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GENERAL REVIEW OF THE DEVELOPMENT, CO-ORDINATION AND
 CONCENTRATION OF THE ECONOMIC, SOCIAL AND HUMAN RIGHTS
 PROGRAMMES AND ACTIVITIES OF THE UNITED NATIONS AND THE
 SPECIALIZED AGENCIES AS A WHOLE

Twenty-fifth report of the Administrative Committee on Co-ordination

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Annexes

[Annexes are issued separately as an Addendum to this document].

I. INTRODUCTION

1. The Administrative Committee on Co-ordination met at United Nations Headquarters, New York, on 10 October 1960, and at the Headquarters of the Food and Agriculture Organization of the United Nations, Rome, on 9-10 May 1961. The first of these sessions was under the chairmanship of the Secretary-General of the United Nations. Because of his responsibilities in the constantly evolving Congo situation, the Secretary-General was prevented at the last moment from attending the second session, which was chaired, in his absence, by the Director-General of the International Labour Office.
2. Present at one or both of the ACC's sessions were the Secretary-General of the United Nations; the Directors-General of the International Labour Office, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the International Atomic Energy Agency; the President of the International Bank for Reconstruction and Development (also representing the International Finance Corporation and, for the first time at the Rome session, the International Development Association); the Managing Director of the International Monetary Fund; the President of the Council of the International Civil Aviation Organization; the Director of the International Bureau of the Universal Postal Union; and the Secretaries-General of the International Telecommunication Union, the World Meteorological Organization, and the Inter-Governmental Maritime Consultative Organization. The Executive Chairman of the Technical Assistance Board, the Managing Director of the United Nations Special Fund, the Executive Director of the United Nations Children's Fund and the Director of the United Nations Relief and Works Agency for Palestine Refugees were also present at one or both sessions.
3. The Secretary-General's cable expressing his regret and disappointment at not being able to attend the Rome meeting included the following statement:

"I had hoped particularly to express in person my deep gratification for the co-operation and effective assistance given by the agencies represented in the Administrative Committee on Co-ordination in the United Nations operation in the Congo. Without this assistance many of the important constructive aspects of the total undertaking in the Congo would have collapsed. This important work has been carried on in an atmosphere of civil strife and political disunity. Yet, despite this and other difficulties, results have been achieved which helped to guard the country against social and economic collapse and have provided at least the beginning of steps leading to sound growth and stable development."

4. The Committee reviewed the development of the United Nations Civilian Operation in the Congo from July 1960 when the Security Council invited the specialized agencies to render to the Secretary-General such assistance as he might require. The operation, and the role of the United Nations and the specialized agencies in it, have been described in detail in periodic reports submitted by the Secretary-General to the Security Council^{1/} and in the annual reports of the specialized agencies. The Committee notes with appreciation the full working harmony among the Members of the United Nations family in this operation of unprecedented urgency and scope.

^{1/} S/4389 and Add.1-6, S/4417 and Add.1-10, S/4475 and Add.1-3, S/4482 and Add.1-4, S/4640, S/4752 and Add.1-4, S/4758 and Add.1-6 and S/4771 and Add.1.

II. EXPANSION OF INTERNATIONAL AID AND DEVELOPMENT PROGRAMMES

(a) Review of developments in the EFTA and the Special Fund

5. The Executive Chairman of TAB, the Managing Director of the Special Fund and the Executive Director of UNICEF reported to the ACC on important recent developments in the work of their respective agencies. The Managing Director explained that, if the programme to be presented in May 1961 to the Governing Council is approved, almost no free funds will be available for the projects coming up for approval at the end of the year. To increase the resources of the Special Fund was therefore a matter of first priority. In his view it was at this stage of growing importance, as a condition of the success of the United Nations programmes, that governments of developing countries should set up machinery for economic and social planning and programming. In order to help man such bodies, the Special Fund was devoting especial attention to the establishment of training institutes in this field. The Managing Director also stressed the desirability of it being always clearly understood that a project supported by the Special Fund was in a full sense a national project, not a project of the Special Fund or of the particular executing agency. The ACC agreed that a uniform terminology should be used for the description of such projects, which would be referred to as projects of such and such a country "supported by the United Nations Special Fund, through ... (name of the organization designated as the executing agency)".

6. The Executive Chairman of TAB introduced TAB's report to the TAC (E/3471), which was endorsed by the ACC. In the course of his statement, he called attention to the grave and increasing difficulties encountered in the recruitment of expert field personnel for the programmes of the United Nations family. The ACC invited the Executive Chairman of TAB, in consultation with the Chairman of the CCAQ, to arrange for a study to be undertaken urgently on the present state of recruitment of field personnel, including the availability of qualified personnel, arrangements for training such personnel, methods of recruitment and the bearing on recruitment of the tenure and conditions of employment which can be offered, and to report to the ACC at its October session his recommendations as to measures to improve the situation.

7. The attention of the Committee was drawn to the fact that the present title of the Resident Representatives of TAB was no longer descriptive of the enlarged

functions of these officers, particularly in view of their new responsibilities undertaken on behalf of the Special Fund. During the discussion which followed several alternative titles were reviewed, but it was felt that the subject should be further explored before making a change.

(b) Study of the effects of an increase in operations of the EFTA and the Special Fund

8. Economic and Social Council resolution 794 (XXX) reads as follows:

"The Economic and Social Council,

"Being of the opinion that the operations of the Expanded Programme of Technical Assistance and the Special Fund will probably tend to develop in coming years,

"Considering that an increase is therefore to be expected in the activities of the United Nations, the specialized agencies and the International Atomic Energy Agency in the fields concerning technical assistance and the Special Fund,

"Convinced, moreover, of the importance of ensuring consistent development of their activities within the limits of the available resources,

"1. Invites the Administrative Committee on Co-ordination to study the possible effects on the activities of the United Nations, the specialized agencies and the International Atomic Energy Agency of an increase in the operations of the Expanded Programme of Technical Assistance and the Special Fund in coming years, bearing in mind the need to ensure the co-ordinated development of these activities;

"2. Invites the Administrative Committee on Co-ordination to report on this subject to the Council at its thirty-second session."

