider the definition of their regions and sub-regions in the light of this fact (paragraph 340).

### III. CO-ORDINATION AND CO-OPERATION

#### A. Country level

##### Recommendation 3

- (a) There should be further delegation of decision-making authority and responsibility from UNDP headquarters to the Resident Representative, both on administrative and substantive matters relating to the preparation of country briefs and profiles, contacts and negotiations with Governments and the formulation and approval of programmes and projects (paragraphs 235-236, 447-448, 459, 576);

- (b) The Resident Representative should be better equipped for giving assistance to Governments, whenever sought, in the formulation of its national development plans, by the posting to his staff of planning experts for specific periods, as necessary (paragraphs 235-236, 447-448, 449, 576);
- (c) The regional economic commissions should be brought actively into the processes related to country programming, particularly where multi-disciplinary aspects are concerned (paragraphs 238, 447-448, 454-456, 577-578);
- (d) The regional offices of those organizations of the system which are not at present involved in country programming should also be enabled to make their sectoral contributions to the latter and practical arrangements to this end should be devised by UNDP in consultation with these offices (paragraphs 237, 447-448, 457-458, 579).

B. Regional level

1. Inter-governmental level

Recommendation 4

- (a) As far as possible, ILO, FAO and UNESCO regional Minister-level conferences and regional or sub-regional conferences of a less institutionalized nature should be convened jointly by the organizations concerned and the regional economic commissions (paragraphs 241-244, 465, 581);
- (b) Both types of conferences should be jointly prepared for by the organizations concerned and the regional economic commissions through joint working groups or such other methods as appropriate (paragraphs idem).

Recommendation 5

- (a) As regards mutual attendance at inter-governmental meetings, a preliminary annotated agenda should be prepared and circulated by the secretariat of the convening organization, with an indication of possible areas of interest of other organizations and a tentative time-table of discussions; the invited organizations should arrange with the convening secretariat the timing of their attendance (paragraphs 241-244, 463-465, 582);

- (b) An organization should, whenever possible, arrange to be represented by a sister organization at a given inter-governmental meeting (paragraphs 241-244, 463-464).

## 2. Secretariat level

### A. Decentralization

#### Recommendation 6

- (a) To promote teamwork and a unified and integrated approach to development among the organizations of the system at the regional level, those which have not already decentralized adequate authority and responsibility to their regional offices (i.e. United Nations, FAO and UNESCO) should move rapidly towards that position (paragraphs 43-51, 104-118, 119-150, 343-364, 379-403, 415-430, 493-496, 544-548, 593);
- (b) ILO should as soon as practicable decentralize authority and responsibility to its regional offices for the Americas and for Africa (paragraphs 79-103, 373-378, 493-496, 544-548, 593);
- (c) The extent of authority and responsibility decentralized to regional offices should enable these to:
  - (i) undertake initial programme and project formulation;
  - (ii) participate with other regional offices in joint planning and programming;
  - (iii) execute sub-regional and regional programmes and projects;  
and
  - (iv) participate in programme and project evaluation (paragraphs 495, 544-548, 593);
- (d) Those regional economic commissions which have sub-regional offices (i.e. ECA and ECLA) should delegate authority and responsibility to them to enable them to perform specific functions and tasks (paragraphs 346-351, 496, 544-549).

#### Recommendation 7

Decentralization of functions, authority and responsibility from the headquarters of an organization to its regional and sub-regional offices should be accompanied by an appropriate re-deployment or professional staff and resources (paragraphs 350, 377, 544-548, 550-551, 593).

B. Programme Co-ordination

Recommendation 8

The regional economic commissions should be recognized as having team leadership and responsibility for co-ordination and co-operation at the regional level, with the active support and co-operation of UNDP and the other regional offices (paragraphs 469-470, 586).

Recommendation 9

The Executive Secretary of each regional economic commission should, in association with the Heads of the UNDP regional bureaux, convene an annual regional review and co-ordination meeting to be held at the time of the annual regional meeting of UNDP resident representatives. From such meetings should emerge a framework for the regional programme which should be taken into account by each organization (for details see paragraphs 470-480, 549).

C. Execution of programmes and projects

Recommendation 10

The joint approach should also be applied to the execution of large multi-disciplinary programmes and projects by the more extensive use of such devices as:

- (a) designating an executive agency "in association" with another; sub-contracting a programme or project or parts thereof to an organization other than the designated executing agency, etc. (paragraphs 256-265, 482-485, 590);
- (b) the practice of having joint execution by two or more organizations, one of them being designated as "co-ordinating executing agency" and the manner, methods and stages of such an association being spelt out clearly in the project document (paragraphs idem).

D. Evaluation of programmes and projects

Recommendation 11

- (a) there should be a broader participation than at present of organizations of the system, in particular of the regional economic commissions, in the evaluation of large country, sub-regional or regional programmes and projects, particularly of a multi-disciplinary nature (paragraphs 266, 486-490, 591);

- (b) the regional economic commissions should as a rule be invited to participate in the evaluation also of UNDP-funded sub-regional and regional projects (paragraphs idem).

The above recommendations apply to both mid-term and post-project evaluation.

#### E. Relationship between regional offices

##### Recommendation 12

Existing bilateral arrangements and mutual communication between the regional economic commissions and other organizations of the system and between the latter inter se should be refined and improved and further arrangements should be devised where needed. Specifically:

- (a) Communication between the regional economic commissions, the UNDP regional bureaux, UNDP representatives at the regional and country level and other regional offices should be improved (paragraphs 360-362, 501, 595);
- (b) Regional offices of other organizations and the headquarters of those organizations which have no such offices should keep the regional commissions fully informed of their activities, experiences and the results of their studies and research. Methods should be developed for the automatic communication of all relevant material by a regional office/headquarters to the regional economic commissions and vice-versa. To this end, methods, including the use of computers, may be devised to store and retrieve the required information (paragraphs 504, 595).

