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GENERAL

E/5524/Add.4
20 June 1974

ORIGINAL: ENGLISH

**Fifty-seventh session
Agenda item 21 (e)**

CO-ORDINATION

**REVIEW OF THE AGREEMENTS BETWEEN THE UNITED NATIONS
AND THE SPECIALIZED AGENCIES AND THE INTERNATIONAL
ATOMIC ENERGY AGENCY**

**Descriptive and analytical report on the past and present relationship
between the United Nations and the specialized agencies**

Report of the Secretary-General

**IV. AGREEMENTS AND ARRANGEMENTS SINCE THE CONCLUSION
OF THE RELATIONSHIP AGREEMENTS**

1. The conclusion of formal agreements between the specialized agencies was specifically envisaged in their relationship agreements with the United Nations. There have been 15 such agreements - governing over-all relations between the contracting organizations - whose main provisions are outlined in Section A below. The same section also covers the "working arrangements" entered into by WMO with some of the agencies ^{1/} and the arrangements governing the relations between IMF and GATT, and IBRD and IMF, respectively.
2. Section B of this chapter deals with the agreements and arrangements subsequently concluded by the United Nations and the specialized agencies to regulate their relations in specific fields, and section C with the arrangements governing the operations of the various Programmes and Funds established by the United Nations.
3. As is mentioned in the previous part of the present report (E/5524/Add.3), within the broad framework of their basic instruments and agreements, organizations have, over the years, developed a considerable body of practices, both on matters provided for in their relationship agreements and in regard to many new types of activity not originally contemplated. These practices are sometimes reflected in formal agreements entered into by organizations to regulate their relations in respect to certain specific programme or operational sectors. In other cases, the development of co-operative arrangements is the result of other types of formal actions, such as decisions taken by the Economic and Social Council or the General Assembly, or decisions taken in succession by the governing bodies of two or more organizations, or agreements reached in ACC. In yet other cases, measures to promote interagency co-operation are the result of informal consultations, unwritten understandings or ad hoc arrangements of various kinds.
4. Obviously, arrangements stemming from formal agreements or decisions are easier to identify and classify than other types of arrangements; they constitute therefore a significant part of the material included in this chapter. It should be remembered, however, that in terms of their actual impact on the over-all operations of the system - including the apportionment of responsibilities, and the establishment of forms of joint action - informal or ad hoc procedures often play as important a part as formal arrangements. Thus, the degree of formality of the arrangements has been only one of the criteria used in the selection of the arrangements to be described, and some examples of informal arrangements of various types - to the extent that they appeared to have a certain degree of permanence beyond the undertaking of a specific project or programme - have also been included.

^{1/} Although not formally falling within the category of "interagency agreements", as defined in the relationship agreements, these "arrangements" serve the same basic purposes and contain, in abbreviated form, similar provisions.

5. Although the authority in each agency (legislative body/governing body/executive heads) under which the various arrangements have been concluded is generally indicated, no attempt has been made to draw a clear-cut distinction between intergovernmental and intersecretariat arrangements and agreements. It should be noted in this connexion that even agreements concluded by the executive heads, under their own authority, are usually taken note of by the governing bodies, or otherwise brought to their attention, and, where appropriate, authorization to take steps contemplated in understandings reached at executive level is sought.

6. In view of the emphasis placed in Economic and Social Council resolution 1768 (LIV) on arrangements concerning operational activities, every effort has been made to cover as fully as possible the main forms of bilateral or multilateral working arrangements concluded within the system in respect to technical assistance. However any description of such arrangements covering the entire system cannot but be incomplete since a majority of these arrangements are the result of ad hoc informal consultations at the working level, which are not readily available. Arrangements of a more far-reaching and permanent nature generally form part of the ground rules governing the operations of the Programmes and Funds financing such assistance (for example, UNDP rules concerning the designation of executive agencies and country programming) and they have, therefore, been analysed from a central point of view, rather than from the vantage point of individual organizations or fields of activity. It might be added that many of the interagency arrangements described below - such as those relating to the apportionment of responsibilities between two or more organizations in a given area - are designed to apply to all headquarters and field activities in that area, both operational and substantive. No clear-cut distinction between these two types of arrangements is therefore possible.

7. Co-operative arrangements with other organizations have proved necessary in respect to most of the programme areas in which the system is involved. Within these many areas, an attempt has been made to identify those which, because of overlapping or complementary competences of organizations, have especially required the conclusion of formal or informal arrangements between pairs of organizations. The following five programme areas have been selected in this connexion:

(a) Questions relating to vocational training, within the broad area of education and training;

(b) Questions relating to occupational health and social security, and to rights and conditions of employment of workers, within the broad field of labour and employment;

(c) Questions relating to nutrition, land reform, co-operatives, and health aspects of plant and animal production, within the broad field of food and agriculture;

(d) Marine science; and

(e) Water resources. 2/

8. Accordingly, the main co-operative arrangements concluded between the United Nations and individual agencies and between agencies, after the conclusion of their relationship agreements, are described in section B below, according to the broad functional headings mentioned above. Arrangements in other areas such as science and transport and communications are also briefly described.

9. As mentioned in document E/5524/Add.3, one of the main trends that have characterized the period under review has been a regionalization and, generally, a decentralization of activities. The establishment of the regional economic commissions, in particular, has necessitated the conclusion of a number of agreements and arrangements with existing organizations in order to work out a division of work on matters of common concern. These arrangements, however, should be regarded as part of broader co-operative arrangements concluded between the United Nations and the agencies concerned, and have, therefore, been described under the programme headings listed above.

10. On the other hand, the arrangements made in connexion with the operation of the various United Nations Programmes and Funds have been described more extensively in section C below and classified according to the United Nations Programme to which they refer. This has been done because of the special importance of these arrangements in the context of the present review, particularly in view of the close links of these organizations with the United Nations and the Economic and Social Council, and the fact that many of the relevant arrangements are of general application and can, therefore, best be studied from a central point of view.

11. It might be added that while the emphasis throughout this chapter is on arrangements concluded between pairs of organizations, arrangements concluded between three or more organizations have occasionally been included. The chapter does not, on the other hand cover systemwide arrangements of concern to all organizations, such as interagency arrangements for the review and appraisal of the Second Development Decade, etc. The machinery utilized to co-ordinate activities in these areas, under both the Council and the Administrative Committee on Co-ordination, are the subject of document E/5524/Add.5.

2/ As a comparison between this list and table I in E/5524/Add.5 will show, there is only a partial correspondence between those programme areas which have required arrangements between pairs of organizations (the subject of the above list) and areas requiring co-ordination arrangements on a system-wide basis (the subject of table I).

A. Agreements and arrangements governing relationships between agencies

1. Interagency agreements

12. After concluding their agreements with the United Nations, many of the specialized agencies have entered into agreements with one another, formally defining the terms and scope of their mutual relationships. Thus, the four larger specialized agencies (ILO, FAO, UNESCO and WHO) had all concluded relationship agreements with each other by the end of 1948; of the other agencies, IMCO has entered into agreements with ILO, FAO and IAEA; and IAEA has, in addition, concluded agreements with ILO, FAO, UNESCO, WHO, ICAO and WMO. The order of the entry into force of these agreements is as follows:

1.	ILO/FAO	11 September 1947
2.	ILO/UNESCO	15 December 1947
3.	ILO/WHO	10 July 1948
4.	UNESCO/WHO	17 July 1948
5.	UNESCO/FAO	29 November 1948
6.	FAO/WHO	13 December 1948
7.	IAEA/UNESCO	1 October 1958
8.	IAEA/ILO	21 November 1958
9.	ILO/IMCO	16 January 1959
10.	IAEA/WHO ^{3/}	28 May 1959
11.	IAEA/WMO	12 August 1959
12.	IAEA/ICAO	1 October 1959
13.	IAEA/FAO	18 November 1959
14.	IAEA/IMCO	5 October 1961
15.	IMCO/FAO	1 December 1965

13. As the above list shows, there are 15 such agreements concluded over a period of almost 20 years. In spite of this rather long time span, they all follow the same pattern and their texts are generally very similar. Their principal provisions are briefly reviewed below.

Co-operation and consultation

14. All of the agreements begin with an article on "Co-operation and Consultation", ^{4/} containing an undertaking by the contracting organizations to act

^{3/} This relationship agreement was supplemented in 1966 by an understanding reached at a high-level intersecretariat meeting which refined the processes of prior consultations between the two organizations with particular attention to the handling of country requests for assistance, the organization of joint meetings, and collaboration with respect to research projects of common interest (such as IAEA's programme on the use of radio isotopes in medicine).

^{4/} In the ILO/UNESCO, ILO/IMCO and IMCO/FAO agreements, this article is preceded by a preamble, referring to the provisions of the constitutional instruments of the contracting organizations under which the agreements were concluded.

in close co-operation with each other, and to consult each other regularly in regard to matters of common interest, "with a view to facilitating the effective attainment of the objectives" set forth in their respective constitutions and "within the general framework established by the Charter of the United Nations". In the agreements concluded by the IAEA, this general undertaking is accompanied by provisions setting forth a general division of responsibility between the contracting organizations and establishing an obligation for the parties to consult each other prior to the adoption of a programme or the initiation of an activity in which the other may have a substantial interest. 5/ The UNESCO/WHO agreement, in addition to establishing a general division of responsibilities between the two organizations, 6/ provides that "in case of doubt as to the division of responsibilities" concerning activities of common concern, there shall be consultations "with a view to adjusting the matter by mutual agreement", either by referring it to an appropriate joint committee or by other means.

Reciprocal representation

15. Provisions on "Co-operation and Consultation" are followed in all agreements by an article on "Reciprocal representation", providing that each party to the agreement shall be invited to attend meetings of certain specified bodies of the other party, and to participate without vote in their deliberations with respect to items on their agenda in which it has an interest. The bodies concerned usually include the legislative organs of the contracting organizations, including their commissions and committees, as well as their governing bodies. Provisions are also generally made for appropriate arrangements to be worked out for representation at meetings, other than those specifically mentioned, which consider matters of mutual interest.

16. The agreements concluded by the IAEA and the UNESCO/WHO agreement contain an additional article providing that, after preliminary consultations, each organization shall include in the agenda of the meetings which the other

5/ The IAEA/IMCO agreement specifies in this connexion that such consultations should take place "at as early a stage as possible and in any event before bringing to finality the programme or initiating the activity". The provisions dealing with consultations on programmes of common concern are preceded in the IAEA/ILO agreement by a statement recognizing that the activities of the two organizations, "may, in certain fields, be complementary to each other in a manner which calls for close and continuing co-operation between the two organizations".

6/ The agreement states in this connexion, "In particular, it is recognized by UNESCO that WHO shall have the primary responsibility for the encouragement of research, education and the organization of science in the field of health and medicine, without prejudice to the right of UNESCO to concern itself with relations between the pure and applied science in all fields, including the science basic to health".

organization is entitled to attend any question submitted to it by that organization. 7/

Joint Committees

17. All agreements, except those concluded by the IAEA, provide that the contracting parties may refer to a joint committee of representatives appointed by the two organizations 8/ any question of common interest. 9/ With respect to composition and reporting procedures, the agreements provide for: (a) an equal number of representatives to be agreed on by the two organizations; (b) invitation to the United Nations to designate a representative; (c) invitation to other agencies, as desirable; (d) submission of reports to the appropriate bodies of the two organizations; and (e) communication of such reports to the Secretary-General of the United Nations, for the information of the Economic and Social Council. The FAO/WHO agreement also provides for the establishment of joint missions, under similar agreements and procedures to those set forth above. Section 2 below provides several examples of joint consultative machinery established pursuant to these provisions.

Exchange of information and documents

18. All of the agreements contain an article on the subject. Some of the agreements provide generally for the "fullest and promptest" exchange of information and documentation between the parties; in other agreements, this formulation is either accompanied (in the UNESCO/WHO and FAO/WHO agreements, for example) or substituted (in the agreements concluded by the IAEA, for example) by an obligation for the parties "to keep each other fully informed concerning all projected activities and programmes of work". In all agreements, the exchange of information and documents is subject to such arrangements as may be necessary for the safeguarding of confidential information. 10/ The agreements also make provision for consultations for the furnishing by either party "of such special information as may be of interest to the other".

Personnel arrangements

19. All of the agreements contain provisions stating that the two organizations

7/ The agreements concluded by IAEA with ICAO and IMCO utilize a somewhat different wording to the effect that the contracting organizations "shall consult, as may be necessary, with a view to including in the agenda items submitted by either party".

8/ The IMCO/FAO agreement provides that any such joint committee "shall consist of Member Nations and Associate Members or of representatives designated by each organization ...".

9/ For example under those provisions of the IMCO/ILO Agreement, there has been established a Joint Committee on Training of maritime personnel.

10/ The agreements concluded by the IAEA, for example, state that "nothing in this agreement shall be construed as requiring either of the parties to furnish such information as would, in the judgement of the party possessing the information, constitute a violation of the confidence of any of its Members or anyone from whom it has received such information or otherwise interfere with the orderly conduct of its operations".

agree that the measures to be taken by them, within the framework of the general arrangements for co-operation in regard to personnel matters to be made by the United Nations, will include (a) measures to avoid competition in the recruitment of personnel and (b) measures to facilitate interchange of personnel, making due provision for the protection of seniority, pension and other rights acquired by the personnel concerned.

Statistical services

20. All of the agreements contain provisions on statistical services, with the stated aim of (a) maximizing co-operation and avoiding duplication in statistical work, (b) minimizing the burden placed on national governments and other organizations from which information may be collected and (c) securing the most efficient utilization of statistical information and technical personnel. Many of the agreements 11/ also make a specific reference to the "general arrangements for statistical co-operation made by the United Nations" and contain an obligation for the parties to keep each other informed of their work in the field of statistics and to consult each other in regard to all statistical projects dealing with matters of common interest.

Financing of special services

21. All of the agreements provide that if compliance with a request for assistance by either organization to the other involves substantial expenditure, consultation shall take place with the view to determining the most equitable manner of meeting such expenditure.

Regional and branch offices

22. The agreements concluded by WHO with UNESCO and FAO contain an article on regional and branch offices providing that the parties will (a) keep each other informed of plans for the establishment and relocation of regional and branch offices and (b) consult together with a view, where practicable, to entering into co-operative arrangements as to premises, staffing and common services. In the agreement between WHO and IAEA only the provision under (b) above is specifically mentioned. Provisions in the agreements relevant to regional and branch offices are also referred to under the item on implementation of the agreements below.