9. The General Assembly, in its resolution 1554 B (XV), noted "the view expressed in paragraph 371 (iv) of the consolidated report entitled Five-Year Perspective, 1960-1964, that the growth in the role played by voluntary funds in the work of the United Nations and its related agencies gives rise to certain problems both for the agencies concerned and for the management of these funds." It further noted the resolution of the Economic and Social Council and invited the ACC "to transmit the results of its study to the Advisory Committee on Administrative and Budgetary Questions for whatever administrative and budgetary comments it may deem desirable", and requested the Advisory Committee on

Administrative and Budgetary Questions "to submit its comments in time for consideration by the Economic and Social Council at its thirty-second session, together with the study prepared by the Administrative Committee on Co-ordination."

10. The funds available for EFTA in 1950, its first year of operations, amounted to \$20 million; by 1958 they had risen to \$31 million. The combined funds available in 1960 to EFTA and the Special Fund (which had been established at the end of 1958) amounted to \$73 million and contributions already pledged for 1961 amount to almost \$90 million. The problem of adjustment to an increase in operational funds, in the organizations where it arises, is therefore not a new one: what is new is the scale and rate of development.

11. This present scale which, it is hoped, is only a first stage in more far-reaching developments, has already posed immediate practical problems. The members of ACC have therefore approached the task assigned to them as an important step in ensuring that the responsibilities of the United Nations system in the field of international aid are discharged as effectively and efficiently as possible. They have interpreted the term "activities" in the Council's resolution broadly to include questions of procedure and administration which are relevant to the problems of co-ordination referred to by the Council and are also of particular concern to the Advisory Committee on Administrative and Budgetary Questions.

12. In the "Five-Year Perspective"^{1/} of the economic social and human rights activities of the United Nations family for the period 1960 to 1964, referred to in the resolution of the General Assembly quoted above, the Council's Committee on Programme Appraisals made a careful analysis of needs and the opportunities available to meet them. On the basis of this analysis, it set an annual combined target for the EFTA and the Special Fund of \$100 million. Within a few months, the target was raised by General Assembly resolution 1529 (XV) to \$150,000,000, not as a distant prospect but for "the immediate future". This target has been in mind in drafting the present report.

13. The resolutions refer both to EFTA and to the Special Fund. The two programmes have enough in common for it to be a reasonable question to ask

^{1/} E/3347/Rev.1.

"what would result from their joint increase?". That is to say, some administrative consequences will follow from the growth of operational work (as opposed, for example, to deliberative or research work) independently of the detailed nature of the operations. Because of this, much of what follows would apply whether either EFTA or the Special Fund or both develop, in no matter what proportion to each other. It may nevertheless be useful to distinguish between the two, in particular as regards structure (which naturally affects procedures for co-ordination to which the Council expressly referred) and actual activities. The Special Fund activities in many cases involve new tasks for the United Nations agencies, such as the elaboration and negotiation of plans of operations, the planning and supervision of large-scale projects, or the negotiation of contracts where work has to be sub-contracted. It must also be remembered that, even at the 1960 level of financing, the Special Fund has not yet exercised anything like its full impact on the activities of the Executing Agencies because there is no backlog of work from earlier years and because the initial projects have been subject to delays that are being overcome with experience. The next two years will see the cumulative effect of new projects coming into prompt operation on top of earlier projects that have had slower starts. It should also be noted that many newly independent countries will be needing technical assistance for the preliminary preparation of projects in the immediate future.

14. The present report takes as a basis the general indications concerning the future orientation of EFTA and Special Fund programmes contained in the "Five-Year Perspective". It assumes no significant changes as regards other factors - no lessening, for example, of the degree to which governments will continue to rely on these agencies for project preparation, evaluation and execution; and the continuation of the present trend to place projects firmly in the context of general economic and social development plans, rather than to deal with them in isolation. This trend in itself will enhance the role of the agencies called upon for advice.

15. While all organizations will have to undergo some adjustments, they will be affected in widely different ways. It is not just a question of the distribution of tasks among them or the changing emphasis laid from time to time on this or that field of technical or pre-investment assistance. It is also a question of

the varying degree of operational activities of the organizations concerned, including direct assistance to governments. Some have in the past, like the ITU, been essentially geared to research, standard-setting and regulatory activities, or have, like the ILO, developed operational activities integrated with these other types, while others, such as FAO and WHO, have from the outset been conceived as partly (FAO) or mainly (WHO) operational in character. It is evident that, for the latter, the growth of EPTA and the Special Fund involve mainly the expansion of an established framework, whereas for the former group altogether new activities have had to be added to traditional tasks. Again, adjustments have depended - and will continue to depend - to a considerable extent on the size of the agency concerned. For instance, WMO has so far relied on the United Nations for the administration of its technical assistance programme, but may now feel it necessary to set up its own administrative service for this purpose.