##### Recommendation 13

- (a) The FAO/regional economic commissions joint agriculture divisions should be given an enhanced role and be used as much more effective centres than hitherto for the development of a common strategy between FAO and other organizations of the system and the elaboration and harmonization of regional policies in the field of food and agriculture and for joint planning and programming (paragraphs 267-268, 398-401, 509-514, 594);
- (b) Likewise, the UNIDO/ regional economic commissions joint industrial divisions/units should become the centres for developing a common strategy, for elaborating and harmonizing regional policies and for planning and programming in the field of industrial development (paragraphs 267-268, 398-401, 594).

Recommendation 14

Staff from other organizations of the system should be seconded, as necessary, to the regional economic commissions for finite periods and specific purposes (paragraphs 269-272, 515).

Recommendation 15

Where such a practice does not exist at present, the Executive Secretary of a regional economic commission should meet regularly with the heads of other regional offices. Each region should decide upon the frequency and periodicity of such meetings in the light of such circumstances as the geographical and communications factors, the location of offices etc. (paragraphs 250, 253-254, 470, 481, 503, 506, 594).

Recommendation 16

Inter-secretariat groups on particular topics could be set up in those regions where they do not exist at present and should meet periodically at the seat of the regional economic commission headquarters, such periodicity depending on the circumstances of each region (paragraphs 248-251, 255, 481, 503, 505).

Recommendation 17

- (a) Existing liaison arrangements between UNESCO and ECA and other organizations of the system (and OAU) may be strengthened by outposting to Addis Ababa a liaison officer for Science and Technology (paragraphs 37, 130, 273-278, 412, 508);
- (b) UNICEF should strengthen its liaison arrangements with ECA and other organizations of the system (and OAU) by posting a liaison officer to Addis Ababa (paragraphs 37, 67, 73, 273-278, 363, 370-372, 508).

Recommendation 18

The practice of having joint offices, as already established by some organizations in some locations, should be more extensively resorted to (paragraphs 498-499, 555-557, 599).

F. Information activities

Recommendation 19

A study should be sponsored urgently by the ACC in regard to the following:

- (a) In those locations where there is a concentration of field offices of the United Nations system, their individual information services (where these exist) should be consolidated to constitute a single information centre for the whole system (paragraphs 535-541);

- (b) Such structural consolidation should be without prejudice to policy guidance and substantive inputs by the public information services at the various headquarters in respect of their particular sectors (paragraph 538).

G. Co-ordination and co-operation with inter-governmental organizations outside the system and with non-governmental organizations

Recommendation 20

- (a) Each organization of the system should review its existing arrangements for co-operation with particular inter-governmental organizations outside the system and examine what further co-operative links and practices should be developed in the light of their current and future responsibilities (paragraphs 279-307, 521-526, 597);
- (b) The regional economic commissions and the UNDP representatives at the regional and country levels should, well before the commencement of the programming exercises, obtain information from the various inter-governmental organizations about the latter's activities and programmes. This information should be circulated among the various other country, sub-regional and regional offices and taken into account in programme formulation (paragraph 526);
- (c) In the case of inter-governmental organizations which have no offices in the field, the headquarters of the organizations of the system concerned should obtain and circulate all relevant information (paragraphs idem);
- (d) Each organization of the system should, on a selective basis, review its present relationship with the non-governmental organizations with which it deems that co-operation would be mutually beneficial and enter into suitable arrangements; these need not be formal as in the case of inter-governmental organizations (paragraphs 279-307, 527-528, 598).

H. Re-organization of the internal structure of the regional economic commissions

Recommendation 21

The regional economic commissions should re-organize their internal structure so as to be able to discharge their enhanced responsibilities (paragraphs 516-518, 551, 595).

I. Relationship with ACC

Recommendation 22

Where examination of a problem from a global point of view may benefit from the attendance of officials from the secretariats of the regional economic commissions, the latter should be included in the United Nations team at meetings of the ACC, and, as appropriate, of its subsidiary bodies (paragraphs 552-554, 599).