Co-operation between the secretariats

23. The agreements concluded by the IAEA and the IMCO/FAO agreement contain an additional article on co-operation between secretariats providing that the secretariats shall maintain close working relations in accordance with arrangements

11/ These include the ILO/FAO, ILO/UNESCO, ILO/WHO, WHO/UNESCO, FAO/UNESCO, FAO/WHO and ILO/IMCO agreements.

to be agreed upon from time to time by the executive heads of the contracting organizations. The FAO/WHO agreement, on the other hand, provides for the establishment by agreement, when considered desirable, of intersecretariat committees to facilitate co-operation in connexion with specific programmes of work or projected activities with which the two organizations may be mutually concerned.

Implementation of the agreements

24. All of the agreements provide that the contracting organizations "shall enter into such (supplementary) arrangements for the implementation of the agreement as may be found desirable in the light of operating experience". Some of the agreements 12/ further state that the "liaison arrangements" provided for in the agreement shall apply, as far as appropriate, to the relations between such branch or regional offices as may be established, as well as with respect to the central machinery.

Administrative and technical co-operation

25. The agreements concluded by the IAEA contain an additional article providing that the contracting organizations shall consult each other from time to time regarding the most efficient use of personnel and resources and appropriate methods of avoiding the establishment and operation of competitive or overlapping facilities and services.

Other provisions

26. Other articles in these agreements deal with:

- (a) entry into force, stating that the agreement shall come into force on its approval by the organs concerned of the contracting organizations;
- (b) procedures for revision and/or termination of the agreement; and
- (c) notification to the United Nations, providing
 - (i) that, in accordance with their respective agreements with the United Nations, the contracting organizations will "inform the Economic and Social Council 13/ forthwith of the terms of the present agreement", and
 - (ii) that, on its coming into force, the agreement will be communicated to the Secretary-General of the United Nations for filing and recording.

12/ These include the ILO/UNESCO, ILO/WHO, UNESCO/FAO, ILO/IMCO, and IMCO/FAO agreements.

13/ "The United Nations" in the case of the agreements concluded by the IAEA.

2. WMO working arrangements with other specialized agencies

27. Although not formally falling within the category of interagency agreements, as defined in the relationship agreements between the United Nations and the specialized agencies, reference might be made here to the "working arrangements" concluded by WMO with WHO, FAO, UNESCO, ITU and IMCO. (A sixth agreement concluded by WMO with ICAO deals, in part, with co-operative measures in respect to specific programme matters and is, therefore, dealt with in section B below). These arrangements were notified and confirmed by an exchange of letters between the Secretary-General of ITU and the executive head of the other agency concerned and approved by the governing bodies of the two organizations. The items covered in these arrangements include exchange of information and consultations; reciprocal representation at meetings where questions of common interest are considered; inclusion on the agenda of these meetings of items proposed by the other organization; and co-operation on programmes of common interest.

3. IBRD/IMF relations

28. Co-operative arrangements between the IBRD and the IMF have been in force since the inception of the two organizations. A statement on "further steps for co-operation", with special reference to missions, was agreed upon by the two organizations in January 1966. A second statement concerning collaboration on policy matters was agreed in December 1966. A joint memorandum on further steps for collaboration at headquarters and in the field was issued in February 1970. Under these arrangements, there are close working relationships and frequent consultations between the staffs of the two organizations; data of various kinds (e.g., exchange rate tables, population statistics, external debt tables, data on commodities, data on public finances etc.) are exchanged, and the staff of each institution participates in missions of the other on matters of common interest. In addition, the staff of the two organizations collaborate in the preparation of joint publications and the IMF participates in all of the 16 "Aid Co-ordination Groups" sponsored by the Bank.

4. IMF/GATT 14/ relations

29. Co-operative arrangements and relations between the Fund and GATT arise with regard to co-ordination of policies within the respective jurisdictions of the two organizations, and the explicit requirements of the GATT articles of Agreement which, in defining the activities of GATT, explicitly envisaged a particular area of responsibility for the Fund. Article XV of the GATT may be quoted in full:

Exchange Arrangements

"1. The CONTRACTING PARTIES shall seek co-operation with the International Monetary Fund to the end that the CONTRACTING PARTIES and the

14/ The exchange of correspondence governing GATT's relationships with the United Nations is reproduced in document E/5476/Add.12.

Fund may pursue a co-ordinated policy with regard to exchange questions within the jurisdiction of the Fund and questions of quantitative restrictions and other trade measures within the jurisdiction of the CONTRACTING PARTIES.

"2. In all cases in which the CONTRACTING PARTIES are called upon to consider or deal with problems concerning monetary reserves, balances of payments or foreign exchange arrangements, they shall consult fully with the International Monetary Fund. In such consultations, the CONTRACTING PARTIES shall accept all findings of statistical and other facts presented by the Fund relating to foreign exchange, monetary reserves and balance of payments, and shall accept the determination of the Fund as to whether action by a contracting party in exchange matters is in accordance with the Articles of Agreement of the International Monetary Fund, or with the terms of a special exchange agreement between that contracting party and the CONTRACTING PARTIES. The CONTRACTING PARTIES, in reaching their final decision in cases involving the criteria set forth in paragraph 2 (a) of Article XII or in paragraph 9 of Article XVIII, shall accept the determination of the Fund as to what constitutes a serious decline in the contracting party's monetary reserves, a very low level of its monetary reserves or a reasonable rate of increase in its monetary reserves, and as to the financial aspects of other matters covered in consultation in such cases.

"3. The CONTRACTING PARTIES shall seek agreement with the Fund regarding procedures for consultation under paragraph 2 of this Article.

"4. Contracting parties shall not, by exchange action, frustrate the intent of the provisions of this Agreement, nor, by trade action, the intent of the provisions of the Articles of Agreement of the International Monetary Fund.

"5. If the CONTRACTING PARTIES consider, at any time, that exchange restrictions on payment and transfers in connexion with imports are being applied by a contracting party in a manner inconsistent with the exceptions provided for in this Agreement for quantitative restrictions, they shall report thereon to the Fund.

"6. Any contracting party which is not a member of the Fund shall, within a time to be determined by the CONTRACTING PARTIES after consultation with the Fund, become a member of the Fund, or, failing that, enter into a special exchange agreement with the CONTRACTING PARTIES. A contracting party which ceases to be a member of the Fund shall forthwith enter into a special exchange agreement with the CONTRACTING PARTIES. Any special exchange agreement entered into by a contracting party under this paragraph shall thereupon become part of its obligation under this Agreement.

"7. (a) A special exchange agreement between a contracting party and the CONTRACTING PARTIES under paragraph 6 of this Article shall provide to the satisfaction of the CONTRACTING PARTIES that the objectives of this Agreement will not be frustrated as a result of action in exchange matters by the contracting party in question.

"(b) The terms of any such agreement shall not impose obligations on the contracting party in exchange matters generally more restrictive than those imposed by the Articles of Agreement of the International Monetary Fund on members of the Fund.

"8. A contracting party which is not a member of the Fund shall furnish such information within the general scope of section 5 of Article VIII of the Articles of Agreement of the International Monetary Fund as the CONTRACTING PARTIES may require in order to carry out their functions under this Agreement.

"9. Nothing in this Agreement shall preclude:

- (a) the use by a contracting party of exchange controls or exchange restrictions in accordance with the Articles of Agreement of the International Monetary Fund or with that contracting party's special exchange agreement with the CONTRACTING PARTIES, or
- (b) the use by a contracting party of restrictions or controls on imports or exports, the sole effect of which, additional to the effects permitted under Articles XI, XII, XIII and XIV, is to make effective such exchange controls or exchange restrictions."

30. The procedures under which the two institutions co-operate are based on an exchange of several letters that took place in the years 1948, 1949, and 1950. They deal with "General Arrangement for Co-ordination and Consultation"; "Co-ordination of Public Announcements Related to GATT Consultations"; and "Rules of Procedures for Direct Consultation between a Contracting Party and the Fund". They are set out in the GATT's Basic Instruments and Selected Documents, vol. 1.

B. Agreements and arrangements governing United Nations agency and interagency collaboration with respect to specific activities and sectors

1. Education and training

31. The need to avoid duplication of activities and to work out an appropriate allocation of responsibilities (between ILO and UNESCO on the one hand, and between these two organizations and those agencies, such as PAO, responsible for the substantive sector to which the education and training activities referred, on the other) has, for many years, characterized interagency relations in this broad area. This resulted in the elaboration of a complex network of arrangements and understandings setting forth a broad division of work in this field. The inadequacy of compartmented activities within traditional jurisdictions is, however, increasingly being realized and an effort has, therefore, been made in recent years to broaden the scope of interagency collaboration, *inter alia* by devising procedures which permit the early identification of programmes requiring interinstitutional co-operation, at both the formulation and operational stages. The reconstitution in 1972 of the ACC Sub-Committee on Education and Training was particularly geared to meeting this need.

Education (general)

32. A "Memorandum of Understanding" with respect to Working Arrangements between UNESCO and IBRD was signed by the executive heads of the two organizations in 1964, and supplemented in 1970. The memorandum provides for the establishment of a "co-operative programme", for the provision of assistance to Governments in the identification and preparation of educational projects for Bank Group financing, and sets forth an allocation of functions between the two organizations within the programme. Costs of agreed work under the programme are shared by the Bank and UNESCO in the proportion of 75 per cent and 25 per cent respectively. The memorandum recognizes that assistance to member Governments in educational planning is the sole responsibility of UNESCO - "being in part of UNESCO's own programme" - and envisages the possibility of the association of agencies other than UNESCO in respect of those certain types of educational projects.

33. Another important aspect of IBRD/UNESCO relationships is their joint sponsorship of the International Institute for Educational Planning, which undertakes research and training in the field of educational planning.

34. Guidelines on UNICEF's policy on assistance to education were set forth in an exchange of letters between the executive heads of UNICEF and UNESCO in 1960. They were recently reviewed and a set of joint recommendations was prepared, which was approved by the governing bodies of the two organizations in 1972. In November 1972, an understanding on Provisional Arrangements to Supplement the Joint Recommendations on UNICEF's Assistance to Education, was reached through an exchange of letters.

35. Health education in schools is the subject of co-operative arrangements between

UNESCO and WHO at both the headquarters (through the establishment of joint expert committees on teacher preparation for health education, joint preparation of teaching material etc.) and the country level (through joint seminars etc.)

Pre-vocational training (UNICEF/ILO)

36. UNICEF reported to its Executive Board in 1969 on an agreement reached with ILO concerning guidelines for international action in the field of pre-vocational training. These guidelines were contained in a report prepared by the ILO in consultation with UNICEF and UNESCO, 15/ following their assessment of pre-vocational training projects jointly assisted by the ILO and UNICEF.

Technical and vocational education (ILO-UNESCO)

37. A memorandum of collaboration on matters of technical and vocational education and related matters was signed by the executive heads of the ILO and UNESCO in October 1954. The memorandum defines the "primary concern" of each of the two organizations in this area, and lays down certain "principles of collaboration", which include exchange of information and consultations at all stages of activity; criteria for deciding which organization should accept responsibility for a particular activity, and instances requiring joint action.

38. Since the signing of the memorandum, co-operation between the two agencies has developed considerably; increasingly, areas of action have emerged which have required integrated and comprehensive programmes of human resources development, cutting across the lines of demarcation of responsibility identified in the memorandum. The working relations which have been recently established between the section of education of technologists and high technicians of the Division of Technological Research and Education of UNESCO and the Vocational Training and Counselling Branch of the Human Resources Development Department of the ILO provide an example of the practical working arrangements developed in this area by the two organizations.

Agricultural education, science and training (FAO/UNESCO/ILO)

39. An aide-mémoire setting forth the guidelines for co-operation between FAO, UNESCO and the ILO in agricultural education, science and training, was agreed upon by the three organizations in May 1968. As stated in the introduction to the aide-mémoire, the terms of the agreement were based on an approach to co-ordination, "involving complementary or joint action, based on the respective competences of the three agencies" rather than a strict delimitation of competence. The agreement identifies two basic types of programmes: programmes falling within the responsibility of one of the three organizations (farmers' training (FAO), functional literacy (UNESCO), and rural employment (ILO)), but requiring the contribution of complementary services by the other two organizations (the so-called "complementary programmes"); and programmes - in the fields of agricultural education, science and training, and rural training - calling for joint action by the three organizations in respect of their planning, execution and evaluation.

agreement further provides for the establishment of a joint FAO/UNESCO/ILO Advisory Committee of Experts on Agricultural Education, Science and Training, to furnish programme advice in this area, and of an Intersecretariat Working Group, consisting of three officers responsible for the programme within each of the three agencies, to facilitate the planning and execution of complementary or joint programmes or projects.

40. This aide-mémoire superseded, as far as agricultural training is concerned, various pre-existing agreements (including the 1955 Understanding Supplementary to the Agreement between the ILO and FAO, the UNESCO/FAO Agreement on Agricultural Education and the Memorandum between the ILO, FAO and UNESCO, supplementing such Agreement).

41. Reference should also be made under this heading to the arrangements for co-operation between FAO and the ILO in the training of forest workers, through the FAO/ILO Committee on Forest Working Techniques and Training of Forest Workers; and to the co-operative arrangements made between FAO and the ILO's International Centre for Advanced Technical and Vocational Training with respect to courses in farm management and production management in enterprises processing agricultural products. An informal understanding has been reached whereby the Centre provides basic facilities, staff and budgetary support and FAO provides technical backstopping to the teaching staff and assistance in the recruitment of fellows.

Training of maritime personnel (ILO/IMCO)

42. The most recent interorganizational instrument concerned with education and training is the agreement concluded between the ILO and IMCO in April 1972. This understanding between the executive heads of the two organizations recognizes the complementarity of the activities of the two organizations in the field of training of maritime personnel, notes the involvement of UNCTAD in this area, and sets forth practical arrangements for co-operation between them, including prior consultations whenever training requirements are identified and before advice on the matter is tendered to UNDP, and collaboration in the execution of technical assistance projects.

2. Food and agriculture (including co-operatives)

43. The purpose of the following paragraphs is to provide some example of the co-operative arrangements made within the system, mostly under the aegis of FAO, to co-ordinate inputs of organizations in the broad programme area relating to food and agriculture. A more comprehensive account of those aspects of agricultural development requiring co-operative action by organizations (particularly as regards the monitoring of technical progress and research into its implications in terms of over-all social and economic progress) may be found in the report recently prepared by ACC on the implications of the "green revolution" (document E/5012, part II).

General

44. A memorandum of understanding with respect to working arrangements between FAO and IBRD was signed by the executive heads of the two organizations in 1964 and

amended in 1966. The provisions of the memorandum, providing for the establishment of a "Co-operative programme" with respect to agricultural projects for World Bank financing, are similar to those of the IBRD/UNESCO memorandum outlined above.