16. The effects of an increase in operational activities will indeed differ so much that it must remain the responsibility of each organization to adapt its own programme, as well as its machinery and procedures, to new needs, subject of course to drawing the fullest mutual advantage from the systematic pooling of experience and subject to such changes in existing arrangements for co-ordination as may be required - a subject discussed below. There are, however, certain influences that are felt widely, if not universally, and certain factors that must be taken into account, with a rapid increase in operational activities. Some of the most important of these are outlined in the two sections that follow, subject to the understanding that particular statements may not apply to particular agencies.^{1/}

Effects on work programmes

17. The "Five-Year Perspective" not only called for an over-all expansion in the activities of the United Nations Organizations, but also indicated the new

^{1/} For a full and careful discussion of questions relating to administrative and budgetary co-ordination between the United Nations and the specialized agencies, with special reference to EPTA, see the 1959 Report of the Advisory Committee on Administrative and Budgetary Questions under this title (A/4172).

directions and priorities in international programmes likely to assert themselves. The rapid growth in operations makes strict observance of the discipline of streamlining already referred to in the above report the more essential for organizations which are adjusting their arrangements to the rapid increase in operational tasks.

18. At the same time, it should not be forgotten that the regular programmes of the United Nations agencies are the backbone of their field operations. In all agencies the two kinds of programmes are essentially complementary. It is the experience gained, the knowledge and basic information collected, the standards formulated and the results achieved under the regular programmes during the entire period of the existence of the organizations which enable them to give sound technical guidance in their respective areas of responsibility. To take, as an example, the setting of standards, it is in the interest of individual States that their national services and techniques be based upon generally accepted principles. Conversely, an operational programme in an individual country aimed at the improvement of national services is, if these services are based upon international standards, essentially beneficial to the international standard-setting programme. Those aspects of the regular programmes, which provide the basis for operations, must therefore be strengthened alongside with the increase of field activities. The general objective of policy should be to ensure that each of the various types of international action reinforces the others and that an appropriate balance and synthesis is secured in which research standards, education and operations are accepted as equally vital elements in a comprehensive programme.

19. It should be noted also that agencies have, in varying degrees, research, regulatory, standard-setting and servicing responsibilities which will not decline as operational responsibilities grow. There has indeed recently been a marked increase in the non-operational tasks assigned to certain organizations. For example with the development of operational programmes over the past several years in many organizations, a considerable increase in research directly linked to operations has, in fact, occurred. A danger to be guarded against is that by undue concentration of staff and funds on "operations" not only will other important tasks suffer but (perhaps at one or two removes, though none the less

significantly) the operations themselves may be deprived of the necessary support given by research studies and standard-setting.

20. As international technical and pre-investment assistance has developed, the international organizations have become ever more aware of the interaction and interdependence of economic and social factors. The sources of success and the obstacles to success in any given project are always complex and straddle the many disciplines both within and among the various organizations concerned. This means that each agency is faced with the task of utilizing to the full the knowledge, experience and expertise available to it by flexible and effective staff utilization and avoidance of a too narrowly technical outlook. It also underlines the importance of the work of inter-agency programme co-ordination to which the Council and the ACC have given so much attention over the years.

21. Under EFTA and Special Fund procedures, the content of the operational programmes is determined first by a great number of separate decisions by requesting Governments and then by acts of approval taken by TAC and the Governing Council. The resultant of these for any one organization may well mean shifts of emphasis in the priorities adopted by its governing body. As noted in General Assembly resolution 1554 B (XV), the "Five-Year Perspective" called attention to the difficulties which might arise from this situation, particularly if EFTA and Special Fund resources continued to increase in proportion to the regular budgets. In practice, however, such difficulties will be alleviated by the constant interaction between the agencies and the Governments in the process of programming national requests under EFTA and the Special Fund and in the process of establishing priorities within the agencies themselves.^{1/} Moreover, in the case of certain agencies, measures are being taken to associate more fully the governing bodies with EFTA and the Special Fund.

^{1/} By way of illustration, in WHO the process of programming takes place in three stages: the general programme of work, the annual programme, and field implementation. It is designed to ensure that field operations not only fall within the general programme of work adopted by the World Health Assembly for a specific period, but also concentrate on those national priorities which the Governments themselves, often with the assistance of WHO, have established through surveys and preliminary studies. On the country level, these field activities and the standardized techniques to be used are adapted to local needs and conditions, frequently ascertained in pilot studies.

Administrative and financial effects

22. Up to the present the United Nations organizations have been able to carry out the increased operational responsibilities resulting from the creation of the Special Fund and the growth of the technical assistance programme with relatively modest adjustments and increases in staff. However, the cumulative effect of Special Fund projects will certainly make necessary additional staff and, in certain cases, further adjustments even without considerable increases in the resources of the operational programmes. The situation will need to be kept under constant review by the executive heads of all the agencies concerned.

23. Any major increase in requirements for operational personnel will accentuate the existing difficulty of finding an adequate supply of first-class individuals with the requisite qualifications to shoulder the headquarters and field responsibilities involved. In one respect, the United Nations organizations - with opportunities to obtain expertise from all parts of the world - should be well placed to overcome this difficulty. But in other respects, as the final section of the "Five-Year Perspective" has brought out, they find themselves at a disadvantage in comparison to national administrations and private enterprise. The ACC cannot but appeal to Governments for all possible assistance in this connexion. The international organizations themselves must at the same time make every effort to intensify recruitment and seize all opportunities of using available expertise - e.g. through appropriate employment of specialized consultants on a contract or retainer basis, or of panels of advisers - and in some cases to re-orient and give more field experience and perhaps additional training to existing staff. As programmes expand, co-operation among the United Nations organizations in finding and recruiting experts, as well as co-operation with other expert bodies, will become increasingly important.

24. At the same time, the conduct of operations will require in some agencies a more flexible internal use of staff. This flexibility refers to the various technical and administrative units of each agency, to its various headquarters, regional and local staff. Where this is not already the case, mobility between headquarters and the field must become increasingly the rule for staff suitable for operational work. In some cases, flexibility in manning is the accepted

policy, but the extent to which such flexibility is practicable depends on the existence of a margin of resources which all too frequently is not available.