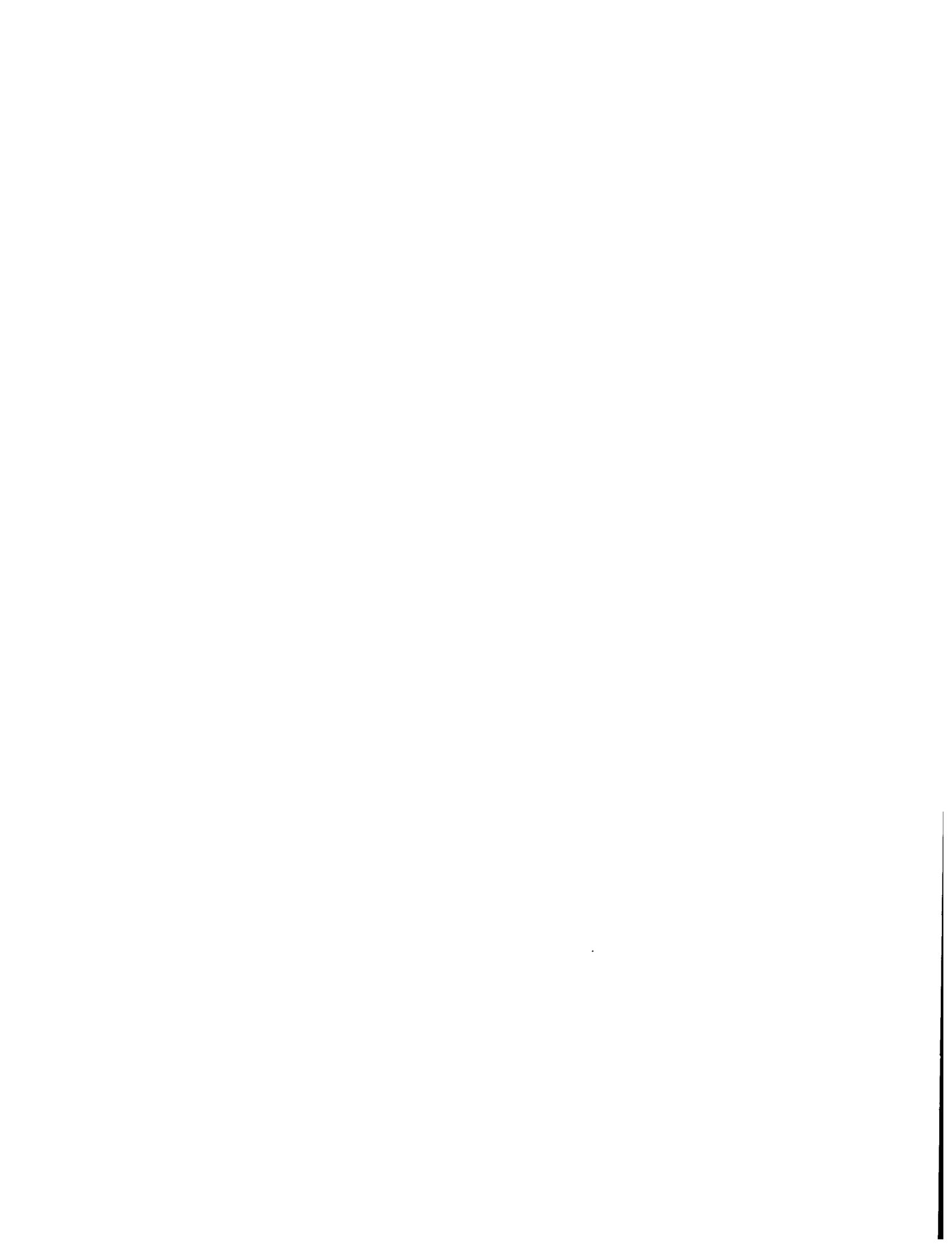
J. Policy guidance and control of the regional economic commissions

Recommendation 23

In the context of the regional economic commissions' new co-ordinating role and the additional responsibilities following therefrom, and in the light of their accountability at the inter-governmental level to the Economic and Social Council and at the secretariat level to the Secretary-General, suitable guidelines and directives should be laid down by the Council and the Secretary-General (paragraphs 558-562, 600-602).

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Additional suggestions figure in paragraphs 317, 322-326, 330-334, 339, 340, 341-342, 358, 363, 369, 371-372, 376-378, 388-397, 410, 412-413, 427-430, 436, 438, 439-440, 443, 444, 452-453, 489-490, 491, 498, 513-514, 519-520, 531 and 534.



ANNEX I

ECOSOC Resolution 1756 (LIV)

Study on Regional Structures

The Economic and Social Council

Recalling General Assembly resolutions 2626 (XXV) of 24 October 1970 and 2688 (XXV) of 11 December 1970,

Recalling further General Assembly resolution 2687 (XXV) of 11 December 1970 and Council resolution 1442 (XLVII) of 31 July 1969, dealing with the role of the regional economic commissions and the United Nations Economic and Social Office at Beirut in the Second United Nations Development Decade, as well as other resolutions of the Assembly and the Council dealing with decentralization of the economic and social activities of the United Nations and strengthening of the regional economic commissions as enumerated in Council resolution 1442 (XLVII),

Stressing the importance of enhancing the role and the usefulness for Member States of the regional offices in the United Nations system,

Mindful of the need of facilitating the application of an integrated approach,

1. Takes note of the report of the Secretary-General entitled "Regional co-operation: study on regional structures",<sup>1/</sup>

2. Reaffirms that the regional economic commissions, in their respective regions, are the main general economic and social development centres within the United Nations system, and calls upon all the organizations and agencies in the system to work closely with the regional economic commissions to achieve the over-all economic and social development objectives at the regional level;

3. Requests the Secretary-General, taking into account the study referred to in paragraph 4 below and any related recommendations, to submit to the Economic and Social Council at its fifty-eighth session a further report on regional structures of the United Nations system aimed at their gradual simplification and adjustment to the realities, needs and aspirations of each region, on the basis of an in-depth analysis of the regional structures of the United Nations system as well as the terms of reference of the respective regional offices, and requests the Secretary-General, in preparing this report, to take into account also:

(a) The opinions of the Member States of the regional economic commissions and the United Nations Economic and Social Office at Beirut;

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<sup>1/</sup> E/5127

(b) The conclusions of current discussions between the United Nations Development Programme and the regional economic commissions;

(c) The points of view of the specialized agencies concerned whose opinions will be requested by the Secretary-General and, wherever feasible, as expressed by their respective regional conferences;

4. Requests the Joint Inspection Unit, for its part, to include in its work programme an in-depth study of the matter, including such recommendations as it may deem appropriate to achieve the above-mentioned purposes.

1855th Plenary meeting  
16 May 1973

## ANNEX II

### Regional structures of the United Nations system (by region and location)

#### 1. Africa

The headquarters of the Economic Commission for Africa (ECA) is in Addis Ababa.<sup>1/</sup> ECA has four "sub-regional offices" - in Kinshasa, Lusaka, Niamey and Tangier.