45. Other FAO/IBRD operational relationships include the following:

- (a) The two organizations, together with UNDP - are co-sponsors of the 29 member Consultative Group on International Agricultural Research (CGIAR) which was organized in 1971 to mobilize long-term financial support for international agencies, Governments and private sources. The Bank acts as chairman of the Group, and FAO provides the secretariat of its Technical Advisory Committee;
- (b) The two organizations, together with UNIDO, co-operate in the study of the world fertilizer situation, inter alia, through meetings of an ad hoc working group;
- (c) They exchange information on commodity studies and plans for research;
- (d) IFC co-operates with, and utilizes the services of, FAO's Industry Co-operative Programme in connexion with the identification and promotion of agro-industrial projects.

46. Co-operative arrangements concluded by FAO at the regional level include the following:

- (a) Arrangements between FAO and ECE for the provision of joint secretariat services to ECE's committees in the fields of timber and agriculture;
- (b) A memorandum of understanding with ECAFE (dated November 1959), establishing a joint Agricultural Division in the ECAFE secretariat. Regular consultative meetings are held between the Commission and FAO;
- (c) A memorandum of understanding with ECLA (dated July 1957) establishing a joint FAO/ECLA Programme of Work. The Programme functions in the same way as an ECLA Division;
- (d) A memorandum dated 7 September 1966, signed by the Director-General of FAO and the Executive Secretary of ECA providing for the establishment of a joint Agricultural Division in the ECA secretariat.

The memoranda provide for periodic consultations between FAO and the secretariats of the commissions for the establishment of the programmes of work of the joint Divisions - to be worked out on the basis of agreed policies, and executed by staff provided jointly by the two parties. The Divisions operate under the supervision of the Executive Secretaries and are headed by a staff member of FAO, nominated by the Director General of the organization, in consultation with the Executive Secretary concerned.

47. Annual regional inter-secretariat meetings in the field of rural and community development are organized by ECAFE with the participation of the ILO, FAO, WHO, UNESCO, UNICEF, UNDP and UNIDO.

Reference might also be made here to the informal arrangements for co-operation between UNESCO and FAO in respect to mass communications for rural development, and in the preparation of publications and materials of common interest (such as the publication of a Soil Map of the World which is jointly financed by the two organizations).

Land reform

48. An operational agreement between the United Nations and FAO, set out in an exchange of letters between the two organizations in 1962, has provided the general basis for interagency co-operation in this area. The agreement covers field operations (for which FAO has been assigned primary responsibility) research information, ^{16/} and co-operation in the preparation of general reports on land reform. The most important of these reports are the periodic submissions to the Economic and Social Council on Progress on Land Reform. They are prepared by the FAO in collaboration with the United Nations (with respect to such matters as land reform in over-all development planning, community development and fiscal matters) and the ILO (with regard to conditions of hired workers, development of rural non-agricultural industries, vocational training and security of employment).

Nutrition

49. Within the framework of the FAO/WHO agreement referred to above, a joint FAO/WHO Expert Committee on Nutrition was established in 1949, with the function, inter alia, to assist in the co-ordination of programmes of the two organizations in the field of nutrition. Joint expert groups are also convened on an ad hoc basis to give advice on specific questions of common interest such as calories, protein, vitamin and mineral requirements.

50. The continuing expansion of applied nutrition programmes has made it necessary for the two organizations to review their co-operative arrangements in this area on two occasions. in 1959 (through an exchange of letters between the executive heads of the two organizations) and in 1966. High-level intersecretariat consultations held at that time brought about further understandings regarding their respective responsibilities, arrangements for the implementation of joint policies, and the technical, administrative and other measures needed to implement them. The relevant activities relate, inter alia, to appraisals, national food and nutrition policies, organizational services, feeding programmes, nutrition education, training of personnel, and the development and use of new protein-enriched

^{16/} Under this agreement, FAO publishes twice a year the periodical "Land reform, land settlement and co-operatives", and has established within its secretariat an Agrarian Research and Intelligence Service (ARIS).

foods. The two organizations also collaborate with UNICEF in applied nutrition programmes, through consultations at the working level and representation in the meetings of both the UNICEF/WHO joint Committee on Health Policy, and the FAO/UNICEF Policy Committee on Joint Programmes.

Agricultural Co-operatives

51. A Memorandum of Understanding concerning the Need for Increased Collaboration between FAO, the ILO, the International Co-operative Alliance (ICA), the International Federation of Agricultural Producers (IFAP) and the International Federation of Plantationary Agricultural and Allied Workers (IFPAAW) for Co-operative Promotion in Developing Countries was signed in 1969.

52. Following the adoption of Economic and Social Council resolution 1668 (LIII) negotiations were initiated between the parties and the United Nations with a view to enlarging the membership of the Joint Committee for the Production of Agricultural Co-operatives (COPAC) to include the United Nations, and to extend the scope of collaboration to non-agricultural co-operatives. The 1969 memorandum has now been superseded by a revised memorandum of understanding approved by COPAC in February 1973; revised internal rules of procedures for the Committee were finalized the following October.

Food standards

53. Co-operation between WHO and FAO in this area takes place within the framework of the joint FAO/WHO Standards Programme. The executive organ of the Programme is the Codex Alimentarius Commission which was established by Statute drawn up by the governing bodies of the two organizations and whose membership is open to all Member States of FAO and WHO. The Commission has set up a number of subsidiary bodies (known as Codex Committees) dealing with such subjects as food hygiene, food additives, pesticide residues, etc. An office has been established in Rome to provide for the servicing of the Commission and its subsidiary bodies, which is jointly financed by the two organizations.

Plant production and protection

54. Joint FAO/WHO arrangements in this area include periodic intersecretariat reviews of pest control programmes of mutual concern; annual joint expert meetings on pesticide residues in food and feed; expert meetings on the use of micro-organisms for insect control; and co-operation with respect to activities related to human health hazards associated with the use of pesticides, including seminars, experts meetings and project subcontracting.

55. Recently, an informal arrangement has been agreed upon by FAO with WMO and UNESCO for the establishment of an "Interagency Group on Agricultural Biometeorology in Aid of World Food Production". Through a trust fund, the Group carries out agro-climatological surveys and studies, such as the recent one on the Sahelian zone. The technical secretariat of the Group is located at FAO's headquarters.

56. FAO is also co-operating with UNESCO within the framework of UNESCO's Programme on Man and the Biosphere. By a recent exchange of letters between the two organizations, it has been agreed that FAO would take a leading role in respect to those projects included in the Programme dealing with pesticides and fertilizers.

Animal health and production

57. Working arrangements have been established between the section on veterinary public health of WHO and FAO's animal health service. Under these arrangements, the two organizations have jointly published monographs, laboratory manuals and the Animal Health Yearbook which reports the incidence of animal diseases throughout the world.

58. Other organizations collaborating with FAO and WHO in this area include UNESCO (with respect to research on laboratory animals, applied micro-biology and the training of para-technical personnel), GATT and UNCTAD (regarding non-tariff barriers to the international meat trade arising from health requirements), ICAO (regarding air transport and handling of livestock and livestock products and liability and airport control measures) and IAEA.

59. Co-operation between FAO and IAEA in this area has been facilitated by the establishment of a joint FAO/IAEA division, which permits the two organizations to deal jointly with such questions of common interest as the use of isotopes in animal sciences, irradiated food of animal origin, irradiated animal feed, and the use of radiation for insects and parasite control.

Fisheries 17/

60. An agreement between the executive heads of the ILO, FAO and IMCO on principles of collaboration in respect of fishing vessels and fishermen was concluded in 1967. The Agreement defines the principal areas of responsibility of the three agencies (FAO, fisheries in general, ILO, labour in the fishery industries; and IMCO, safety of life) and establishes general guidelines for collaboration in activities involving the responsibilities of more than one organization. Provision is also made for formal meetings of representatives of the executive heads of the three organizations "on important matters or in cases where informal consultations at the secretariat level fail to produce an agreed course of action".

^{17/} Arrangements relating to fisheries are also dealt with in paragraph 87 below.

3. Labour and employment

61. The special report prepared by the Administrative Committee on Co-ordination on employment policy in the Second United Nations Development Decade (E/5289 (part II)) contained basic guidelines for co-operation in the employment field and provided examples of specific areas calling for continued or closer collaboration at the interagency level. These included national and regional planning, "definition and measurement", population and employment, technology and employment, education and the labour market, international trade, investment and aid, institutional aspects, direct job creation and international migration.

62. The basic principle governing interagency relations in this field is that the promotion of employment is essentially of concern to the system as a whole. While several aspects of employment promotion are within ILO's mandate and are dealt with in depth by it, the means to achieve this objective are, in many cases, within the sphere of organizations other than the ILO; their collaboration is, therefore, essential at all stages of activity. The above considerations led the ILO to enter into a series of ad hoc informal arrangements to associate other organizations (including the United Nations, the World Bank, FAO, WHO and UNESCO) in its work in this field, particularly in connexion with the framing and execution of the World Employment Programme (WEP). Aspects of the Programme with respect to which the ILO has sought the participation and advice of other agencies have included the comprehensive employment strategy missions; the regional employment teams in Latin America (PREALC) and in Asia (ARTEP); meetings concerned with the evaluation of the comprehensive missions; and various elements of WEP's research programme.

63. Conversely, the ILO has provided staff and technical advice to IBRD in connexion with its employment sector missions. The possibility of establishing a Bank/ILO "joint unit" is currently under review.

64. Other fields of ILO activity which also involve the responsibilities of other organizations include occupational safety and health, social security, human rights and conditions of work. Examples of co-operative arrangements in these areas are briefly outlined below.

Occupational health and social security

65. The setting up of a joint ILO/WHO Committee on Occupational Health dates back to 1949. In 1954, the executive heads of the ILO and WHO submitted to the respective governing bodies a report setting forth further principles for collaboration in this area. The report states that it is the policy of WHO and the ILO to refer to the other organization "any question which, in its judgement, calls for action but with which the other organization is better equipped to deal". These principles, as approved by the governing bodies of the two organizations, have provided the framework for continuing contacts at the world level through joint committees, technical consultations and informal intersecretariat meetings.

66. A similar pattern of collaboration has been established between the ILO and WHO since the 1950s on the medical aspects of social security and the co-ordination of social security and health services at the country level.

Trade union rights

67. Collaboration between the United Nations and the ILO with respect to the handling of complaints against the violation of trade union rights is governed by a succession of decisions of the Economic and Social Council and the ILO Governing Body. Following a decision of the Governing Body of the ILO in June 1949 to approve the establishment of a fact-finding and conciliation commission on freedom of association, the Economic and Social Council, in resolution 239 (IX), "requested the ILO to proceed, on behalf of the United Nations, in accordance with its own relationship agreement, as well as on its own behalf, with the establishment" of such a commission and requested the executive heads of the two organizations to

"consult together with a view to exchanging information and formulating a procedure for making the services of the commission available to the appropriate organs of the United Nations with respect to members of the United Nations which are not members of the ILO".

68. The following year, the Governing Body of the ILO proceeded to establish the commission and formulated certain suggestions concerning the manner in which the services of the commission might be made available to the United Nations. This decision was "noted with approval" by the Economic and Social Council in resolution 277 (X). In the same resolution, the Council invited the ILO (a) to refer to it, in the first instance, allegations regarding infringements of trade union rights against members of the United Nations not members of the ILO; (b) to make arrangements which would permit the commission to transmit to the Council reports on cases regarding non-ILO members; and (c) to include, in the annual report of the ILO to the United Nations, an account of the work of the commission. The Council also decided to transmit in turn, to the commission, through the ILO Governing Body, any such allegations received by the United Nations (with the consent of the Government concerned in cases of allegations against States not members of the ILO). In March 1950, the Director-General of the ILO formally communicated to the Secretary-General of the United Nations the ILO's acceptance of the above arrangements.

69. A similar procedure was followed in regard to the handling of the question of forced labour and the establishment of a joint United Nations/ILO Ad Hoc Committee on Forced Labour. After the submission of the Committee's report to the Council (E/4431), action in this field has been pursued by the ILO, while the United Nations initiative in the matter eventually led to the adoption of the Abolition of Forced Labour Convention of 1957.

70. The relations between ICAO and the ILO on matters relating to conditions of employment of civil aviation personnel are governed by the provisions of a Memorandum of Understanding agreed between the Director-General of the ILO and the President of the Council of ICAO in 1953. The governing bodies of both organizations reviewed the provisions of the Memorandum before its conclusion. The memorandum sets forth a general division of responsibilities between the two organizations (according to which "ICAO deals with problems affecting the safety and reliability of civil aviation and the ILO with social problems") but notes that its application "will call for the continuation of the closest consultations between the two organizations and for the fullest exchange of information and views on matters of common interest". The Memorandum also provided for the establishment of a joint aviation commission which, however, has never come into being.

71. As early as 1948, an agreement was reached between ECE and the ILO, whereby the ILO has taken over the programme of work established by ECE's Committee on Manpower and has, subsequently, submitted regularly to the Commission's plenary sessions reports on its relevant activities in this field. The ILO has continued to do so, also after the formal abolition of the Committee in 1968, in the context of the Commission's discussions on the economic situation in Europe.

72. A note concerning the co-ordination of international responsibility in the field of migration was agreed at the secretariat level between the United Nations and the ILO in December 1947.

73. Responsibility for migration statistics was transferred from the ILO to the United Nations in 1959, pursuant to an exchange of letters between the executive heads of the two organizations.

74. A Memorandum of Understanding between the ILO and FAO concerning responsibilities for Migration for Land Settlement was signed in May 1951.

75. Over-all co-ordination in this area is ensured through the Sub-Committee on Water Resources Development of the ACC. The system-wide arrangements made in this area under the aegis of the Sub-Committee 18/ have recently been supplemented by the series of bilateral arrangements and agreements whose main features are outlined below.

UNESCO/WMO

76. A working agreement between the secretariats of UNESCO and WMO on long-term co-operation in the field of hydrology was approved by their respective Governing Bodies during 1973. The agreement contains an undertaking by the two organizations "to maintain and develop their collaboration throughout the field of hydrology" and to establish close co-operation between their respective hydrological programmes, particularly the Operational Hydrology Programme of WMO (approved by the sixth Congress of the organization in 1971) and UNESCO's International Hydrological Programme (to be launched in 1975; approved by the General Conference of UNESCO in 1972).