25. The administration of an operational programme is paid for partly from extra-budgetary funds, and partly - in the case of a number of the organizations - by some account of new work-load requirements being taken in the regular budgets; it must also rely on the ability of existing "housekeeping" services to take, at least temporarily, additional work "in their stride". As EPTA and the Special Fund grow, organizations will need to pay careful attention to the increasing strain imposed on these services whose effective backing is essential to the success of operations in the field. The critical point may not be far off at which, even with a sound procedure, efficiency will fall below the reasonable requirements of an operational programme. Where it would be poor economy to endanger efficiency by refusing to expand the necessary general and background services, the members of the ACC will feel it their duty to point this out both to their own governing bodies and to the organs of EPTA and the Special Fund.

26. Both EPTA and the Special Fund make contributions to the administrative costs of participating organizations, following procedures which differ somewhat but have in common the intention to make provision only towards clearly identifiable "additional" costs. As regards EPTA, the proportion of funds which, under the present arrangements, can be allocated to the Participating Organizations for their administrative and operational services costs relating to EPTA activities represents 12 per cent of the 1959 field programme (including local costs assessment). The level of the field programme for 1961 and 1962, taken on a yearly basis, has increased and the programme for 1963 will still, it is hoped, expand. Should the same percentage and the same year of reference be used in the future, the proportion of funds available to the organizations for administrative operational services expenditures compared to their EPTA field activities will decrease.^{1/}

^{1/} The Advisory Committee on Administrative and Budgetary Questions is now reviewing the question of administrative and operational services costs. The views of each organization on the question of allocation of these costs between regular budgets and EPTA reflect the extent to which, on the basis of the decision of its governing body, it felt able to respond to the Council's requests for a "consolidation in the regular budget of the Participating Organizations of all administrative and operational services expenses" (resolution 702 (XXVI)) and include "any excess in their regular budgets, if these costs cannot be covered entirely by the allocations" from EPTA funds (resolution 737 (XXVIII)).

27. As regards the Special Fund, General Assembly resolution 1240 (XIII) states that "The Managing Director shall rely as far as possible on the existing facilities of the United Nations, the specialized agencies, the International Atomic Energy Agency and the Technical Assistance Board. These facilities should be made available to the Special Fund without charge except when clearly identifiable additional expenses are involved." The Managing Director, in applying this rule, endeavours to use the rule of thumb which provides for reimbursement to the executing agencies in an amount of a flat 2 per cent of estimated costs of equipment, plus 10 per cent of other project costs (or somewhat less where executing agencies employ firms or institutions rather than individual experts). These arrangements are considered by the Special Fund as reasonable on the basis of experience so far available. Several of the agencies do not consider the level of reimbursement adequate and some have found it necessary to secure additional credits from their governing bodies.^{1/} So far the rate of reimbursement to executing agencies has been agreed upon in negotiations between representatives of the United Nations agencies and the Special Fund and the actual rate of reimbursement in certain cases has been higher than the percentage rule favoured by the Managing Director of the Special Fund. Since, with the growth in the volume of Special Fund operations, this problem may be accentuated, it continues to be the view of a number of specialized agencies that the matter calls for further consideration.

Inter-agency relations and co-ordination

28. The arrangements for inter-agency co-operation and co-ordination that have been built up over the years have been described in detail in recent documents presented to the Council and the General Assembly. By and large, they have withstood well the test of experience, and have proved easily adaptable to the new situations with which they have had to deal. To meet a rapid growth in operations, no fundamental changes in procedures and no new machinery seem to be

^{1/} ILO for example has found it necessary to include a credit of \$60,000 in its 1962 budget in respect of the shortfall.

required, but rather a strengthening of existing co-ordinating arrangements at various points: at the level of the ACC, among the technical staff at Headquarters and in the regions, and in the field. In the case of the Special Fund, the practice of informal consultation with agencies, particularly at the early stages in the consideration and planning of a project is obviously of the utmost importance. It serves not only to ensure that the technical competence and experience of every organization is properly utilized, but also to find practical solutions to particular problems such as those discussed in the next paragraph. No less important is it to ensure in all cases that appropriate arrangements are made by the agency designated as the executing agency for a given project for consultation with and co-operation by other agencies which may have an interest in it.

29. The ACC attaches importance to the principle that the normal division of responsibilities among United Nations organizations should determine the allocation of responsibilities under the United Nations operational programmes. It realizes on the other hand that there are "grey" areas of overlapping interest in which assistance is being increasingly sought; also that whereas there may be no serious disadvantages (and often advantages) in more than one agency discussing and studying different aspects of the same subject, a single agency must usually be made primarily responsible for a field project, even if that project is of concern to several agencies. The problem of designating the executing agency for a particular project is peculiar to the Special Fund, though, with the advent of project programming and expansion in operations, it will also become significant in the case of an increasing number of EPTA projects. The Committee feels that difficulties can best be avoided, or that solutions for them can best be sought if they do arise, through the practice of informal consultations between the agencies concerned, as mentioned above. Emphasis should also be laid on the opportunities regularly afforded by ACC for examination of any major issues relating to the programmes of EPTA and the Special Fund.