The UNCTAD/GATT International Trade Centre is also in Addis Ababa. UNDP has a "Regional Representative's Office" there, as well as a "Regional Office" in Lusaka. UNEP's headquarters is in Nairobi. UNHCR has a "Regional Liaison Office" in Addis Ababa and "regional chiefs of mission" in Dakar and Kinshasa. UNICEF has "regional offices" in Abidjan, Lagos and Nairobi<sup>2/</sup>; "area offices" in Addis Ababa, Algiers, Brazzaville, Cairo, Dakar and Lusaka; and "liaison offices" in Dar-es-Salaam and Kampala. UNIDO has a Joint Division and ITU a Joint Unit with ECA.

ILO has a "Regional Office" in Addis Ababa; "area offices" in Algiers, Cairo, Dakar, Dar-es-Salaam, Lagos, Lusaka and Yaounde; and a "Country Representative" in Kinshasa.

FAO has a Joint Division with ECA at Addis Ababa and two "regional offices": one in Accra, which covers most of the countries of the African continent; the other, for the Near East, in Cairo which, however, includes such African countries as Libya, Somalia, Sudan and the Egyptian Arab Republic.<sup>3/</sup> It has "field offices" covering several countries, most of which are attached to the offices of UNDP resident representatives as "Senior Agricultural Advisers", i.e. in Bangui, Dakar, Niamey, and Tananarive. Lastly, it also has a number of "sub-field offices" (likewise, more often as not, attached to the UNDP resident representatives as "Senior Agricultural Advisers" and which in some cases cover more than one country too.

UNESCO's "Regional Office for Education" is located in Dakar. It has also two regional offices for Science and Technology - in Nairobi and in Cairo.<sup>4/</sup>

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<sup>1/</sup> For the readers' convenience the Inspectors include in this report a glossary listing, in the alphabetical order, all the locations mentioned and the countries in which they are situated.

<sup>2/</sup> These act also as area offices for neighbouring countries.

<sup>3/</sup> Ethiopia at one time came under that office too, but later chose to be covered by the Accra office. Cyprus is served from FAO's Cairo office, although it is in the European region.

<sup>4/</sup> UNESCO in 1974 had a Regional Office for Culture in Yaounde.

WHO has two "regional offices" in Africa - in Brazzaville and in Alexandria. The latter, which is called the "Regional Office for the Eastern Mediterranean", includes of the African countries only Ethiopia, Libya, Somalia, Sudan, Tunisia and the Egyptian Arab Republic, Algeria and Morocco being covered by its European Office in Copenhagen. The WHO "Regional Office" in Brazzaville covers virtually all the other countries of Africa.<sup>5/</sup> Lastly, it has "liaison offices" in Addis Ababa and Cairo.

IBRD has a "Regional Mission" in Nairobi and a "Permanent Mission" in Abidjan. Lastly, ICAO has two "regional offices" - for Africa generally, in Dakar, and, i.a. for Eastern Africa in Cairo (the other countries covered by the latter being of the Western Asia region).<sup>6/</sup>

The main concentration of offices of the system as at 22 May 1974<sup>7/</sup> were at the following locations:

Addis Ababa: (15): United Nations: Information Service (UNIS)  
ECA: Headquarters  
UNCTAD/GATT International Trade Centre  
UNDP: Regional Representative's office/  
resident representative  
UNHCR: Regional Liaison Office  
UNICEF: Area Office  
UNIDO: Industrial Development Field Adviser<sup>8/</sup>  
UN/FAO/WFP: Field Staff

ILO: Regional Office

FAO: Field Office /Senior Agricultural Adviser  
(common premises with ECA/FAO Joint  
Agriculture Division)  
Liaison Office with ECA and OAU

UNESCO: Country Representative/Liaison Office with  
ECA and OAU

WHO: WHO Representative/Liaison Office with ECA  
and OAU

IBRD: Resident Mission

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<sup>5/</sup> South Africa and Rhodesia have been excluded by the World Health Assembly.

<sup>6/</sup> Though neither the African Development Bank (ADB), nor the African Institute for Economic Development and Planning (AIEDP) in Dakar, are United Nations institutions as such, they have extensive ties with the organizations of the system. Unlike its counterparts in Santiago and Bangkok, AIEDP is handicapped by being located away from ECA headquarters.

<sup>7/</sup> Updated by the Inspectors as far as possible.

<sup>8/</sup> Attached to the UNDP Resident Representative.

Cairo (14): United Nations: Information Centre (UNIC)  
UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Area Office  
UNHCR: Branch Office  
UNRWA: Administrative Office  
UNIDO: Industrial Development Field Adviser<sup>9/</sup>  
UN/FAO/WFP: Field Staff

ILO: Area Office

FAO: Regional Office  
Field Office/ Senior Agricultural Adviser

UNESCO: Regional Office for Science and Technology

WHO: Liaison Office

ICAO: Regional Office

Dakar (13): United Nations: Information Centre (UNIC)  
UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Area Office  
UNHCR: Regional Chief of Mission  
UNIDO: Industrial Development Field Adviser<sup>9/</sup>

ILO: Area Office

FAO: Field Office<sup>10/</sup>/Senior Agricultural Adviser

UNESCO: Regional Office for Education

WHO: WHO Representative

ICAO: Regional Office

Nairobi (13): United Nations: Information Centre (UNIC) (was to open in 1974)  
UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Regional and Area Offices  
UNHCR: Branch Office  
UNEP: Headquarters and Regional Office  
UNIDO: Industrial Development Field Adviser<sup>9/</sup>

FAO: Field Office/Senior Agricultural Adviser

UNESCO: Regional Office for Science and Technology

WHO: WHO Representative

IBRD: Regional Mission

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<sup>9/</sup> See footnote 8