77. Specific arrangements agreed upon by the two organizations to strengthen their co-operation included the following:

(a) Exchange of information and consultations, through mutual representation at meetings, joint establishment of ad hoc panels on problems of common interest (such as standardization, terminology and hydrological maps) and co-operation in the organization of symposia and seminars;

(b) Establishment of a joint UNESCO/WMO Liaison Committee for Hydrological Activities to be composed of six members (three members from each organization, including officers of the appropriate hydrological units in the secretariats and the chairmen of their respective intergovernmental bodies dealing with hydrology); and

(c) The convening, subject to the approval of their respective Governing Bodies, of joint international hydrology conferences at intervals of five to six years to review activities and define long-term priorities for hydrological programmes.

78. The agreement also contains an undertaking by the two secretariats "to endeavour to ensure that the respective Governing Bodies recommend proper liaison and co-ordination at the national level between the bodies in the member States entrusted with participation in the respective hydrological programmes of UNESCO and WMO".

79. The agreement further noted that, although UNESCO and WMO were "the main international governmental organizations conducting specific world-wide programmes in hydrology", other organizations of the United Nations system were interested in applications of hydrology to various sectors of national economy, and should, therefore, be kept regularly informed of the results of their bilateral co-operation. In reaffirming their support for the co-ordinating machinery of the ACC Sub-Committee on Water Resources Development, the organizations undertook to continue to utilize its services, and to inform their respective intergovernmental bodies of the systemwide arrangements and agreements arrived at through it. The agreement concludes by recognizing "the interest of possible bilateral agreements, similar to the present, to be made between UNESCO and WMO, respectively, and other organizations of the United Nations family dealing with water resources".

FAO/WHO

80. A similar agreement entitled "Working arrangements in the field of hydrology and water resources" has been concluded between the secretariats of FAO and WHO on 4 October 1973. The agreement sets forth a general division of responsibilities between the two organizations, according to which "WHO deals with aspects related to the collection and analysis of hydrological and meteorological data needed for the planning, execution and management of water resources projects, including support of technical co-operation activities" while "FAO is concerned with aspects directed towards the use of hydrological and meteorological data in water resources developments related to agriculture". The agreement mentions among the aims of co-operation between the two organizations the joint preparation of guidelines on hydrological surveys directed to field staff; the utilization of operational hydrological models in studies for the development of water for agriculture; and the preparation of hydrological studies for the estimation of available water supplies for irrigated agriculture. It further provides that the two organizations should strengthen their present collaboration by: (a) conducting joint projects within a co-operative programme based on their regular work programmes; (b) providing reciprocal advice and/or information on technical matters; and (c) associating themselves in specific water development projects in which their expertise may advantageously complement one another.

81. The practical arrangements provided for in the agreement include yearly meetings of liaison officers nominated for this purpose to review the progress of joint activities; the establishment of ad hoc panels and/or task forces; mutual technical staff support and exchange of information; and reciprocal representation at meetings.

82. Provision is also made in the agreement for the two organizations to "encourage liaison and co-ordination at the national level between the bodies in member States responsible for the hydrological aspects of the respective programmes of FAO and WHO".

WHO/IBRD

83. A memorandum of understanding with respect to working arrangements between WHO and IBRD and IDA was signed in 1971. The memorandum provides for the establishment of a Co-operative Programme with respect to pre-investment activities in the fields of water supply, wastes disposal and storm drainage. The terms of reference of the programme provide for assistance by the two organizations to countries of common membership in (a) the carrying out of sector studies, and the preparation of investment projects falling within WHO's fields of responsibility which the Bank is willing to consider for financing, ^{19/} and (b) the identification and preparation of proposals for pre-investment studies and other projects, including those suitable for financing by the UNDP. Provision is also made for

^{19/} Other than those sector studies or activities financed by UNDP.

WHO's participation in the Bank's economic sector, project appraisal and project supervision missions. The costs of WHO in connexion with agreed work under the Programme, to be performed through WHO's Pre-investment Planning Unit, are to be shared in the proportion of 25 per cent by WHO and 75 per cent by the Bank.

ECLA/WMO/WHO (PAHO) 20/

84. At the regional level, understandings have been reached by ECLA with WMO and the Pan-American Sanitary Bureau of PAHO for the provision of experts and the participation of the two organizations in ECLA's studies and missions in the field of water resources. Both organizations participate in the Hydraulic Resources Group ECLA/OTC/WHO/WMO.

5. Marine science

85. Interagency co-operation in the field of marine science and its applications is especially complex, in view of the diversity of the specializations that must be covered (including oceanography, geology, mineralogy, biology, chemistry, physics, law, economic, etc.) and the number of organizations involved. These include seven United Nations organizations (United Nations, FAO, UNESCO, WHO, WMO, IMCO and IAEA), at least 11 international organizations outside the system and a certain number of NGOs.

86. The Intergovernmental Oceanographic Commission (IOC) - established by UNESCO - provides a focal point for many scientific activities in which several agencies other than UNESCO (including FAO, WMO, IMCO and IAEA) take part. The secretariat, supporting funds and documentation for the Commission are provided by UNESCO while the secretariat and supporting funds to the Advisory Committee on Marine Resources Research (an advisory body to IOC) and the International Fisheries Co-ordinators are provided by FAO.

87. Collaboration between UNESCO and FAO in the field of marine science and fisheries is governed by an "Aide-Mémoire on Joint Action" signed by the executive heads of the two organizations in May 1968. The aide-mémoire provides for: (a) prior consultations between the two secretariats on the relevant parts of their draft programmes and budgets, and on plans and proposals for IOC activities (including their budgetary implications for UNESCO and/or FAO) to be formulated by the IOC bureau; (b) the outposting in Paris (in the Office of Oceanography of UNESCO) of a senior FAO officer; (c) UNESCO's assistance in strengthening the relevant services of the FAO Department of Fisheries; and (d) ad hoc co-operative arrangements, including exchange of staff on a short-term basis and collaboration with respect to publications, symposia, etc., in such areas as marine pollution, training of marine scientists, data exchange and data service.

20/ Under a relationship agreement entered into on 22 May 1949, pursuant to article 54 of the Constitution of WHO, the Pan-American Sanitary Bureau and the Pan-American Sanitary Conferences of the Pan-American Health Organization (PAHO) serve, respectively, as regional office and regional committee of WHO for the Western Hemisphere. The work of the Bureau is jointly funded by WHO and PAHO.

88. Specific reference is made in the Aide-Mémoire to General Assembly resolution 2172 (XXI) on resources of the sea and to the relevant recommendations of ACC concerning the need for a strengthening of IOC and a broadening of its base, through joint support of interested organizations.

89. Other interagency arrangements made in the following years to strengthen co-operation in this area include:

(a) The establishment in 1969 of an Intersecretariat Committee on Scientific Programme Relating to Oceanography (ICSPRO) consisting of the executive heads (or their representative) of the United Nations, FAO, UNESCO, WMO and IMCO. The interagency agreement on the establishment of the Committee contains an undertaking by its members "to contribute to the secretariat of the IOC, to sustain the work of the Commission through relevant parts of the programmes of the respective organizations, and to use the Commission, as appropriate, for advice and review in the area of marine science". The functions of the Committee include the examination of questions of co-ordination concerning the scientific programmes relating to oceanography of the participating organizations; the development of proposals for joint action and repartition of work; consideration of the needs of participating organizations for various actions by the IOC; and, conversely, the promotion of actions by member organizations pursuant to IOC recommendations;

(b) The formation of a Group of Experts on Scientific Aspects of Marine Pollution (GESAMP) which is co-sponsored by FAO, UNESCO, WHO, WMO, IMCO and IAEA. The Group provides a common source of advice on scientific aspects of marine pollution.

90. The ACC Sub-Committee on Marine Science and its Applications - which is to ensure over-all co-ordination in this area - receives reports from these bodies and acts on some of their recommendations, particularly on matters requiring broader interagency co-ordination.

91. Recently, a number of new projects have been launched by IOC which are being executed by UNESCO in co-operation with other agencies. For example, within the framework of the Integrated Global Ocean Station System (IGOS), a joint IOC/WMO planning group has been established to undertake preliminary planning for a marine pollution monitoring programme. UNESCO is also working with IMCO in the formulation of a draft convention on the legal status of Ocean Data Acquisition Systems, Aids and Devices (ODAS), to be submitted, in due course, to a Plenipotentiary Conference for adoption. A preparatory committee of government experts has been established for this purpose, which is convened and serviced jointly by the two organizations.

92. UNESCO is also collaborating with IAEA with respect to activities carried out by the Laboratory of Marine Radioactivity in Monaco. The relevant contracts (the first of which was finalized in 1969) are signed by the two agencies, after an exchange of letters. An agreement has recently been reached, in principle, to extend the research programme of the Laboratory, with the financial support of UNEP.

6. Science

93. Since the establishment in 1963 of an Advisory Committee on the Application of Science and Technology to Development within the Council's framework, practically all of the organizations of the system have, both individually and collectively, maintained frequent contacts with the Committee, inter alia by assisting it in the identification of problems calling for its attention, and by providing it with studies and documentation on scientific and technological developments coming within their purview. The World Plan of Action and its Regional Plans have been elaborated by the Committee in close co-operation with the agencies and the regional economic commissions and arrangements have been made through ACC for the implementation of Economic and Social Council resolution 1823 (LV) on the World Plan. The following are examples of other co-operative arrangements recently established in this area under the aegis of the various agencies concerned.

94. A steering Committee of UNISIST, World Science Information System, was established by the General Conference of UNESCO in 1972 (General Conference resolution 2.131). Working contracts have been signed with FAO, ILO, IAEA, and ECE.

95. An agreement between the IAEA and UNESCO concerning the joint operation of the International Centre for Theoretical Physics at Trieste was signed by the executive heads of the two organizations in 1969.

96. An understanding between UNESCO and the executive secretaries of the regional economic commissions on their respective responsibilities in the field of science and technology was reached in 1969 and reported to the Economic and Social Council at its fourth session (document E/4709, report of the meetings of the executive secretaries of the regional economic commissions held in 1969).

97. Consultations are currently under way between UNESCO and WHO to systematize their collaboration in scientific areas of common concern including science policy, molecular biology, microbiology, cell research, brain research, the conservation of natural resources and the International Biological Programmes. The International Brain Research Organization, which functions under the auspices of UNESCO, is now in official relations also with WHO.

7. Transport and communications

98. Generally, interagency collaboration in this broad area mostly takes the form of reciprocal representation and participation in technical panels and working groups, particularly when the application of new techniques is being studied which requires a joint approach to the solution of technical problems

before more formal international action is taken. 21/ Common technical recommendations of world-wide applicability are also issued, whenever necessary. 22/

99. An agreement on working arrangements between WMO and ICAO was approved by the Governing Bodies of the two organizations in 1953, and amended in 1962. The agreement sets forth co-operative arrangements between the two organizations and establishes a division of responsibilities between them in matters relating to the application of meteorology to international air navigation at the worldwide, regional and country levels. Detailed provisions are made concerning the development of technical recommendations in this area, and the qualifications of the relevant technical personnel. A distinctive feature of these "working arrangements" is their emphasis on co-ordination not only at the intersecretariat but also at the intergovernmental level, inter alia, through the device of simultaneous meetings of the appropriate technical intergovernmental bodies of the two organizations.

100. As examples of arrangements in this area at the regional level, mention might be made of the Memorandum of Understanding exchanged between the Executive Secretary of ECAFE and the Secretary-General of the International Telecommunication Union in 1962. The Commission has since established a Telecommunication Sub-Committee and ITU closely co-operates in the servicing of this Sub-Committee. As a result of the Memorandum of Understanding, a joint ECAFE/ITU Unit has been established within the Transport and Communications Division of ECAFE to which UPU also provides an expert. A joint ITU/ECA has also been established in the ECA secretariat under similar arrangements. Similar, though less formal working arrangements exist between ICAO, IMCO and WHO and the regional economic commissions.

21/ Examples are the membership of ITU in the (ICAO) Automated Data Interchange Panel (ADISP) and in the Panel on the Application of Space Techniques of Aviation (ASTRAP); of WMO in ADISP and in the (ICAO) Supersonic Transport Panel (SSTP); of ICAO in WMO's Working Groups on Instruments and Methods of Observation at Aerodromes and on Qualifications and Training of Aeronautical Meteorological Personnel and in the IMCO Group of Experts on Search and Rescue. In the latter subject, studies are also pursued by an IMCO/ICAO/ITU/WMO Working Group.

22/ Examples are the ICAO Aeronautical Meteorological Standards and Recommended Practices (annex 3 to the ICAO Convention); the Specifications for Meteorological Services for International Civil Aviation (published by WMO); references to ICAO action in the ITU Radio Regulations and in the recommendation of the ITU Administrative Conferences, and to ITU regulations in the ICAO Convention; references to UPU and to International Health Regulations of WMO in the ICAO Standards and Recommended Practices on Facilitation (annex 9 to the ICAO Convention); and references to the applicability (in connexion with water operations of aircraft) of the International Regulations for Preventing Collision at Sea in the Standards on the Rule of the Air (annex 2 to the ICAO Convention).

C. Agreements and Arrangements governing the operations of United Nations programmes and funds

1. UNCTAD

101. General Assembly resolution 1995 (XIX), establishing the United Nations Conference on Trade and Development as an organ of the General Assembly, assigned to it, inter alia, the function:

"... to review and facilitate the co-ordination of activities of other institutions within the United Nations system in the field of international trade and related problems of economic development ..." and "to initiate action, where appropriate, in co-operation with the competent organs of the United Nations for negotiation and adoption of multilateral legal instruments in the field of trade ...".

102. The same resolution, in defining the functions of the Trade and Development Board, provided that

"the Board shall, as required, make arrangements to obtain reports from and establish links with intergovernmental bodies whose activities are relevant to its functions. In order to avoid duplication, it shall avail itself, whenever possible, of the relevant reports made to the Economic and Social Council and other United Nations bodies".

103. In the same context, the resolution called for the establishment of close and continuous links between the Board and the regional economic commissions of the United Nations and provided that

"in its relations with organs and agencies within the United Nations system, the Board shall act in conformity with the responsibilities of the Economic and Social Council under the Charter, particularly those of co-ordination and with the relationship agreements with the agencies concerned".

104. Finally, the Assembly, in establishing a permanent and full-time secretariat for the Conference within the United Nations Secretariat, provided that

"adequate arrangements shall be made by the Secretary-General of the United Nations for close co-operation and co-ordination between the secretariat of the Conference and the Department of Economic and Social Affairs, including the secretariats of the regional economic commissions and other appropriate units of the United Nations Secretariat as well as with the secretariats of the specialized agencies".