30. The relationships between regional economic commissions on the one hand and regional or sub-regional offices of specialized agencies, as well as relations of these commissions with those agencies which do not operate on a regional basis, on the other, have already assumed great importance. The need for co-operation and co-ordination at that level will grow rapidly if an expansion

in operations of EFTA and the Special Fund takes place, particularly in view of the policy of decentralization which is currently under way within the United Nations itself and on the implementation of which the Secretary-General is to report to the Council at its thirty-second session. A consequence of this policy - apart from any increase in EFTA and Special Fund operations and a fortiori if such an increase takes place - is to give a growing role to the secretariats of the regional commissions, in intimate co-operation with Headquarters, the specialized agencies and IAEA at all stages of the technical assistance and pre-investment operations carried out by the United Nations Secretariat, especially at the stage of planning and programming. Similarly, the regional and sub-regional offices of certain of the specialized agencies in the less developed areas are also being entrusted with increasingly wide and heavy tasks. Various measures to ensure the degree of co-operation which, even with the present work load, has become necessary at the regional level, have already been taken. Joint divisions and special liaison units have been and are being established; there have been joint missions and joint sponsorship of conferences and publications; and in a growing number of cases inter-disciplinary meetings have been organized at the seat of the regional economic commissions. Special arrangements have also been built around individual regional programmes and projects - for example, the projects for the development of the Lower Mekong Basin. As the volume and scope of operational activities increases, it will be necessary to develop such arrangements and no doubt to adopt further measures for co-operation, affecting the regional economic commissions and also the regional offices and the deliberative bodies of the specialized agencies. The precise forms and modes can best be determined in the light of experience and actual needs.

31. Equally important will be the development of ever closer co-operation among the various branches of the United Nations family in individual countries. Here the central role will have to be played, on behalf of the agencies participating in EFTA and acting on behalf of the Special Fund, by the Resident Representatives of the TAB who also represent the Special Fund, and are in constant touch with

the regional economic commissions of the United Nations, as well as the regional or local organs or offices of the agencies.^{1/}

32. The Resident Representatives of TAB act as the local representatives for the United Nations and a number of the participating agencies in respect of their technical and pre-investment assistance projects. With the growth in operations and in the responsibilities referred to above, their already heavy normal duties will be further enlarged. If they are to discharge their increasing heavy responsibilities, they may well need additional support from the Participating Organizations.

33. Finally, relations will need to be further developed for each country where United Nations technical assistance and pre-investment activities, within the United Nations system, are taking place, with bilateral and other programmes of assistance outside the United Nations system. The ACC would hope that the willingness of Governments to make increasing contributions to strengthen the impact of multilateral programmes will imply a readiness to conduct bilateral operations more and more within the multilateral framework of consultation and co-operation. To utilize any such opportunities for the common good is as much a concern of the international organizations as is the maximum effectiveness of their own operations.

^{1/} General Assembly resolution 1518 (XV) has stressed that regional co-ordination requires "liaison and co-operation between the representatives of the Technical Assistance Board and the specialized agencies and the executive secretaries of the regional economic commissions".

III. PROVISION OF FOOD SURPLUSES THROUGH THE UNITED NATIONS SYSTEM

34. The Director-General of FAO briefly outlined the proposals in the Report he was submitting to the Council on utilization of food surpluses. FAO had been asked to establish procedures by which the largest quantity of surplus food could be made available on mutually agreeable terms as a transitional measure against hunger. General Assembly resolution 1496 (XV) had referred to the Freedom from Hunger Campaign, and asked all Member Governments to support it. Food aid could be made most effective if integrated in the over-all programmes of receiving countries for economic and social development. An essential factor for the success of such a programme was country planning on one side and co-ordination of aid on the other. It was estimated that over the next five years \$12.5 billion worth of food would be available outside normal commercial channels. Food aid could be used inter alia to provide lunches for school children and students and to help meet the needs of infants and expectant mothers. Total aid now runs at \$3,600 million per year. To achieve the objective in view it should be increased to \$5,000 to \$6,000 million per year, representing 3/4 of 1 per cent of the national income of the developed countries. The absorptive capacity of the under-developed countries was not static but would increase with the rising volume of aid. A more commonly held view was that 1 per cent of the gross national income should be the target for contributions from developed countries.

35. The Director-General referred to the offer made by the United States delegate at the Inter-governmental Advisory Committee of FAO. The United States proposed that there be set up a fund of \$100 million in commodities and cash with a view to initiating action under multilateral auspices. He emphasized that the United States favoured a multilateral approach as a supplement to bilateral arrangements with the widest possible contribution by member countries. This was a welcome move and a reference to it was included in the Report. In carrying out such an expanded programme of food aid, FAO would work closely with the United Nations and other specialized agencies and in particular would collaborate with the regional economic commissions in development planning. Where surplus food was to be combined with additional financial aid, FAO would work together with the United Nations and such financial agencies as IBRD and IDA.

36. The United Nations Under-Secretary for Economic and Social Affairs recalled that the Secretary-General of the United Nations was required under the General Assembly's resolution to report to the Council on the role of the United Nations and related agencies in the utilization of food surpluses for economic development. He expressed the Secretary-General's keen interest in the whole proposal and his broad agreement with the approach outlined by the Director-General of FAO. He pointed out that the programme envisaged constituted, in fact, a form of aid for economic development, food constituting a part of the total aid to be provided. The use of food surpluses as a component in programmes of economic and social development raised a number of special problems in addition to those normally associated with international aid to under-developed countries. How far would the utilization of food aid for development programmes depend on mobilizing labour at present unemployed or underemployed, and how would it be possible to mobilize such labour? Did the food available correspond to the dietary habits of the country concerned? How best could food and other aid be co-ordinated? How were domestic agricultural development, on the one hand, and the interests of agricultural suppliers in other countries, on the other, to be safeguarded? In attempting to solve some of the problems of this kind, the United Nations was anxious to work out suitable arrangements with FAO, in co-operation, as appropriate, with other United Nations agencies.

37. The ACC emphasized the immense potential importance of the proposals for the United Nations as a whole and expressed appreciation of IAO's unremitting efforts which now seemed within sight of success.