<sup>10/</sup> Covers two countries

Lagos (12): United Nations: Information Centre (UNIC)  
UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Regional and Area offices  
UNIDO: Industrial Development Field Adviser<sup>11/</sup>  
FAO: Field Office/Senior Agricultural Adviser  
UNESCO: Chief of Mission  
WHO: WHO Representative  
IBRD: Resident Mission

Lusaka (11): United Nations: Information Centre (UNIC)  
ECA: Sub-regional Office  
UNDP: Regional Representative  
UNICEF: Area Office  
UNHCR: Branch Office  
UNIDO: Industrial Development Field Adviser<sup>11/</sup>  
UN/FAO/WFP: Field Staff  
ILO: Area Office  
FAO: Field Office/Senior Agricultural Adviser  
WHO: WHO Representative  
World Bank Group: Resident Mission

Kinshasa (10): United Nations: Information Centre (UNIC)  
ECA: Sub-regional Office  
UNDP: Resident Representative  
UNHCR: Regional Chief of Mission  
UNIDO: Industrial Development Field Adviser<sup>11/</sup>  
UN/FAO/WFP: Field Staff  
ILO: Country Representative  
FAO: Field Office/Senior Agricultural Adviser  
WHO: WHO Representative  
IBRD: Resident Mission

Other offices of various types (i.e. "regional", "sub-regional", "branch", "area", "country", etc.) were located elsewhere, the largest concentrations being in Abidjan, Accra, Algiers, Dar-es-Salaam, Khartoum and Yaounde (8 each); Tunis (7); Bujumbura, Niamey and Rabat (6); and Brazzaville, Kampala and Tananarive (5). Six other cities had four offices, ten had three, five had two and eleven had one each.

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<sup>11/</sup> See footnote 8

## 2. The Americas

The United Nations Economic Commission for Latin America (ECLA) has its headquarters in Santiago. ECLA has other offices in Bogotá, Buenos Aires, Mexico City, Montevideo, Port of Spain and Rio de Janeiro.<sup>12/</sup> It also has a "Liaison Office" in Washington D.C., whose principal function is to maintain contact with the United States Government, other embassies and banks, as well as with the secretariat of the Organization of American States (OAS).

The UNCTAD/GATT International Trade Centre is in Santiago; UNCTAD has a "Liaison Office" in New York. UNDP's headquarters is in New York; it has a "Liaison Office" in Washington D.C.; it has no regional offices in the Americas but some of its resident representatives there are responsible, in addition to their country duties, i.a., for the co-ordination with the secretariats of regional integration bodies and for sub-regional activities, i.e. in Buenos Aires - for the Plata River Countries (CIC); Georgetown - for CARICOM and Caribbean sub-regional programmes; Guatemala City - for SIECA and Central American programmes; and Lima - for the "Andean Group" and Andean programmes. UNEP has a "Liaison Office" in Mexico City. UNHCR's "Regional Office" is in New York. UNICEF has a "Regional Office" in Santiago and "area offices" in Bogotá, Guatemala City, Lima and Mexico City. UNIDO has a "Liaison Office" in New York, as do WFP and IAEA. WFP has also "field co-ordinators" in Mexico City and Santiago.

ILO's "Regional Office" is in Lima; it has also "area offices" in Buenos Aires, Mexico City, Port of Spain, San José and Santiago (the latter acts also as "Liaison Office" with ECLA).. Lastly, it has "Branch Offices" in Ottawa, Rio de Janeiro and Washington D.C., a "Sub-office in Brasilia, and a "Liaison Office" in New York.

FAO has a Joint Division with ECLA; a "Regional Office" in Santiago; and field offices/ Senior Agricultural Advisers which cover more than one country, i.a. in Port of Spain (which covers 15 countries in the Caribbean) and San Salvador (6 countries in Central America). It also has "liaison offices" in New York and Washington D.C.

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<sup>12/</sup> Depending on the document in which they are mentioned, ECLA's offices away from Santiago are referred to variously as "branch", "sub-regional" or (as in ECLA's annual reports to the Council) simply "offices". The Inspectors use the latter term.

UNESCO has "regional offices" for Education in Santiago, for Culture in Havana and for Science and Technology in Montevideo, as well as a "Liaison Office" with UN Headquarters in New York.

Under particular constitutional provisions and an agreement concluded for the purpose by the two organizations, the Pan American Sanitary Bureau (PASB), acts as WHO's "regional office" for both North and South America, there being no regional office in Latin America proper. WHO, however, has several "zone offices", each covering a number of countries - in Brasilia, Buenos Aires, Caracas, Guatemala City, Lima, Mexico City and Rio de Janeiro. It also has a "Liaison Office" in New York.

The headquarters of the IBRD and IMF are in Washington, D.C.; the latter has a "Liaison Office" in New York.

Lastly, ICAO's headquarters is in Montreal; it has "regional offices" in Lima and Mexico City.<sup>11/</sup>

The main concentration of offices of the system as at 22 May 1974 were at the following locations:

<u>New York</u>	(19):	United Nations:	Headquarters
			UNDP: Headquarters
			UNFPA: Headquarters
			UNHCR: Regional Chief of Mission
			UNICEF: Headquarters
			UNRWA: Liaison Office
			UNCTAD: Liaison Office
			UNIDO: Liaison Office
			UNITAR: Headquarters
			UN/FAO/WFP: Liaison Office
		ILO:	Liaison Office
		FAO:	Liaison Office
		UNESCO:	Liaison Office
		WHO:	Liaison Office
		IBRD:	Sub-Marketing Office
		IMF:	Liaison Office
		IAEA:	Liaison Office

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<sup>13/</sup> The Latin American Institute for Economic and Social Planning (ILPES) is also located in Santiago. Though not a United Nations institution as such, it too, has close ties with the system.