Relations with the United Nations Department of Economic and Social Affairs

105. On several occasions in recent years, the Economic and Social Council has taken decisions referring certain activities and problem areas to the Trade and Development Board or other UNCTAD bodies for detailed consideration. 23/

106. These decisions, and the resulting division of responsibilities between the Economic and Social Council and UNCTAD bodies have, in turn, guided the relations between UNCTAD and the Department of Economic and Social Affairs of the United Nations. Programme areas which are at present the subject of consultations between UNCTAD and the Department, with a view to ensuring complementarity of activities or an appropriate division of work include the problems of the least developed among the developing countries; the operations of multinational corporations and restrictive business practices, pursuant to Economic and Social Council resolution 1721 (LIII); the transfer of technology (including the role of patents, in consultation with WIPO; the brain drain; and the transfer of operative technology at the enterprise level); the exploitation of the sea-bed, pursuant to General Assembly resolution 2750 (XXV) and Conference resolutions 51 and 52 (III); and questions of mutual interest coming within the purview of the Council's Committee on Natural Resources. Finally, while tourism remains of interest to UNCTAD at the intergovernmental level, responsibility for work at the secretariat level has, as of January 1971, been transferred from UNCTAD to the Department of Economic and Social Affairs.

107. The relations between UNCTAD and the regional economic commissions are generally guided by the same principles and procedures as those between ESA and UNCTAD, and have not required the conclusion of formal agreements. The secretariats of the regional economic commissions are regarded as the regional arms of UNCTAD and continuous contacts are maintained at the working level. Over-all co-ordination is achieved through the periodic meetings of the executive secretaries of the Commissions, in which UNCTAD participates regularly.

23/ To cite only the most recent examples, UNCTAD has been requested by the Economic and Social Council to make arrangements for the preparation of a preliminary draft convention on international intermodal transport; to deal with export credits so as to make it unnecessary for the Economic and Social Council to concern itself with this question any further; to look after the co-ordination of export-promotion activities in the United Nations family; and to consider documents submitted to it on the transfer of operative technology at the enterprise level. Similarly, the provisions of the International Development Strategy within UNCTAD's area of competence were worked out under the auspices of the Trade and Development Board and UNCTAD's contribution to the first review and appraisal of the Strategy prepared the ground for the over-all discussion of the matter in the Economic and Social Council and was included in the Council's submission to the General Assembly.

Relations with FAO and other organizations in the field of commodities

108. Several resolutions have been approved within UNCTAD, since the adoption of General Assembly resolution 1995 (XIX), affirming UNCTAD's responsibilities in connexion with international commodity policy and the promotion of international co-operation on commodity matters, and calling for consultations and co-ordination between UNCTAD and other organs concerned, particularly FAO, with respect to agricultural commodities. ^{24/} Similar provisions are embodied in a number of international commodity agreements, such as those on cocoa, olive oil, sugar and wheat.

109. Co-ordination of the relevant activities of UNCTAD and FAO has been achieved through continuous working contacts and regular meetings between the two organizations, at both the executive head and the divisional levels. As a result of these meetings, the first of which was held in 1968, co-operative arrangements have been worked out to avoid, as far as possible, duplication of activities and to achieve a greater complementarity of work with respect to both general commodity arrangements and surveys, and individual commodities. Recently, a series of intensive intergovernmental consultations on selected agricultural commodities of major importance in international commodity trade have been launched by UNCTAD in co-operation with FAO.

Co-operation with IMCO with respect to shipping and ports

110. A joint booklet has recently been issued by the two organizations, outlining their respective roles in maritime transport and describing the contents of their technical assistance programmes. The booklet contains information on the forms in which assistance can be obtained by the two organizations and the channels and procedures which have to be followed for the submission of requests. It has been agreed between the two organizations that, in instances where requests for projects are received which contain elements falling within the competence of both organizations, arrangements will be made for their joint implementation.

Relations with IMF and GATT with respect to monetary, trade and finance matters

111. A basic principle governing UNCTAD's relations with IMF and GATT is the notion that international trade, monetary matters and long-term financial questions are interdependent and should, therefore, be dealt with in a co-ordinated manner. The views of UNCTAD's members on these issues, and on the improvements and modifications that may be necessary to make existing arrangements more effective,

^{24/} These resolutions include resolution 7 (VII) of the Committee on Commodities and Conference resolutions 16 (II), 18 (II), 50 (III), 51 (III) and 83 (III).

have been reflected in several resolutions, including Conference resolution 84 (III), 25/ and Board resolution 95 (XII). 26/ The General Assembly in its resolution 3041 (XXVII), endorsed these views and approved the recommendation of the Conference that the Secretary-General of UNCTAD should continue and develop further his consultations with the Managing Director of IMF and the Director-General of GATT. The steps taken to give effect to these provisions, particularly as regards the current negotiations on the reform of the international monetary system within the IMF, and the multilateral trade negotiations being conducted under the aegis of GATT, are briefly outlined below:

112. Relations with IMF. Although the operational responsibilities of IMF and UNCTAD vary considerably, there are, as it has been noted above, major areas of common interest to the two organizations. Recently, the initiation of negotiations within IMF for the reform of the international monetary system has necessitated a further expansion and intensification of working contacts between the two organizations; in particular, arrangements have been made for the Secretary-General of UNCTAD to attend, in an observer capacity, the meetings of the IMF Committee of Governments on the Reform of the International Monetary System and Related Issues (the Committee on 20) and for his representative to participate in the work of the Deputies of the Committee of 20. On a number of occasions, studies on international monetary reform, prepared by the UNCTAD secretariat have been submitted to these Committees.

113. Relations with GATT. The respective terms of reference of GATT and UNCTAD are such as to make co-operation and co-ordination between the two organizations especially complex.

114. With respect to technical assistance, the General Assembly in its resolution 2297 (XXII) approved the accord between the two organizations "on the establishment of the International Trade Centre, effective from 1 January 1968, to be operated jointly by UNCTAD and GATT on a continuing basis and in equal partnership". The Assembly noted in this connexion that the United Nations rules governing technical co-operation projects would "apply in toto to those activities of the Centre which are to be financed from technical co-operation funds". During 1973, meetings were held between the two organizations to discuss the respective roles of UNCTAD and the Centre with respect to projects involving expertise in the area of export incentives.

25/ In September 1972, in response to this resolution a tripartite meeting was held between the Secretary-General of UNCTAD, the Managing Director of IMF and the Director-General of GATT. A second such meeting was held in January 1973, and a third in August 1973. These meetings have provided an opportunity for an exchange of views by the heads of the three organizations on problems concerning the international monetary system, the world's trading system and economic development of developing countries.

26/ See also in this connexion, Board decision 106 (XIII).

115. The relations between the two organizations in other areas have required the continuous attention of UNCTAD's governing bodies. Contacts between the two secretariats, have, in the recent period, been particularly intensive with respect to the multilateral trade negotiations being conducted within the framework of GATT. In its resolution 82 (III) of 20 May 1972, the Conference requested the executive heads of the two organizations "to co-ordinate their activities in assisting the developing countries to prepare for, and participate in, the various stages of these negotiations". In addition, Conference resolution 76 (III) provided for the preparation of studies on the liberalization of non-tariff barriers, and the establishment of special machinery within UNCTAD to assist developing countries to participate effectively in the relevant phases of these negotiations.

116. The Tokyo Ministerial Meeting of GATT has now decided that "the Director-General of GATT, on a continuing basis, will keep the Secretary-General [of UNCTAD] informed on developments in the multinational trade negotiations in such a manner as to facilitate the Secretary-General of UNCTAD to assist the developing countries" and also that "the Trade Negotiations Committee could decide to invite the Secretary-General of UNCTAD to attend its meetings, as appropriate".

Relations with UNIDO

117. Close working relations have been established between the two organizations, in view of the importance of manufactures and semi-manufactures in merchandise trade, and the interrelationships which exist between investments and production on the one side, and trade on the other. In periodic meetings of senior staff members of UNCTAD and UNIDO, in which GATT and ITC are also represented, particular attention is devoted to the co-ordination of those field activities financed by UNDP which have bearing on both the production and trade of manufactures and semi-manufactures.

118. UNIDO is, at present, co-operating with UNCTAD in the execution of a long-term technical assistance project for the provision of Training and Advisory Services on the Generalized System of Preferences. UNCTAD is acting as the executing agency for the project, which became operational in May 1972. In addition to UNIDO, ITC and the regional economic commissions are also involved in implementation of the project, which includes experts in the fields of trade policies, industrial development, customs, tariffs, marketing and export promotions.

119. Other broad programme areas which are currently the subject of consultations or joint action between the two organizations include the transfer of technology; the impact of environmental policies on trade and development; international subcontracting, pursuant to Conference resolution 74 (III); and special measures in favour of the least developed among developing countries.

120. With the establishment of the joint UNCTAD/GATT International Trade Centre, those export promotion projects, originally planned as joint UNIDO/UNCTAD projects, have become joint projects of UNIDO with the Centre.

Relations with UNDP

121. The participation of UNCTAD in the Programme is governed by General Assembly resolution 2401 (XXIII) and Trade and Development Board resolution 44 (VII), granting to UNCTAD the status of executing and participating agency of UNDP, and by an exchange of memoranda between the two organizations in 1969.

122. Recently, the Conference has called for co-operation between the Secretary-General of UNCTAD and the Administrator of UNDP on certain aspects of the training and advisory project on the Generalized System of Preferences, and has requested UNDP's assistance in activities aimed at helping developing countries to participate effectively in the multilateral trade negotiations.

Relations with UNEP

123. Recommendation 105 of the United Nations Conference on the Human Environment and Conference resolution 47 (III), on the impact of environmental policies on trade and development, particularly in the developing countries, have provided the general framework for co-operation between UNCTAD and UNEP. UNEP has associated UNCTAD with the formulation of its work programme and the possibility is now being examined of having UNCTAD systematically study the implications of environmental measures in international trade with UNEP's financial assistance. These issues are, at present, under active consideration in the various UNCTAD governing bodies.

Relations with other specialized agencies

124. UNCTAD's relations with other organizations, particularly IBRD, ILO, UNESCO and WHO, relate to fairly technical and well-defined issues. Thus, the UNCTAD secretariat consults with IBRD regarding the preparation of studies and reports on development assistance and external indebtedness of developing countries; with ILO, in the field of maritime training and in respect to operational activities carried out under the World Employment Programme; and with UNESCO regarding trade in books and scientific matters. Relations with UNESCO are also maintained with respect to a question of broader scope, that of the transfer of technology, with a view to ensuring complementarity of the efforts of these two organizations.

2. United Nations Environment Programme

125. General Assembly resolution 2997 (XXVIII) on "Institutional and financial arrangements for international environmental co-operation" established the terms of reference of UNEP and set out the broad lines of its relationships with other organizations in the United Nations system. By that resolution, one of the main functions of the Governing Council of UNEP is "to provide general policy guidance for the direction and co-ordination of environmental programmes within the United Nations system". The responsibilities of the Executive Director of UNEP were defined to include the following: "(a) To co-ordinate, under the guidance of

the Governing Council, environmental programmes within the United Nations system, to keep their implementation under review and to assess their effectiveness; and (b) To advise, as appropriate and under the guidance of the Governing Council, intergovernmental bodies of the United Nations system on the formulation and implementation of environmental programmes". Furthermore, the resolution provided that the Fund "shall be directed to the need for effective co-ordination in the implementation of international environmental programmes of the organizations in the United Nations system and other international organizations".

126. The same resolution established an Environment Co-ordination Board (ECB) "under the auspices and within the framework of the Administrative Committee on Co-ordination". Information on the functioning of the Board, and on other consultative arrangements established within the framework of the Board, is contained in chapter V of this paper (E/5524/Add.5).

127. Procedures governing the relationships between UNEP and other organizations of the United Nations system with regard to activities wholly or partly financed by the Fund were approved by the Governing Council at its second session. One of the principal concepts reflected in these procedures is that the Environment Programme is a co-operative venture of the United Nations system. This concept is reflected in the use of the term "co-operating agencies" in preference to "executing agencies". A further provision of these procedures is that each project shall be undertaken on the basis of a detailed project document which would show the respective responsibilities of UNEP and the co-operating agency or agencies concerned for providing inputs and financing them.

128. Pursuant to the relevant recommendations of the General Assembly and the Governing Council, arrangements have also been made with the regional economic commissions for a common approach to regional environmental problems. These arrangements, which are reflected in an exchange of letters between UNEP and the executive secretaries of the commissions, vary according to the specific needs of each region, and, in most cases, include the appointment of a UNEP regional representative.

129. Consultations are also presently under way between UNEP and UNDP for the establishment of closer working relationships between the two programmes, particularly in cases of major development projects with national or regional environmental significance, and in relation to requests received by both organizations from Governments wishing to receive advice and assistance on environmental matters. These consultations have already resulted in preliminary agreement on the modalities of such a relationship.

130. The system of recurrent reporting on environmental situations, and on activities relating to UNEP being carried out within and outside the United Nations system, which is presently being established at the request of the General Assembly (resolution 2997 (XXVII)) and the Governing Council of UNEP (Decision 1 (I), paras. 18 and 19) is expected to provide a further systematic instrument for programme planning and co-ordination in the environment field.

3. United Nations Industrial Development Organization

131. General Assembly resolution 2152 (XXI) establishing UNIDO contained the following provisions on co-ordination and co-operation with other organizations in the United Nations system:

"27. The Organization shall play the central role in and be responsible for reviewing and promoting the co-ordination of all activities of the United Nations system in the field of industrial development.

"28. In its relations with organs and agencies within the United Nations system, the Board shall act in conformity with the responsibilities of the Economic and Social Council under the Charter of the United Nations, particularly those of co-ordination, and with the relationship agreements with the agencies concerned.

"29. There shall be a close and continuous working relationship between the Organization and the United Nations Conference on Trade and Development, in accordance with the general principle that the former shall be competent to deal with the general and technical problems of industrialization including the establishment and expansion of industries in developing countries, and the latter with the foreign trade aspects of industrialization, including the expansion and diversification of exports of manufactures and semi-manufactures by developing countries.

"30. The Organization shall establish a close and continuous working relationship with the regional economic commissions and the United Nations Economic and Social Office in Beirut.

"31. The Organization shall be a participating agency in the United Nations Development Programme and there shall be close co-operation and co-ordination between the Organization and the United Nations Development Programme. The Executive Director shall be a member of the Inter-Agency Consultative Board of the United Nations Development Programme.

"32. Adequate arrangements shall be made by the Secretary-General of the United Nations for close co-operation and co-ordination between the secretariat of the Organization and the other departments of the United Nations Secretariat.

"33. The Organization shall exercise its functions, when appropriate, in close co-operation with the specialized agencies concerned and the International Atomic Energy Agency.

"34. The co-ordination between the Organization and the specialized agencies concerned and the International Atomic Energy Agency shall be carried out at the inter-governmental level by the Board. Adequate arrangements shall also be made by the Secretary-General of the United Nations for such co-ordination at the secretariat level.