IV. EDUCATION AND TRAINING

38. At its thirty-first session (October 1960) the ACC noted the key importance of training for the newly independent countries, and for African countries in particular. It examined the effect to be given to Council resolution 797 (XXX), requesting the ACC to keep developments in the sphere of administrative and technical training under review and to advise the Council on "those aspects of such developments which appear to require a joint approach, particularly as to the best use to be made of the scarce resources in training experts".

39. At the time of the ACC's October meeting, the General Assembly had before it a number of proposals dealing with education and training in Africa, and items on the same subject were pending before the General Conference of UNESCO and the first ILO Regional Africa Conference at Lagos.

40. With a view to providing a sound basis for the advice requested of it, the ACC authorized the holding of two meetings of senior officials of the various organizations concerned. The first of these, held in Paris shortly afterwards, was concerned with clarifying points of substance basic to co-ordination in the fields of (a) technical education, vocational training and agricultural education, and (b) specialized training. A basis of agreement was laid on which the second meeting, held in Geneva in January, was able to build. At the second meeting a series of recommendations were drawn up which have been endorsed by the ACC and are summarized below. A statement of the responsibilities and activities of the various organizations in the field of training in Africa and notes on arrangements in force with respect to consultation and co-ordination will be found in Annexes I and II respectively.

41. With respect to aims, the ACC reaffirms the importance both of general education and technical and vocational training in all of the developing countries. It stresses the vital role of general education as the indispensable basis for all specialized training and the essential responsibilities of UNESCO in this field. It furthermore draws attention to the responsibilities of each organization in the United Nations family in the field of specialized education and training within its competence. Since education and training are interdependent, it is necessary to harmonize the activities of the different international organizations in these fields and indeed to work towards the establishment of an integrated programme.

42. In many countries, one of the most valuable early steps to be taken in the determination of long-term programmes is the systematic assessment of human resources and needs at the various levels and in the various categories of skill. The organizations agreed to integrate their assistance to governments in the conduct of such assessments, and in making continuing arrangements for keeping the manpower inventories up to date. The ILO would serve as the focal point in this respect, it being understood that systematic enquiries of this nature do not preclude the use of other methods and can in fact be combined therewith.

43. While this problem of education and training is universal in character and will call for intensified co-operation among all the members of the United Nations family in respect of all the developing areas, ACC devoted its attention in the first instance to the problems which have arisen in Africa.

44. The organizations concerned are unanimous in recognizing the fundamental importance of drawing up jointly both their general course of action and the practical arrangements for an integrated programme in Africa in the fields of education and technical and vocational training, not only because of the need for members of the United Nations family to avoid dispersal of effort and for reasons of practical efficiency, but also because of the very nature of the undertaking.

45. Members of the ACC recognized that, in preparing an integrated programme, the interested organizations must be guided by the priorities established by each country in the light of its particular needs. They will aim at assisting governments to draw up programmes of a long-term character; and when action to meet immediate needs is necessary, will endeavour to promote at the same time the longer-term objectives, thus ensuring the necessary balance between short-term and long-term action. In their action they will have recourse as far as possible to the bodies used by governments to co-ordinate their politics and programmes in this field. Where there are no such bodies, they will strive jointly to encourage governments to provide for their establishment.

46. The carrying out of such an integrated programme in Africa will necessitate close and continuous co-ordination between the various international organizations, embracing conception as well as action and the resources available as well as the machinery and measures to be used. The organizations will therefore strengthen the existing co-ordination arrangements at all levels - headquarters, region and country - taking account of the contribution which could be made in this respect

by their regional and sub-regional offices and services, the Economic Commission for Africa and the TAB Resident Representatives in various countries. The Economic Commission for Africa will take part in the mutual co-ordination of the work of the various organizations and the promotion of activities of common interest. The co-ordination arrangements will be as flexible as possible and will respect the competence and working methods of each organization. The organizations will take practical steps to co-ordinate their work with that of agencies providing multilateral and bilateral assistance, private foundations, non-governmental organizations and, in general, bodies conducting substantial education and training programmes. It is obviously essential to avoid overlapping with other intergovernmental or non-governmental bodies which are giving substantial assistance to education and vocational and technical training; where close co-ordination with such bodies does not exist, members of the ACC will do everything in their power to establish it without delay.

47. At its last session the general conference of UNESCO decided to "convene a conference of African States in 1961 with a view to establishing an inventory of educational needs and a programme to meet those needs in the coming years". This conference is to be held under the joint auspices of UNESCO and the Economic Commission for Africa in Addis Ababa in May 1961, in full association with all other agencies concerned. Educational needs and the elements of a programme to meet those needs are to be considered both independently and within the economic, social and cultural context of Africa, attention being focussed on the most urgent needs calling for concerted action during the coming years. This meeting will clearly represent a most important step towards the establishment of an effective programme of education in Africa. All agencies concerned have participated in planning and manning the Conference and a further review at the working level of the results and the implications of the Addis Ababa Conference will be necessary.

48. The ACC ventures to hope that an integrated programme of international action in the field of education and training in Africa of the kind envisaged, which will necessarily be of very wide scope and call for substantial additional resources for all participating agencies, will commend itself to the Member States.

49. In view of the current importance of questions of education and training, the ACC has established a sub-committee to assist it in keeping these matters under regular review and proposes to use this sub-committee to extend to other areas of the world the arrangements for co-ordination and co-operative action already adopted for Africa.

V. PROPOSED UNITED NATIONS CONFERENCE ON THE APPLICATION
OF SCIENCE AND TECHNOLOGY FOR THE BENEFIT OF THE LESS
DEVELOPED AREAS

50. Following a series of consultations between the secretariats of the United Nations and the specialized agencies concerning the agenda and organization of a proposed conference on the application of science and technology for the benefits of the less developed areas, the ACC reviewed the question at its May session on the eve of a meeting of the United Nations Scientific Advisory Committee, which will consider the proposal. The executive heads of the specialized agencies concerned and the IAEA expressed their warm support of the proposal, and their readiness to assist in the planning and preparation of such a conference, should the proposal be accepted.