Santiago (14): United Nations: Information Centre  
ECLA: Headquarters  
UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Regional Office  
UNEP: Liaison Office  
UNIDO: Industrial Development Field Adviser <sup>14/</sup>  
UN/FAO/WFP: Field Staff  
ILO: Liaison Office  
FAO: Regional and Field offices/Senior Agricultural Adviser  
UNESCO: Regional Office for Education  
WHO: WHO Representative

Mexico City (12): United Nations: Information Centre (UNIC)  
ECLA: Branch Office  
UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Area Office  
UNIDO: Industrial Development Field Adviser <sup>14/</sup>  
UN/FAO/WFP: Field Staff  
ILO: Area Office  
FAO: Field Office/Senior Agricultural Adviser  
UNESCO: Chief of Mission  
WHO: Zone Office  
ICAO: Regional Office

Washington D.C.: (10): United Nations: Information Centre (UNIC)  
ECLA: Liaison Office  
UNDP: Liaison Office  
ILO: Branch Office  
FAO: Liaison Office  
WHO/PAHO: Regional Office  
IBRD: Headquarters  
IMF: Headquarters

Other offices of various types are located elsewhere, the largest concentrations being in Bogotà and Lima (9 each); Buenos Aires and Port of Spain (8); Rio de Janeiro (7); Brasilia (6); and Asuncion, Guatemala City, La Paz and Montevideo (5). Seven other cities had four offices, three had three, two had two and two had one each.

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<sup>14/</sup> See footnote 8

### 3. Asia

The Economic and Social Commission for Asia and the Pacific (ESCAP, formerly ECAFE) is headquartered in Bangkok. The Commission has no sub-regional offices.

The UNCTAD/GATT International Trade Centre is likewise in Bangkok, UNDP has a "Regional Representative's Office" there (which covers also Hong Kong)<sup>15/</sup> and two others - in Kuala Lumpur (which covers also Brunei and Singapore) and in Manila (which covers the Western Pacific). UNHCR has a "Regional Chief of Mission"; UNEP a "Liaison Office" and UNICEF a "Regional" and an "Area" offices there. The latter has another "Regional Office" in New Delhi and another "Area Office" in Manila. UNIDO has a Joint Division and ITU a Joint Unit with ESCAP.

ILO has a "Regional Office" in Bangkok and "area offices" in Dacca, Islamabad, Jakarta, Manila, and New Delhi, as well as a "Branch Office" in Tokyo.

FAO has a Joint Division with ESCAP, a "Regional Office" in Bangkok and "field offices" (doubling as "Senior Agricultural Advisers" attached to the UNDP Resident Representative) in Apia, (which covers twelve countries in the Western Pacific), Colombo (covering another two countries), and Kuala Lumpur (covering three countries).

UNESCO's "Regional Office for Education" is in Bangkok, as is its "Regional Adviser for the Conservation and Development of Monuments and Sites in South Eastern Asia". Its regional offices for Science and Technology are in Jakarta and New Delhi and its "regional advisers" for, respectively, culture and the social sciences are also in Jakarta.

WHO's "Regional Office for South-East Asia" is located in New Delhi, but some Asian countries (e.g. Afghanistan, Iran and Pakistan) are included in WHO's region for the "Eastern Mediterranean" and are served by its Regional Office in Alexandria, while others are served by its "regional Office for the Western Pacific" in Manila. WHO maintains, in addition, a permanent "Liaison Office" at the headquarters of ESCAP in Bangkok.

<sup>15/</sup> The UNDP Resident Representative in Bangkok maintains contact with ESCAP and attends its meetings, as well as inter-agency meetings called by the Executive Secretary, but has not been designated and is not, strictly speaking, a Liaison Officer with the Commission.

The IBRD has a "Regional Mission" in Bangkok and a "Resident Mission" in Kabul (which also covers Europe, the Middle East and North Africa). ICAO has a "Regional Office" in Bangkok.<sup>16/</sup>

The main concentrations of offices of the system in Asia as at 22 May 1974<sup>17/</sup> were at the following locations:

Bangkok (18): United Nations: Information Centre (UNIC)  
ESCAP: Headquarters  
UNDP: Regional Representative's office  
UNEP: Liaison Office  
UNFPA: Field Co-ordinator/Resident Representative  
UNHCR: Regional Chief of Mission  
UNICEF: Regional and Area offices  
UNIDO: Industrial Development Field Adviser<sup>18/</sup>

ILO: Regional Office

FAO: Regional and Field Office/Senior Agricultural Adviser

UNESCO: Regional Office for Education/Chief of Mission for Thailand  
Regional Adviser for the Conservation and Development of Monuments and Sites in South East Asia.

WHO: WHO Representative/Liaison Office with ESCAP

IBRD: Regional Mission

ICAO: Regional Office

New Delhi (13): United Nations: Information Centre (UNIC)  
UNDP Resident Representative  
UNHCR: Branch Office  
UNICEF: Regional and Area Offices  
UNIDO: Industrial Development Field Adviser<sup>18/</sup>  
UN/FAO/WFP: Field Staff

ILO: Area Office

FAO: Field Office/Senior Agricultural Adviser

UNESCO: Regional Office for Science and Technology/Chief of Mission for India

WHO: Regional Office and WHO Representative

IBRD: Resident Mission

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<sup>16/</sup> The Asian Institute for Economic Development and Planning (AIEDP), and the Asian Statistical Institute (ASI), both in Bangkok; and the Asian Development Bank (ADB) in Manila, though not, properly speaking, United Nations institutions, maintain close links with the system.

<sup>17/</sup> See footnote 7.

<sup>18/</sup> See footnote 8.