"35. The Organization may establish appropriate working relationships with relevant inter-governmental organizations.

"36. The Organization may, when it considers it appropriate, establish a working relationship with international non-governmental organizations concerned with the promotion of industrial development."

132. Pursuant to these provisions, UNIDO's secretariat submits periodic reports to the Industrial Development Board on co-ordination arrangements with other United Nations organizations in the field of industrial development, which are acted on by the Board. 27/ In addition, the Permanent Committee of the Board reviews annually the activities relating to industrialization carried out within the system.

133. The main features of the co-operative arrangements made by UNIDO with other organizations concerned with various aspects of industrial development are briefly summarized below.

ILO

134. A memorandum of guidelines for co-operation between ILO and UNIDO was signed on 3 April 1968. 28/ The memorandum identifies areas of common concern to the two organizations (including (a) management and productivity, (b) development of specific industries, and (c) small-scale industries and development of entrepreneurship) and provides for the establishment of joint consultative machinery.

135. Since that time, periodic meetings of joint ILO/UNIDO working parties have taken place, including ad hoc meetings between the executive heads of the two organizations. These meetings have served as a forum for the discussion of joint technical assistance activities, and the development of common approaches to problems of labour and industrialization.

UNESCO

136. A memorandum of understanding on guidelines for co-operation and co-ordination of activities between UNESCO and UNIDO was signed in 1968. 29/ The memorandum recognizes that a number of UNESCO activities in the field of education, training, science and technology relating to industry are complementary to those of UNIDO

27/ The relevant resolutions adopted by the Board include IDB resolutions 4 (II), 14 (III) and 27 (VI).

28/ The text of this memorandum was presented to the Industrial Development Board in document ID/B/55, annex I.

29/ The text of the memorandum was presented to the Industrial Development Board in document ID/B/55, annex II.

and provides for the establishment of joint consultative machinery on programmes of common concern. Since that time, periodic UNESCO/UNIDO intersecretariat meetings have been held. These meetings have dealt with programmes in such areas as applied industrial research, education and training of engineers, environmental programmes, and with information and documentation. An agreement between the two organizations on co-operation in the field of documentation and information is to be finalized in 1974.

FAO

137. Guidelines for co-operation between UNIDO and FAO were embodied in an agreement signed by the two organizations in July 1969. ^{30/} The agreement identifies areas for joint action between the two organizations, including planning equipment and machinery for agriculture, fishery and forestry; industries producing agricultural requisites; and matters relating to the FAO Industry Co-operative Programme and UNIDO's industrial promotion activities. In addition, the agreement defines the responsibilities of the two organizations with respect to certain types of industries, such as those for the processing of agriculture and food products and fisheries industries, and sets forth guidelines for co-operation in the field of food industries. A joint FAO/UNIDO intersecretariat committee has been established to give effect to the provisions of the agreement.

138. The agreement was reviewed by the executive heads of the two organizations in 1972. ^{31/} Its terms were expanded to include a division of responsibilities with respect to forest-based industries and a clarification of the responsibilities of the two organizations for fisheries equipment.

139. Together with IBRD, UNIDO and FAO have also established a joint Ad Hoc Working Group on the Financing of Fertilizer Projects during the Second United Nations Development Decade.

IBRD

140. In May 1973, the Industrial Development Board took note of the proposed arrangements for the establishment of an IBRD/UNIDO Co-operative Programme Unit. In November 1973, following the approval of the plan by the Board of Governors of the IBRD, a memorandum of understanding on the subject was signed by the President of the Bank and the Executive Director of UNIDO. The programme covers the undertaking of industry studies, the commissioning and supervising of feasibility studies and the appraisal of projects for IBRD financing.

^{30/} The text of this agreement was presented to the Industrial Development Board in document ID/B/64, annex I.

^{31/} See in this connexion ID/B/127, annex II.

UNDP

141. The integration of UNIDO's field establishment (the senior industrial field development advisers) with UNDP field officers and the relationships between these advisers and the UNDP resident representative, are governed by a letter of understanding signed by the two organizations.

142. Following the approval by the General Assembly (resolution 2953 (XXVII)) of the report of the Ad Hoc Committee on Co-operation between UNDP and UNIDO, arrangements have been made for periodic consultations between the two secretariats on matters of policy affecting the operations of the two organizations.

United Nations Centre on Housing, Building and Planning

143. An agreement between the Centre and UNIDO on responsibilities in the Construction and Building Material Industries was reached in 1968. In the same year, consultations between the two organizations were initiated leading to a possible agreement on division of responsibilities in the field of industrial location and planning of industrial estates.

Regional economic commissions

144. In accordance with resolution 6 (II) of the Industrial Development Board, UNIDO has entered into agreements with all of the regional economic commissions. These agreements provide for continuous exchange of information on programmes of work, including field activities; co-operation in the implementation of operational projects in the regions; intersecretariat meetings to review activities of mutual interest; and the role of regional and field advisers. The first of these agreements was concluded with ECE and ECA in 1968. 32/ An additional agreement with ECA for the establishment of a joint ECA/UNIDO Industry Division at ECA headquarters was signed on 25 June 1973. The ECAFE/UNIDO agreement on Principles and Procedures of Co-operation, 33/ concluded in July 1969, was likewise supplemented the following year by a note signed by the two organizations dealing, inter alia, with the organization of group missions to ECAFE member States. 34/ Similarly, the provisions of the arrangements for co-operation between ECLA and UNIDO, of 1 April 1969, 35/ were reviewed by the executive heads of the

32/ The text of these agreements was presented to the Industrial Development Board in document ID/B/55, annexes III and IV.

33/ The text of this agreement was presented to the Industrial Development Board in document ID/B/65, annex II.

34/ The text of this note was presented to the Industrial Development Board in document ID/B/83, annex I.

35/ The text of this agreement was presented to the Industrial Development Board in document ID/B/55/Add.1.

two organizations in 1972, particularly as regards the functions of the ECLA Industry Division in Santiago and the work of the UNIDO-financed regional industrial advisers located in Santiago and Mexico City. Pursuant to the agreement between UNESOB and UNIDO, ^{36/} an industrial unit was established in 1969, as an outpost of UNIDO, at UNESOB (now ECWA) headquarters. Following the establishment of ECWA in August 1973, UNIDO has been requested to assist the Commission in establishing guidelines for its programme of work. Consultations are also under way for the establishment at ECWA headquarters of a joint UNIDO/ECA Industry Division. Since 1970, a regular cycle of annual work programme discussions have been established between UNIDO and the regional economic commissions.

145. UNIDO also finances, from its regular programme of technical assistance, a maximum of 16 regional industrial development advisers, who are attached to the regional economic commissions.

Informal arrangements with other organizations

146. Frequent meetings at the secretariat level are held between UNIDO and WHO to review ongoing and planned projects in areas of common interest, including water supply and sewerage; wastes and effluents and the design of industrial plants to minimize such wastes; and the manufacturing of medical supplies and pharmaceuticals. Similar informal arrangements have been established with IAEA. Consultations are also under way with UNEP for the establishment of a joint UNIDO/UNEP programme concerned with the impact on the environment of industrial branches and products, location and relocation of industries, and the management of natural resources.

4. United Nations Development Programme

147. The consensus adopted by the Governing Council at its tenth session in June 1970, approved by the General Assembly and annexed to its resolution 2688 (X) of 11 December 1970, constitutes the principal legislative source governing present UNDP programming procedures and its relations with the participating and executing agencies. Other legislation governing UNDP activities is contained in General Assembly resolution 2029 (XX) of November 1965, consolidating the Expanded Programme of Technical Assistance and the Special Fund into UNDP, and in the two previous resolutions establishing these two operations, i.e., Economic and Social Council resolution 222 (IX) (approved by the General Assembly in resolution 304 (IV) on EPTA, and General Assembly resolution 1214 (XIII) on the Special Fund. Other resolutions bearing on the relationships between UNDP and its executing agencies include General Assembly resolution 2975 (XXVII), on measures to strengthen the executing agencies of the United Nations system, and resolution 2953 (XXVII) on co-operation between UNIDO and UNDP.

^{36/} The text of this agreement was presented to the Industrial Development Board in document ID/B/55, annex V.

148. A draft statute which would consolidate into a single text the main provisions now in force from previous resolutions is presently under consideration by the Governing Council.

149. Pending the conclusion of new standard agreements to reflect the new country programming procedures (see in this connexion paragraph 150 below), the relationships between recipient Governments, UNDP and the executing agencies are still governed by various types of agreements - drawn up at various stages in the evolution of the programme - which still refer to the Expanded Programme of Technical Assistance (EPTA), the Special Fund etc. The main features of these agreements are briefly outlined below:

Standard agreements regarding the technical assistance-type of UNDP activities (formerly EPTA)

150. At the time of the Expanded Programme of Technical Assistance (EPTA), standard agreements were signed with most recipient Governments by the Executive Chairman of TAB on behalf of the participating organizations of EPTA (later by the Administrator of UNDP). These agreements contained provisions defining the obligations of the recipient Government, the agencies and the Executive Chairman (now the Administrator). 37/ The standard text of these agreements is contained in section IX-C-2 of the UNDP Administrative Field Manual. 38/

Agreements for special fund-type of UNDP activities

151. Three different types of agreements were concluded under the Special Fund: agreements with Governments; agreements with executing agencies; and the so-called "Plans of Operation".

(a) Agreements with Governments

The text of these standard agreements concluded with the recipient Governments (and originally cleared with the organizations of the system acting as executing agencies for special fund projects) specified the rights and obligations of the parties and contained provisions which defined the obligations of the agencies in the execution of projects (and, therefore, their relationship with UNDP). The text of these agreements is contained in section IX-C-3 of the UNDP Administrative Field Manual. 38/

37/ Until 1954, two types of technical assistance agreements were concluded under EPTA: the Standard Agreements (formerly called Basic Agreements) referred to above were supplemented by "Supplementary Agreements" setting out the specific terms of reference of each operation, including the appointment of experts, etc. The two types of agreements were consolidated in 1954 into a Revised Standard Agreement concerning technical assistance.

38/ It is to be noted that individual agreements with Governments may differ slightly from the standard text to reflect special circumstances or specific wording agreed upon with the Government.

(b) Agreements with the executing agencies

Agreements were concluded with the executing agencies for special fund-type of projects containing general provisions on the manner in which the agency would carry out the relevant projects, its general obligations as an executing agency, financing arrangements and exchange of information. The texts of these (13) agreements have been issued in document form under the symbol DP/SF/EX/Agreement R.1 to 13. It is to be noted that, in the case of the United Nations, UNCTAD and UNIDO, these agreements take the form of an exchange of letters and that there is no basic agreement with IBRD as an executing agency (see also in this connexion paragraph 153 below).

(c) Plans of operation

For the implementation of each special fund project, a detailed plan of operation was signed between the recipient Government, the executing agency and the Special Fund (later UNDP). This agreement has now been replaced by "project documents" (see in this connexion paragraph 153 below).

Standard agreements on operational assistance (formerly OPEX)

152. Three types of instruments regulated the provision of such assistance: Standard Agreements between the United Nations (on behalf of the organizations participating in EPTA - later UNDP) and the Governments concerned:

(a) "Embodying the conditions under which the organizations shall provide the Government with the services of officers to perform functions of an operational, executive and administrative character, as civil servants or other comparable employees of the Government (hereinafter referred to as 'the officers') and 'the basic conditions which shall govern the relationship between the Government and the officers';

(b) The "contract" between the United Nations and the "officers"; and

(c) The arrangements between the officer and the employer Government. The last two instruments were subject to the provisions of the standard agreements. Although they did not refer specifically to relations with the agencies, the Standard Agreement on operational assistance, in specifying the reciprocal obligations of the organization and the recipient Government, also determined the role of the agencies in this sector of the programme.

* * *

153. The above-mentioned standard agreements have not yet been updated, as a result of the adoption of the new country programming procedure. However, the "Plans of Operation" referred to above have now been replaced by "project documents" signed by the Government, UNDP and the executing agency. These documents define the relationships of the executing agency with the UNDP and the Government in the implementation of each specific project. Moreover, a new standard text defining the relations between the UNDP and the recipient Government, as regards all UNDP activities, has been established and already signed by three

Governments. The text defines, inter alia, the obligations of the executing agency. A new standard text for agreement between UNDP and the executing agencies is also currently under preparation.

Relationships with participating and executing agencies

154. The UNDP Procedural Handbook and the UNDP Administrative Field Manual embody, in the form of detailed provisions, the guidelines, decisions or resolutions approved by the General Assembly, the Economic and Social Council and the Governing Council concerning relationships with the participating and executing agencies. These instructions reflect, as well, the decisions of the Administrator of UNDP taken after consultations with the agencies in IACB. Information on the functioning of the Board and on the changes in its role which have been brought about by the new programming procedures is contained in document E/5524/Add.5. The same chapter also describes mechanisms for co-ordination at the field level, and the mandate of the UNDP resident representatives, as defined in General Assembly resolution 2688 (XXV).

155. It might be added that the standard letters of agreement with recipient Governments on the appointment of a resident representative (see section IX-C-5 of the UNDP Administrative Field Manual), in specifying the functions of this official, also define the relationship between the UNDP and the agencies at the field level, as regards such matters as channels of communication, co-ordination of UNDP assistance, co-ordination with national and bilateral programmes, project preparation, etc.

156. The following arrangements with individual organizations may also be mentioned:

(a) Relations with FAO and UNIDO. Special relationships at the field level have been established by UNDP with FAO and UNIDO: letters of understanding have been signed by the Programme with these two organizations defining the relationship of the UNDP resident representative with the FAO country representatives senior agricultural advisers, and UNIDO's senior industrial field development advisers, respectively. These understandings were recently reviewed by the Governing Council in the context of its consideration of questions of sectoral support to resident representative.

(b) Relations between UNDP and UNFPA. These relations are defined in General Assembly resolution 3019 (XXVII) and Economic and Social Council resolution 1763 (LIV). Further information on the details of these relations is provided in the section on UNFPA below.

(c) Relations between UNDP and the United Nations Volunteers programme (UNV). The programme was established under General Assembly resolution 2659 (XXV) which placed it under the authority of the Administrator and defined its relationship with UNDP.

(d) Relations between UNDP and the United Nations Environment Programme (UNEP). The Administrator of UNDP is a member of the Environment Co-ordination Board, which was established under the auspices and within the framework of ACC

(General Assembly resolution 2997 (XXVII)). The Economic and Social Council has recommended to the General Assembly, in its decision of 9 August 1973, that the Executive Director of UNEP participate in IACB (see also in this connexion paragraph 154 above).