VI. CO-OPERATION AND CO-ORDINATION ON QUESTIONS
RELATING TO ATOMIC ENERGY

51. In its last report the ACC informed ECOSOC of the arrangements which had been made for co-operation and co-ordination on questions relating to atomic energy.^{1/} These included a periodic review by ACC of the activities of the United Nations family. After consideration of this report ECOSOC adopted resolution 799 B III (XXX) proposing that the periodic review should be carried out on an annual basis.

52. At the request of ACC, the IAEA accordingly compiled the information received from the other organizations concerned with respect to conferences and scientific meetings and training courses, research, elaboration of health and safety codes and manuals of practice, scientific publications and technical assistance. This information was considered by ACC at its May session.

53. In order to avoid unnecessary duplication, the ACC decided to confine its present report to the activities covered by the review, as all the individual projects relating to atomic energy being carried out by members of the United Nations family will be described in the annual reports of the agencies, and of the regional economic commissions, to ECOSOC, or in the annual report of UNSCEAR to the General Assembly.

54. In reviewing the activities of the United Nations family, the valuable work being undertaken by certain regional inter-governmental and by such non-governmental organizations as ICRP and ICRU was taken into account. Activities undertaken on a regional scale and those carried out on a world-wide basis clearly have a bearing on each other. The need for co-operation between the two groups has been recognized, with the interested regional and non-governmental organizations being consulted and invited to attend meetings, including panels of experts, convened to elaborate regulations, codes, etc. The organizations concerned are also assisting each other in implementing these codes. The importance of this co-operation has been formally acknowledged by the fact that IAEA recently concluded relationship agreements with the European Nuclear Energy Agency of the OEEC and the Inter-American Nuclear Energy Commission of the OAS.

^{1/} E/3368, paragraphs 14-17 and annex I.

55. The ACC noted that the Secretary-General and the IAEA were continuing to benefit from the advice of their respective Scientific Advisory Committees, the two bodies being, in general, composed of the same eminent scientists. UNSCEAR also continues to play its important role in evaluating the effects and significance of radiation in the environment.

56. The ACC feels that this first review, the results of which are described below, has provided a useful opportunity generally to examine points of contact in nuclear science and technology between the members of the United Nations family and the effectiveness of existing inter-agency arrangements for co-operation and co-ordination. In the subjects examined the ACC considered that these arrangements are working satisfactorily.

Conferences and Scientific Meetings

57. Consultations, at as early a stage as possible, have continued to be held on a bilateral or trilateral basis, concerning plans for conferences and scientific meetings. Where possible such consultations are held before the programmes are submitted to the respective governing bodies for approval.

58. In addition, the ACC reviewed a comprehensive list of the conferences, symposia, seminars and panels relating to the peaceful uses of atomic energy which were planned for 1961 by members of the United Nations family.

59. The ACC appraised the arrangements which had been made for co-sponsorship, the degree of co-ordination which had thus been achieved, and the balance of the international conference programme as a whole. The ACC reiterated its opinion that co-sponsorship of conferences and seminars was useful and practicable. Experience has shown that while such arrangements involve some administrative complications, these are more than offset by the advantages to be gained. These can include a broadening of the scope of the subject matter to bring together scientists of different disciplines and a reduction in the calls on their valuable time, increased points of contact within countries, participation by a larger number of States as invitations are issued to members of both organizations, and a sharing of costs.

60. The comprehensive list reviewed by ACC had a total of thirty-eight entries. Four major conferences were planned, one being co-sponsored by UN (ECE), FAO, WHO and IAEA (Water Pollution Problems in Europe - Geneva - February/March);

and one by FAO, WHO and IAEA (Use of Radioisotopes in Animal Biology and the Medical Sciences - Mexico City - November/December); while two others will be organized by IAEA (Nuclear Electronics - Belgrade - May, and Plasma Physics and Controlled Nuclear Fusion Research - Salzburg - September). Of the remaining meetings three are being co-sponsored by FAO, WHO and IAEA; one by WHO, IAEA and ICRU; two are being organized individually by WHO and one each by FAO and the United Nations (ECLA) while UNESCO is arranging a lecture tour. IAEA is organizing twenty-three further meetings and is playing an active role in two conferences by other bodies.

Training courses planned for 1961

61. The General Assembly and ECOSOC have continued to emphasize the importance of training experts to provide assistance to the less-developed countries in their economic and social development. ACC will be reporting separately on certain aspects of the matter in response to ECOSOC resolution 797 (XXX).

62. As far as the peaceful uses of atomic energy are concerned, six training courses are planned for 1961 under the auspices of the United Nations family. Of these one is being held by WHO, one jointly by WHO and IAEA, one jointly by FAO and IAEA, and three by IAEA. A trend which is emerging is for these training courses to be of a regional character. The joint FAO/IAEA course on radioisotope techniques in soil plant aspects of agricultural and forestry research, being held in Wageningen (Netherlands) in April-May 1961, for example, can be regarded as the European counterpart of the course held at Cornell University in the United States from July to September 1959.^{1/} The advantage of such regionalization is that in some cases the courses can be adapted to suit the particular needs of the countries in the area.

63. The two mobile radioisotope laboratories of the IAEA are continuing to be used for training in general radioisotope techniques, especially in their agricultural, medical and industrial applications. At the beginning of 1961 one laboratory was in China and was scheduled to move to the Philippines for three months, after which it will go to Indonesia. The other was in Argentina and Uruguay and is scheduled to go to Brazil in June, where it will remain until the end of the year.