Jakarta (10): United Nations: UNDP: Resident Representative  
UNFPA: Field Co-ordinator  
UNICEF: Field Office  
UNIDO: Industrial Development Field Adviser<sup>19/</sup>  
UN/FAO/WFP: Field Staff

ILO: Area Office

FAO: Field Office/Senior Agricultural Adviser

UNESCO: Regional Office for Science and Technology

WHO: WHO Representative

IBRD: Resident Mission

Other offices of various types were located elsewhere, the largest concentration being in Islamabad and Manila (9 each); Colombo (8); Kabul, Kathmandu and Teheran (7); Dacca and Seoul (6); and Apia, Kuala Lumpur and Tokyo (5). Two other cities had four each, three had three, six had two and eight had one each.

#### 4. Europe

Geneva is the seat of the "Office of the United Nations" there; of the United Nations Regional Economic Commission for Europe (ECE) and of such programmes as the United Nations Disaster Relief Office (UNDRO) and the Division of Narcotic Drugs, the United Nations Volunteers etc. ECE has no sub-regional offices. UNDP has a "Regional Office" in Geneva (which covers programme matters in those countries of Europe where there is no UNDP office) UNEP a "Regional Liaison Office" and UNICEF a "Director for Europe and North Africa". Both UNHCR and UNCTAD are headquartered there.

Geneva is the headquarters of ILO, ITU, WHO and WMO. FAO has an "Administrative Office" there. UNESCO's International Bureau of Education is also located in Geneva, as is the UNCTAD/GATT International Trade Centre. Lastly, IMF and IAEA have "liaison offices" there. UNHCR has "branch offices" in Ankara, Athens, Bonn (jointly with UNICEF), Brussels, The Hague, London, Paris, Rome and Vienna. UNICEF has "branch offices" in Bonn (jointly with UNHCR) and Rome (jointly with UNIC), as well as a "Special Branch Office" in Traiskirchen and a "Packing and Assembly Centre" in Copenhagen. UNIDO's headquarters is in Vienna and WFP's in Rome.

ILO has "branch offices" in Bonn, London, Moscow, Paris and Rome, as well as an "Area Office" in Istanbul and an "Area/Liaison Office" with the EEC in Brussels. It also has a "Regional Office for the Middle East and Europe" which is part of its Geneva headquarters.

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<sup>19/</sup> See footnote 8.

FAO's headquarters is in Rome. It has a "Regional Office" in Rome attached to Headquarters, which covers all European countries except Cyprus, Malta and Turkey (the USSR is not a member of FAO).

WFP's headquarters is in Rome; UNESCO's in Paris; IMCO's in London and UPU's in Berne.

WHO's "Regional Office for Europe" is located in Copenhagen, it also covers Algeria and Morocco. IBRD has a "European Office" in Paris and both IMF and ICAO have "regional offices" there.

The main concentrations of offices in Europe as at 22 May 1974<sup>20/</sup> were at the following locations:

Geneva (23): United Nations: Office of the United Nations at Geneva  
Information Centre (UNIC)  
ECE: Headquarters  
UNCTAD: Headquarters  
UNDP: Regional Director  
UNEP: Regional Liaison Office  
UNHCR: Headquarters  
UNICEF: Regional and Area offices  
UNITAR: Branch Office  
UNRWA: Liaison Office  
UN/FAO/WFP: Liaison Office

ILO: Headquarters (including the Regional Office for Middle East and Europe)

FAO: Administrative Office

UNESCO: International Bureau of Education

WHO: Headquarters

IMF: Liaison Office

ITU: Headquarters

WMO: Headquarters (including regional offices for Africa and Latin America)

IAEA: Liaison Office

Paris: (10): United Nations: Information Centre (UNIC)  
UNHCR: Branch Office  
UN/FAO/WFP: Liaison Office

ILO: Branch Office

UNESCO: Headquarters

World Bank Group: Sub-office and Special Representative

IMF: Regional Office

ITU: Regional Office

<sup>20/</sup> See footnote 7.

Other offices of various types were located elsewhere, the largest concentrations being in Rome (8), Ankara (7) and London and Vienna (6 each). One other city had four offices, four had three, four had two and fourteen had one each.

5. Western Asia

Beirut is the headquarters of the Regional Economic Commission for Western Asia (ECWA), as it was, prior to 1 January 1974, that of UNESOB. ECWA has no sub-regional offices. UNIDO has a Joint Division and ITU a Joint Unit with ECWA.

Beirut is also the headquarters of the "regional offices" of UNHCR and UNICEF and UNEP has a "Liaison Office" there. UNICEF also has an "Area Office" in Abu Dhabi and UNDP a "Sub-regional Office" in Manama and "sub-offices" in Doha and Muscat.

ILO's "Regional Office for the Middle East" (which covers also Europe) is attached to the Organization's Geneva Headquarters; it has an "Area Office" in Beirut. UNESCO's Regional Office for Education is in Beirut<sup>21/</sup> and WHO has a "Liaison Office" there.

Other organizations cover the Western Asia region from offices located in other regions, e.g. FAO and ICAO in Cairo, WHO in Alexandria and the IBRD in Kabul. On the other hand, UNICEF's Regional Office in Beirut covers most Arab League countries of Africa; it also supervises the UNICEF "Area Office" in Cairo, which serves Libya and the Arab Republic of Egypt.

There was at 22 May 1974<sup>22/</sup> in Western Asia only one location with a large concentration of offices of the system:

Beirut (15):	United Nations:	Information Centre (UNIC)
		ECWA: Headquarters
		UNDP: Resident Representative
		UNEP: Liaison Office
		UNFPA: Field Co-ordinator
		UNHCR: Regional Chief of Mission
		UNICEF: Regional and Area Offices
		UNRWA: Headquarters and Field Office
		UN/FAO/WFP: Field Staff
	ILO:	Area Office
	UNESCO:	Regional Office for Education
	WHO:	Liaison Office

Three other cities had five offices each, two had four, two had three, three had two and twenty had one each.