(e) Relations between UNDP and WFP. The resolution establishing WFP (General Assembly resolution 1714 (XVI)) specifies that the resident representatives of UNDP be fully informed about, and within their field of competence associated with, activities undertaken under the Programme. Following a subsequent decision of the Governing Body of WFP, resident representatives of UNDP were designated as representatives of WFP at the country level.

(f) Relations with IBRD. As mentioned above, the Bank has no basic agreement with UNDP relating to its executing agency activity. A "project document" for each individual project is entered into by the UNDP, the Bank and the Government concerned covering all aspects of the technical assistance to be provided. The Bank and the UNDP have also agreed on a procedure for cases in which there is a reasonable prospect that a UNDP-financed project executed by another agency might lead to an investment project suitable for Bank Group financing. In such cases, the Bank, in commenting on the request for UNDP assistance, expressed "special interest" and the UNDP then instructs the executing agency to consult with the Bank during the preparation and execution of the project. Recently, the Bank has joined with UNDP in a long-term (20 years) programme to control river blindness (onchocerciasis) in seven countries of western Africa, to be executed by WHO in co-operation with the Government concerned and in association with FAO. In February/March 1974, an agreement between the Governments of Canada, France, the United Kingdom of Great Britain and Northern Ireland, the United States of America and IBRD, IDA, UNDP and WHO for the establishment of an onchocerciasis fund was signed by the parties concerned.

* * *

5. United Nations Fund for Population Activities

157. UNFPA has evolved from a trust fund of the Secretary-General into an autonomous funding organization within the framework of the United Nations Development Programme, responsible to the latter's Governing Council, under the General Assembly and subject to directives from the Economic and Social Council. From the outset, UNFPA has utilized the United Nations, UNICEF and the specialized agencies with population programmes as executing agencies and has collaborated with the IBRD as an organization administering a parallel programme.

158. The transfer in 1969 of the administration of the Fund from the Secretary-General to the Administrator of UNDP led to the establishment of a separate interagency body - the Inter-Agency Consultative Committee of UNFPA (IACC) - charged with the consideration of administrative, financial, programming and co-ordination problems arising in connexion with projects and programmes being funded by the UNFPA. Since early 1970, this Committee - whose membership includes, the United Nations, UNICEF, WHO, UNIDO, UNESCO, ILO and FAO under the chairmanship of UNFPA's Executive Director - has met at least twice a year, usually in conjunction with the ACC Sub-Committee on Population, on which UNFPA is also represented.

/...

159. A second UNFPA consultative body, the Programme Consultative Committee (PCC), existed from 1970 until the General Assembly's action in 1972 subordinating the UNFPA to the Governing Council of UNDP, at which time it was discontinued. Membership of the PCC included the IBRD and a number of governmental agencies and private organizations with programmes parallel to that of the Fund. Since January 1974, the Fund has again been authorized by the Governing Council of UNDP to seek technical and expert advice from ad hoc technical groups, as necessary.

160. Up to the present, co-operation between UNFPA and other organizations in the United Nations system concerned with population has been on an ad hoc basis, without formal written agreements. During UNFPA's trust-fund period, under delegation from the Secretary-General, the Administrator of UNDP was responsible for administering the Fund and UNFPA's relation to United Nations organizations was therefore covered by the existing arrangements between UNDP and those organizations.

161. After the establishment of UNFPA as a Fund of the General Assembly in December 1972 (resolution 3019 (XXVII)), separate financial regulations and rules for the Fund were prepared, and approved by the Governing Council of UNDP in January 1974.

162. These regulations and rules, generally patterned on those of UNDP, contain an article on the implementation of the UNFPA programme which provides that "agreements shall be entered into between the Executive Director (of UNFPA) and each Participating and Executing Agency ... in which the the general terms and conditions which are to govern the financing and execution of projects are specified" and that the detailed arrangements for the execution of each project are to be set forth in a project document.

163. As far as relations with UNDP are concerned, it might be added that, at its fifteenth and sixteenth sessions, the Governing Council of UNDP directed UNFPA to consult the Administrator of UNDP with respect to the reports it submits to the Governing Council, its financial regulations and rules, and project approvals by the Executive Director under authority delegated by the Governing Council. Accordingly, the Administrator and the Executive Director of UNFPA have worked out procedures, now in force, to accomplish these consultations. Moreover, the Executive Director attends the Administrator's staff meetings and consults him on an ad hoc basis on all policy and organizational matters calling for his attention. In addition to these relationships, UNDP, with a UNFPA subvention for the purpose, has handled and continues to provide administrative and financial backstopping for the Fund.

164. The relationships between the UNFPA and the United Nations Secretariat, particularly the Population Division, also deserve special mention. Three phases in these relations can be identified: a first phase, up to 1969, i.e. prior to the delegation of the administration of UNFPA to the Administrator of UNDP, when the Fund was administered on behalf of the Secretary-General by the Department of Economic and Social Affairs, and within it special responsibility was borne by the Population Division; a second phase, immediately after the transfer, when the

main emphasis was placed on a clarification of the division of functions between the Fund and the Division; and the current phase, characterized by the joint consideration of arrangements to ensure that full advantage is taken by the Fund, in support of its own planning and decision-making processes, of the knowledge and analytical capabilities of the substantive side of the Division.

165. Although the information included in this chapter does not extend to collaboration on specific projects, mention should be made here of the arrangements made in 1972 between IDA and UNFPA according to which IDA extended a credit for a population project for which UNFPA made a grant in the same amount. The two organizations have also instituted regular semi-annual programme meetings to co-ordinate their population activities and have provided staff for each other's missions.

6. United Nations Children's Fund

166. As a subsidiary organ of the United Nations, UNICEF receives its basic directives from the General Assembly and the Economic and Social Council. These directives form the basis for action by UNICEF's Executive Board and its Executive Director. As is mentioned in document E/5524/Add.3, UNICEF's field of interest - the broad spectrum of children's needs - is shared in some degree by other organizations; for example, WHO shares with UNICEF a concern with the health of children. Similarly, organizations such as UNDP, concerned with the broad fields of development, share with UNICEF an interest in the well-being and training of children as a basis for development.

167. A system of "built-in" co-ordination - rather than the conclusion of agreements with individual organizations - has been developed with respect to UNICEF assistance, taking account of the specialized capacities of all participants in a given programme. At the headquarters level, i.e., at the stage of approval, the Executive Board of UNICEF, in approving any proposal for UNICEF assistance, must be satisfied that the proposal has been co-ordinated appropriately with other concerned organizations in the system, including the provision of technical advice, where applicable. At the implementation stage, assistance is provided in accordance with a plan of operations agreed to by the Government, any other agency or agencies concerned, and UNICEF, which specifies in detail the inputs from the respective participants. Between these two stages, there are a variety of steps taken to ensure co-ordination, as described below.

General, including policy formulation 39/

168. By action of the respective governing bodies, there are two joint committees - the UNICEF/WHO Joint Committee on Health Policy, and the FAO/UNICEF Joint Policy Committee. These Committees are concerned with policies to be followed by the organizations in the complementary assistance they provide to the same projects. The reports and recommendations of the Committees are considered by the respective governing bodies. Each of the governing bodies represented on the Committee selects six persons to serve on the Committee.

39/ See also in this connexion paras. 36 and 50 above.

169. Similar, though less formal arrangements, exist with UNESCO, ILO and the concerned divisions of the United Nations Department of Economic and Social Affairs, whereby meetings at senior secretariat level are arranged annually to discuss matters of mutual concern. Such secretariat meetings also precede the meetings of the joint policy committees involving WHO and FAO.

170. The various co-operating agencies are also regularly represented at meetings of the UNICEF Executive Board and Programme Committee. This representation is often at the technical level, so as to permit participation in substantive discussions relating to the special interests of the organizations concerned. Conversely, UNICEF is represented at the governing body meetings of the specialized agencies, as well as at other meetings of a more technical nature arranged by those agencies in which UNICEF has a direct interest.

171. Moreover, WHO, FAO and UNESCO have staff members stationed at UNICEF headquarters to advise on technical matters as they affect UNICEF programme policies and operations. The salaries of these staff members are paid by their respective parent organizations, while UNICEF provides office space. The individuals are agreed to by the respective executive heads. The same arrangement is now being made with ILO. Since the Department of Economic and Social Affairs is located at United Nations Headquarters, similar, though less formal, arrangements exist with its interested divisions.

172. For many years, the UNICEF Executive Board has basically followed a "country approach", whereby an attempt is made to consider UNICEF assistance to a country in relation to all of the country's programmes benefiting children, rather than exclusively in relation to the possible contribution of UNICEF to individual sectoral activities. With the introduction of country programming in UNDP, and in accordance with the consensus contained in General Assembly resolution 2688 (XXV), UNICEF inputs continue to be approved exclusively by its Executive Board, but information on these inputs must now form part of the UNDP country programming document, available for information to all concerned. In addition, UNICEF staff are under instruction to participate as actively as possible in the formulation of the total UNDP country programme. Further measures aimed at a strengthening of existing links between UNICEF's and UNDP's assistance were recommended by the Executive Board at its 1972 session (E/ICEF/629; E/5317).

Project preparation, approval and implementation

173. UNICEF staff are under standing instructions to associate the representatives of interested organizations in project preparation at the appropriate stage and level. Moreover, representatives of the United Nations organizations concerned participate in the so-called "preview" meetings, at which all proposals for assistance to be presented to the Executive Board are reviewed with UNICEF field staff.

174. As far as evaluation is concerned, the Executive Board of UNICEF carries out at each session a general appraisal of one or two fields of assistance, in order to establish guidelines for future work. These assessments are usually undertaken by one or more consultants, jointly agreed upon by UNICEF and the sectoral agency concerned.

Special arrangements

(a) UNFPA: Although UNICEF normally does not receive funds from other funding organizations, it does receive, on a funds-in-trust basis, funds from UNFPA for assistance to family planning activities. These are usually included in larger UNICEF-assisted programmes, particularly in the development of basic health services.

(b) Emergencies: Although the bulk of UNICEF aid is provided in support of long-range programmes of benefit to children, UNICEF retains its interest in, and has built up a capacity to respond to emergency needs of children and mothers growing out of natural or other disasters. In cases where more than one United Nations agency provides emergency aid, UNICEF co-operates as a member of the "United Nations team". This involves participation in the development of co-ordinated programmes, informal support for the central fund-raising efforts, sharing in the proceeds thereof and co-ordinated implementation of programmes. Since the establishment of UNDRO, UNICEF has co-operated with it, inter alia, by the temporary secondment of UNICEF staff members to the Office.

7. United Nations/Food and Agriculture Organization World Food Programme

175. WFP as such has not concluded any agreements with other organizations of the United Nations system at the intergovernmental or intersecretariat level. However, the General Regulations of WFP, as approved by the Economic and Social Council and the FAO Council in 1965, contain several provisions which are relevant to the relations between WFP and other organizations in the system, particularly the United Nations and FAO. These regulations provide that:

"General financial and administrative services will be provided on a reimbursable basis through the regular FAO administration services and to this effect the Executive Director shall rely to the fullest extent possible on the existing staff and facilities of FAO." (14e)

"The IGC (Intergovernmental Committee) shall report annually to the Economic and Social Council of the United Nations and to the Council of FAO on the progress made in the development of the Programme and its administration and operation." (10)

"For other services the Programme shall rely to the maximum extent feasible on the existing staff and facilities of FAO, the United Nations and/or other intergovernmental agencies. The additional cost involved will be reimbursed from WFP resources." (14f)

"In all stages of the development of its activities, the Programme shall, as appropriate, consult with and seek advice and co-operation from the United Nations and FAO. It will also operate in close liaison with appropriate United Nations agencies and United Nations operating programmes as well as with regional intergovernmental organizations and bilateral programmes. Interested and co-operating international agencies and bodies

shall be invited to send representatives to attend meetings of the IGC. The Executive Director, in consultation with the Secretary-General and the Director-General, shall give special attention to developing these and other means of co-operation with these agencies and organizations, and will report to the IGC on the progress made." (16a)

"The annual budget of the Programme shall be reviewed by the FAO Finance Committee and ACABQ, and submitted together with their reports to the IGC (Intergovernmental Committee) for approval. Supplementary budget estimates may, in exceptional circumstances, be prepared and reviewed to the extent feasible under the same procedure before submission to the IGC for approval. The financial reports of the Programme shall be submitted to the FAO Finance Committee and to ACABQ. After review by the FAO Finance Committee and by ACABQ, if the latter so desires, they shall be submitted with any comments which these committees might wish to make to the IGC for approval" (24)

176. With regard to co-operation in the field, the General Regulations state the following:

"The representatives of the Programme in each recipient country will be the Resident Representatives or the Regional Representatives of the United Nations Development Programme, as the case may be. WFP field staff stationed in a recipient country will form part of his office." (14h)

177. It might be added that, since 1967 a systematic exchange of project summaries to promote early identification of projects of mutual interest has been established between WFP and UNDP. In October 1968, a joint circular was issued by the two organizations, outlining arrangements for strengthening co-ordination between the two programmes in the field.

178. Another aspect of interorganizational relationships with respect to WFP's operations is stated in the General Regulations as follows:

"Governments desiring to establish food aid programmes or projects assisted by the Programme shall present their requests in the form indicated by the Executive Director. Prior to the submission of the project application, the knowledge, skills and experience of locally available technicians, including those of the United Nations, FAO, WFP and other United Nations organizations, should be drawn on to the extent feasible and necessary for the purpose of assuring maximum refinement and improvement in the project plans at the earliest possible stage, particularly with reference to the administrative and technical aspects thereof. Requests shall normally be presented through the UNTAC (now UNDP) Resident Representatives, who shall keep the FAO Country Representative (now FAO SAA/CR) and, as appropriate, the representatives of other United Nations agencies fully informed." (17a)

179. These general provisions are reinforced by a series of informal arrangements and understandings between WFP and other organizations concerned in the United Nations system.

180. In regard to co-operation with UNICEF for example, circular letters were sent to UNDP resident representatives (WFP Representative) during the period 1968-1970 informing them of the informal agreements reached with UNICEF to strengthen contacts and consultations between the two organizations at the working level and urging all field officers to co-operate. Similar instructions were sent to the resident representatives in respect to co-operation with FAO field staff in accordance with guidelines reached during a high level meeting between WFP and FAO representatives in February 1972.

181. Close working relationships have also been established between WFP and UNDRO and the Programme has appointed several "focal points" for maintaining close liaison with the Office. Another informal understanding in regard to emergency operations and projects exists between WFP and UNHCR, which has led to co-operation between the two organizations in several programmes on behalf of refugees.