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<sup>21/</sup> Its Regional Office for Science and Technology is in Cairo.

<sup>22/</sup> See footnote 7.

### ANNEX III

#### Offices of the United Nations Development Programme (UNDP) (by country)

##### Africa:

Algeria, Arab Republic of Egypt, Botswana, Burundi, Central African Republic, Chad, Congo (People's Republic of), Dahomey, Equatorial Guinea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Ivory Coast, Kenya, Lesotho, Liberia, Libyan Arab Republic, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Somalia, Sudan, Swaziland, Togo, Tunisia, Uganda, United Republic of Cameroon, United Republic of Tanzania, Upper Volta, Zaïre, Zambia.

##### Americas:

Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay, Venezuela.

##### Asia:

Afghanistan, Bangladesh, Burma, India, Indonesia, Iran, Khmer Republic, Laos, Malaysia, Mongolia, Nepal, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Sri Lanka, Thailand, Viet-Nam.

##### Europe:

Cyprus, Greece, Israel, Romania, Switzerland, Turkey, USSR, Yugoslavia.

##### Western Asia:

Bahrain, Democratic Yemen, Iraq, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, Syrian Arab Republic, Yemen Arab Republic.



ANNEX IV

Location and geographical coverage of the  
International Labour Organisation's offices in the field

<u>Office</u>	<u>Location</u>	<u>Geographical coverage</u>
<u>Regional Office for Africa</u>	Addis Ababa	Africa, through Area Offices and Country Representative's Offices, and Ethiopia directly.
Area Office	Algiers	Algeria, Libyan Arab Republic, Morocco, Tunisia.
Area Office	Cairo	Arab Republic of Egypt, Sudan
Area Office	Dakar	Gambia, Guinea, Liberia, Mauritania, Mali, Senegal, Sierra Leone.
Area Office	Dar-es-Salaam	Comoro Islands, French territory of the Afars and Issas, Kenya, Malagasy Republic, Mauritius, Reunion, Seychelles, Somali Republic, Tanzania and Uganda.
Area Office	Lagos	Dahomey, Ghana, Ivory Coast, Niger, Nigeria, Togo, Upper Volta.
Area Office	Lusaka	Botswana, Lesotho, Malawi, Swaziland, Zambia
Area Office	Yaounde	Cameroon, Central African Republic, Chad, Congo, Equatorial Guinea, Gabon
Country Representative	Kinshasa	Burundi, Rwanda, Zaïre.
<u>Regional Office for the Americas</u>	Lima	Latin America and the Caribbean, through Area, Liaison and Branch Offices, and directly: Bolivia, Brazil, Colombia, Ecuador, Peru, Venezuela.
Area Office	Buenos Aires	Argentina, Paraguay, Uruguay
Area Office	Mexico City	Belize, Cuba, Dominican Republic, Haiti, Mexico.
Area Office	Port-of-Spain	Antigua, Bahamas, Barbados, Bermuda, British Virgin Islands, Cayman Islands, Dominica, Granada, Guyana, Jamaica, Monserrat, Netherlands, Antilles, St. Christopher (St. Kitts), Nevis, Anguilla, St. Lucia, St. Vincent, Surinam, Trinidad and Tobago, Turks and Caicos Is.
Area Office	San José	Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama.
Area Office	Santiago	Chile
Branch Office Sub-office	Rio de Janeiro Brasilia	Brazil

<u>Office</u>	<u>Location</u>	<u>Geographical Coverage</u>
<u>Regional Office for Asia:</u>	Bangkok	Asia, through Area, Country Representatives and Branch Offices and directly: Australia, Burma, China, Hong Kong, Japan, Khmer Republic, Laos, Malaysia, New Zealand, Singapore, South Pacific, Thailand, Viet-Nam.
Area Office	Dacca	Bangladesh
Area Office	Djakarta	Indonesia
Area Office	Islamabad	Pakistan
Area Office	Manila	Republic of Korea and Philippines
Area Office	New Delhi	Bhutan, India, Maldives Islands, Nepal, Sri Lanka
Branch Office	Tokyo	Japan
<u>Regional Office for Middle East/Europe:</u>	Geneva	1. Middle East through offices in Beirut and Istanbul and Country Representative's Office in Teheran. 2. Europe through Branch Offices and Correspondents in certain countries. Other countries direct from Regional Office. 3. Mongolia.
Area Office	Beirut	Kuwait through Country Representative's Offices in Kuwait and directly: Bahrain, Iraq, Jordan, Lebanon, Oman, People's Democratic Republic of Yemen, Qatar, Saudi Arabia, Syria, United Arab Emirates, Yemen Arab Republic.
Country Representative	Kuwait	See above.
Area Office	Istanbul	Cyprus, Greece, Israel, Turkey
Country Representative	Teheran	Afghanistan, Iran
Area Office (ILO Liaison Office)*	Brussels	Benelux countries
Branch Office	Bonn	Federal Republic of Germany
Branch Office	London	United Kingdom
Branch Office	Moscow	USSR
Branch Office	Paris	France
Branch Office	Rome	Italy
Correspondent	Belgrade	Yugoslavia

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\* / with European communities and Benelux countries.

<u>Office</u>	<u>Location</u>	<u>Geographical Coverage</u>
Correspondent	Sofia	Bulgaria
Correspondent	Warsaw	Poland
<u>Other Offices</u>		
Branch Office	Ottawa	Canada
Branch Office	Washington D.C.	United States
Liaison Office with UN*/	New York	

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\*/ This office acts as an agent of ILO headquarters in maintaining liaison with UN headquarters; it is therefore not part of the ILO regional structure and is not considered below.