8. Office of the United Nations High Commissioner for Refugees (UNHCR)

Interagency co-operation in respect of regular UNHCR activities

182. In the exercise of its regular material assistance activities, particularly in Africa, UNHCR co-operates with several United Nations specialized agencies and organizations. This co-operation, which mainly concerns the settlement of refugees and their education and training, is generally based on formal arrangements which either take the form of declarations of intention by the organizations concerned or of a letter of understanding agreed to by the parties.

183. Existing procedures for interagency co-operation, in respect of assistance to refugees in Africa coming within the competence of UNHCR, were reviewed at a meeting convened by the High Commissioner in January 1969, pursuant to a decision of the ACC. The report of the meeting, including the declarations of intent of several organizations (United Nations, UNICEF, UNIDO, WFP, ILO, FAO, UNESCO, WHO, ICAO, ITU, WMO, IMCO and IAEA) as to the measures that they were prepared to take to increase their support to UNHCR's programmes, were endorsed by ACC and submitted to the Executive Committee of the High Commissioner's Programme at its twentieth session (document A/AC.96/410/Add.1).

United Nations Educational and Training Programme for Southern Africa (UNETPSA)

184. Through an exchange of letters, a broad division of responsibilities was worked out in 1970 between the United Nations Educational and Training Programme for Southern Africa and the UNHCR, according to which UNHCR can, within its possibilities, assist the refugees concerned up to completion of the first level of secondary education whereas UNETPSA would cover the second level of secondary education as well as the technical and higher levels.

United Nations Development Programme

185. UNHCR maintains regular contact with UNDP resident representatives in countries where large groups of refugees are being settled on land with a view to

ensuring, whenever possible, their integration within the frame of zonal development projects. This objective has been pursued particularly in cases where the consolidation phase of the settlement of refugees has been carried out within the framework of UNDP-assisted projects. In addition, the UNDP resident representatives administer or supervise the administration of UNHCR assistance projects in countries where UNHCR is not represented. In such countries, UNDP resident representatives also assist in relations with Governments on matters such as fund raising.

United Nations Children's Fund

186. In co-operation with the Governments concerned, UNICEF medical equipment and supplies as well as material for schools have been made available for refugee settlements. Furthermore, emergency assistance including medical supplies, vehicles, water pumps and food have been provided by UNICEF for refugees on several occasions. The use of UNICEF procurement services is also available to UNHCR.

United Nations/FAO World Food Programme

187. Since its inception, WFP has been co-operating with UNHCR, particularly in emergency situations arising from a large-scale influx of refugees in countries which were not in a position to carry the resulting burden without international aid. In these countries, WFP assistance has also been frequently made available during the settlement of refugees on land.

International Labour Organisation

188. The services of ILO experts have been made available to UNHCR in such fields as the establishment and operation of rural institutions and co-operatives, handicrafts and small-scale industries. ILO has, furthermore, assisted a number of refugees in obtaining professional or vocational training, on occasions making funds available for this purpose.

Food and Agriculture Organization of the United Nations

189. FAO experts have been made available to evaluate refugee settlement sites and to assess the economic and technical aspects of the settlement of refugees in rural areas. FAO and UNHCR also collaborate in respect of emergency food assistance through WFP, which is subject to the approval of the Director-General of the FAO. Refugees have also benefitted from a number of FAO-executed education and training projects in areas, such as animal health, coming within the purview of the organization.

UNESCO

190. A Memorandum of Understanding between UNHCR and UNESCO was signed on 10 July 1967, and has since been renewed every two years. The working arrangements

specified in the Memorandum cover both consultations at the headquarters level and operational activities. At present, a UNESCO programme specialist is posted at UNHCR headquarters, and a UNESCO expert has been assigned the responsibility of visiting UNHCR branch offices and assessing, in collaboration with the UNHCR staff, projects in countries where refugee education programmes are in operation. It is expected that, in the near future, additional UNESCO experts will be posted to both UNHCR headquarters and in the field.

World Health Organization

191. In addition to giving its views on UNHCR assistance programmes, WHO has made experts available to participate in the evaluation of sanitary aspects of refugee settlement sites. WHO assistance and advice has also been obtained at times of epidemics in areas inhabited by refugees, particularly as regards the provision of medical supplies. Furthermore, refugees benefit from vaccination campaigns carried out by Governments in co-operation with WHO. WHO expertise has also been made available to UNHCR on technical aspects concerning the provision of water to refugee settlements. In the field of education, WHO guidance and assistance has been sought with respect to the educational qualifications of refugees seeking medical training and their admission to medical schools.

World Bank

192. Discussions are being held with IBRD with a view to determining conditions under which refugees could benefit by the loans and credits granted to Governments by the IBRD and the International Development Association. UNHCR is kept informed by IBRD of studies undertaken by the Bank in areas with refugee populations, so as to be able to examine with the Governments concerned and in consultation with the Bank, the possibility of having these populations benefit from IBRD-financed projects.

Other specialized agencies

193. Other agencies which have been co-operating with UNHCR in programmes on behalf of refugees include WMO (fellowships for refugees from colonial countries and territories; advice on educational possibilities in the meteorological field; and administration of a number of UNHCR-financed fellowships), ITU (particularly in connexion with the setting up of radio networks to facilitate the supervision of large-scale repatriation projects) and UPU. (The Executive Council of UPU has, in May 1970, adopted a resolution which authorizes a yearly provision within the Organization's Special Fund for the training in postal administration of refugees from countries covered by General Assembly resolution 2555 (XXIV).)

Interagency co-operation in respect of special assignments

194. The High Commissioner has, on a number of occasions, been called upon to carry out co-ordination activities in respect of tasks assumed by the United

Nations. This was the case, for example, with the large-scale assistance operation carried out for the East Bengali refugees in India and with the United Nations Immediate Relief Programme in Southern Sudan. On these occasions, special arrangements were made to facilitate concerted action by the United Nations agencies concerned. In the case of the operation in India, for example, a standing interagency consultation unit was established, which was meeting at regular intervals and on which all the agencies involved were represented. Similarly, an Inter-Agency Working Group was established to co-ordinate relief assistance to Southern Sudan. Generally, the extent of co-operation required on the occasion of such special assignment varies from case to case, and ad hoc arrangements adapted to circumstances must be worked out in every instance.

9. United Nations Relief Works Agency for Palestine Refugees in the Near East (UNRWA)

195. UNRWA, as a subsidiary organ of the General Assembly, and the World Health Organization co-operate under an agreement - extended from year to year - which was signed in September 1950 and supplemented in 1953. This agreement, as amended by an exchange of letters in 1955, sets out the manner in which WHO assists UNRWA in the discharge of its mandate in respect of health services for the refugees.

196. The Agency has a similar agreement with UNESCO in respect of the UNRWA/UNESCO education programme: the latest of these agreements was signed in 1967 and renewed since.

197. There exists also a tripartite agreement between UNRWA, UNESCO and the Swiss Government covering the functioning of the UNRWA/UNESCO Institute of Education. This agreement was originally signed in December 1967/January 1968 and most recently renewed by an agreement signed in July/August 1973, which also relates to the extension of the Institute's services to Governments in the area. UNESCO is executing agency of a UNDP project related to the Institute, and UNICEF also contributes financial support for certain activities of the Institute.

198. In addition to these formal arrangements, there are a number of practical arrangements, such as those with UNITSO (regarding United Nations radio communications) and other offices of the United Nations family located in the Agency's area of operations (mostly in connexion with security arrangements).

10. United Nations Institute for Training and Research (UNITAR)

199. As provided in General Assembly resolution 1934 (XVIII) of 11 December 1963, the United Nations Institute for Training and Research was established by the Secretary-General as an autonomous institution within the framework of the United Nations. The Statute of the Institute contains a number of provisions governing the relations between the Institute and other United Nations organizations. These include article 3 (providing that "specialized agencies and the IAEA may be represented as appropriate at meetings of the Board (of Trustees of UNITAR) in respect of activities of interest to them" ... and that "representation of agencies with a major continuing interest shall be arranged for on a permanent basis") and

article 7 providing that the Institute " ... shall develop arrangements for active co-operation with the specialized agencies and other organizations, programmes and Institutions of the United Nations, including the regional economic development institutes ...".

200. Pursuant to these provisions, UNITAR collaborates on an ad hoc basis with the organizations concerned with respect to activities of mutual interest. In addition, the Institute has established practical co-operative arrangements with various departments of the United Nations Secretariat, particularly the offices Financial, Personnel and General Services.

11. Other bodies and units

Regional Economic Commissions

201. As a general rule, no distinction has been made throughout this chapter between the headquarters, regional and field levels, because agreements and understandings reached by organizations are normally regarded as applicable to all activities coming within their scope, without geographical limitations. However, in a number of cases, specific arrangements have been concluded regarding the handling of regional questions, and these have been so identified in the preceding sections of this chapter.

202. In particular, the establishment within the United Nations of Regional Economic Commissions for Europe (1947), Asia and the Far East (1947), Latin America (1948), Africa (1958), and the recent transformation (1973) of the United Nations Economic and Social Office in Beirut into the Economic Commission for Western Asia have necessitated the development of a rather vast network of arrangements and agreements between these Commissions and existing United Nations agencies and programmes. These arrangements have been briefly described in Section 1 above, according to the programme areas to which they refer. The main forms which they have taken include the setting up of joint divisions (such as the Agriculture and Industrial Divisions set up by the Commissions jointly with FAO and UNIDO); the establishment of procedures for the joint implementation of projects in countries of the region; and arrangements for collaboration with respect to studies and the servicing of various specialized bodies established by the Commissions.

203. Regional arrangements, and the problems of co-ordination which continue to arise because of the different degree of decentralization of the organizations of the system, will be described more fully in a report on the subject to be submitted to the Economic and Social Council in 1975.

12. United Nations Fund for Drug Abuse Control (UNFDAC)

204. General Assembly resolution 2434 (XXIII) on technical assistance in the field of narcotics requested the Secretary-General to develop plans for putting an end to the illegal or uncontrolled production of narcotic raw materials and invited "the specialized agencies, in particular the Food and Agriculture Organization of the

United Nations, as well as the United Nations Conference on Trade and Development and the United Nations Industrial Development Organization to participate fully in the preparation of these plans". Subsequently, Economic and Social Council resolution 1559 (XLIX), on concerted United Nations action against drug abuse and the establishment of a United Nations Fund for Drug Abuse Control, invited "the appropriate United Nations bodies, specialized agencies and other competent international organizations, with such assistance as may be appropriate from the United Nations Fund for Drug Abuse Control, to co-operate fully in the planning and execution of short-term and long-term measures and programmes pertinent to the drug abuse problem in all its aspects".

205. Following the setting up of the Fund on 1 April 1973, arrangements were made by the Secretary-General for the integration and co-ordination of the activities of the Fund with those of the Division of Narcotic Drugs and the specialized agencies participating in the Programme. Information on these arrangements and the functioning of the Inter-Agency Advisory Committee on Drug Abuse Control, established by ACC, is contained in document E/5524/Add.5. This consultative machinery is supplemented by a number of co-operative arrangements between the Fund and other organizations concerned in the United Nations system, mostly of an informal nature.

206. The only agreement of a general character is the "Memorandum of Understanding regarding co-operation between the United Nations Fund for Drug Abuse Control and FAO", signed on 28 March 1972. The memorandum defines the scope and methods of co-operation between the Fund and FAO with respect to the Fund's activities "whose sphere lies wholly or partially in the field of agricultural production", including exchange of information and advice on technical matter and in programming and planning; the provision of technical or economic advice by the Senior Agricultural Advisers/FAO Country Representatives or other FAO experts on agricultural aspects of UNFDAC preparation missions and work plans; execution by FAO of projects financed by UNFDAC; and FAO's participation in the evaluation of projects, whether or not executed by FAO. Subsequently, in May 1973, the Fund and FAO concluded a further agreement in connexion with a trust fund set up by UNFDAC for consultant services in the crop replacement aspects of projects for drug abuse control.

207. Turning to informal arrangements, mention must be made of the understanding reached with the Administrator of UNDP to the effect that the UNFDAC will consider the UNDP Resident Representative as the official channel and representative of the UNFDAC for communication with Governments to which they are accredited.

208. The Fund also maintains continuous informal contacts with other agencies or bodies, notably WHO, UNESCO, ILO, UNSDRI and the United Nations Division of Social Affairs, all of which have responsibilities in the drug dependence and control field. These contacts provide for regular informal comment on project proposals before the Fund, as well as general consultations regarding the policies of the Fund. Steps have also recently been taken to associate the World Bank in interagency consultations on certain drug abuse control projects.

209. As regards the Division of Narcotic Drugs, the following arrangements may be mentioned:

(a) The narcotics treaties lay down obligations for the Division to co-operate with such bodies as WHO 40/ and the INCB;

(b) The Division has an understanding with all United Nations bodies dealing with drugs to be represented in their meetings (on a reciprocal basis);

(c) The Division is also represented at meetings of such international organizations as ICPO/Interpol, the Council of Europe, etc.; informal arrangements exist with TAO/ECE for the servicing of fellowships awarded by the Division for study in Geneva or in Europe; and with OTC New York for the recruitment and administration of experts and for the fellowships awarded by the Division under the regular programme of technical assistance which are terable outside Europe.

13. United Nations Disaster Relief Office

210. Economic and Social resolution 1612 (LI) calling on the Secretary to appoint a Disaster Relief Co-ordinator established, among others, the following functions for his Office:

"(a) To mobilize, direct and co-ordinate the relief activities of the various organizations of the United Nations system in response to a request for disaster assistance from a stricken State;

"(b) To receive on behalf of the Secretary-General contributions offered to him for disaster relief assistance to be carried out by the United Nations, its agencies and programmes, for particular emergency situations;

"(c) To co-ordinate United Nations assistance with assistance given by intergovernmental and non-governmental organizations."

The resolution further invited "all organizations of the United Nations system and all other organizations involved to co-operate with the Disaster Relief Co-ordinator".

211. During the early months of the Office's existence, the Co-ordinator and his staff have systematically approached, on an individual basis, all organizations concerned in the system. These approaches, particularly with WHO, FAO, WFP and UNICEF, have already developed into practical working relationships on the occasion of specific disasters.

212. At an interagency meeting held in March 1973, it was decided, inter alia, to revise and reissue the document "International Action in Cases of Natural Disasters - a Manual on the Resources and Procedures of the United Nations Family" (ESA/OTC/4) so as to restate the working relations and agreements between the various organizations concerned. The revised document is currently under preparation.

40/ An agreement between the Division of Narcotic Drugs and WHO for the association of WHO in the execution of a "treatment and rehabilitation project of the programme of drug abuse control in Thailand" for which the Division was the executing agency was concluded on 3 April 1973.