^{1/} E/3368, annex I, paragraph 3.

Research

64. The ACC informed ECOSOC last year (E/3368, annex I, paragraph 4) that the problem of co-ordination is simplified as far as research is concerned, because within the United Nations family only IAEA and WHO are actively subsidizing research. The United Nations, however, is interested in research having a bearing on the effects of radiation (UNSCEAR) and also in studies on power which have an indirect bearing upon nuclear power, while other agencies, such as FAO, are generally concerned with the promotion of research through technical meetings and panels. WHO's activities are connected with its research programme in the broad field of genetics (some of which is related to radiation effects) and also with radiation health. The IAEA research activities are of course connected with all peaceful uses of atomic energy. The only area of shared interest is thus in radiation health.

65. It will be recalled that this research is carried out in different ways. WHO (and as far as the effects of atomic radiation are concerned, the United Nations) have made arrangements with the ICRP and the ICRU for certain contractual services. The IAEA has continued to promote research in various ways, in particular by awarding research contracts to institutes throughout the world. Research contracts serve the double purpose of seeking solutions to nuclear science problems of general interest and of stimulating national scientific advancement in countries embarking on atomic energy programmes. IAEA has extended activities in its own laboratory and will shortly begin operations in that of the Oceanographic Institute of Monaco. Research is also promoted by the issuance of such publications as Nuclear Fusion: Journal on Plasma Physics and Thermo-Nuclear Fusion.

66. The ACC considered the different subjects which were at present under study and which could be grouped broadly under a number of main headings. These activities, which are described in detail in annex III, A, are summarized below:

- A. Disposal and treatment of radioactive waste.
Research proceeding under seventeen contracts awarded by the IAEA;
- B. Health physics and radiation protection.
Three studies supported by WHO and research proceeding under nineteen contracts awarded by the IAEA;

- C. Radiobiology.
Research proceeding under twenty-seven contracts awarded by the IAEA;
- D. Power Reactor studies.
Research proceeding under one contract awarded by the IAEA;
- E. Application of radioisotopes in medicine.
Research proceeding under six contracts awarded by the IAEA;
- F. Application of radioisotopes in agriculture.
Research proceeding under nine contracts awarded by the IAEA;
- G. Hydrology.
One joint WMO/IAEA project.

67. In addition, research is being undertaken under three other contracts awarded by the IAEA, which do not fall into any of the broad groups referred to above, and five contracts on safeguard methods, which are of interest only to the IAEA.

68. The ACC noted that the IAEA is increasingly following the practice of convening panels and working groups to plan its research contracts programme. As parts of it are in areas of shared interest, representatives of the agencies concerned are invited to participate in these meetings. The IAEA keeps the other organizations informed of the development of the programme and of contracts awarded on subjects of interest to them. In addition to the full reports published by the contractors in scientific journals, the IAEA is planning to publish extensive summaries of the results of the contracts after the work has been completed.

Health and Safety codes and standards

(i) Regulations, codes and manuals

69. Although, within the United Nations family, only ILO, IMCO and IAEA have been engaged in the formulation of health and safety codes and manuals of practice relating to the peaceful uses of atomic energy, the United Nations, WHO, ICAO and UPU also are concerned with such recommendations. Co-ordination among the members of the United Nations family is ensured by the participation of the interested organizations in the work of the panels of experts convened to prepare such codes or manuals. In the preparation of these documents a considerable number of other inter-governmental and non-governmental organizations are consulted. Their co-operation is also sought in implementing the codes.

70. The ACC considered that it would be useful not only to review future work planned in this connexion, but also the extent to which different groups of persons exposed to ionizing radiation and different applications of, and transactions with, radioactive materials are gradually being covered by international codes and standards.

71. It therefore took into account the work being undertaken by certain other inter-governmental as well as non-governmental organizations. As far as the United Nations organizations were concerned, ACC found that preparations had begun or recommendations had already been drawn up relating to the following subjects: basic safety measures and standards (IAEA); transport of radioactive materials (IAEA); the protection of workers against ionizing radiation (ILO); control and treatment of radioactive waste (IAEA); safety of nuclear propelled ships (IMCO and IAEA); and civil liability for nuclear damage (IAEA). (These are described in detail in annex III, B).

72. The ACC noted that certain manuals of safe practice had been issued such as the ILO Manual of Industrial Radiation Protection and the IAEA Manual on the Safe Handling of Radioisotopes (see annex III, B).

(ii) Radiation standards

73. The standardization of ionizing radiation measurements is of concern to a number of organizations. WHO began co-operating in this matter in 1957 with ICRU, the United States National Bureau of Standards, and UNESCO, in consultation with UNSCEAR, in a programme of international inter-comparison of secondary standards. WHO plans in 1961 to continue with international inter-comparisons of radiation measurements and also to investigate the feasibility of certain inter-comparisons of medical dosimetry.

74. IAEA has continued its work to provide standards of radioisotope reference sources against which can be checked the radiation emitted in operations in which radiation is used. This work includes: (a) studies of methods of absolute measurement of radionuclides; (b) the participation in a number of inter-comparisons of radionuclides organized by IBWM and ICRU for the purpose of calibrating reference sources; and (c) the distribution of calibrated solutions of phosphorous-32 and iodine-131 with a view to inter-comparing the measurement methods used.

Scientific publications

75. The ACC noted the scientific publications, including the proceedings of scientific meetings, which had been issued in 1960 and, where the information was available, those which were planned for 1961. The members of ACC are keeping each other informed of their future plans, and in some cases joint publications are being issued.

76. It was also noted that as a contribution to the Free the World from Hunger Campaign, the IAEA was publishing, and making available to FAO, an illustrated booklet on methods of using radioisotopes in agriculture.

Technical assistance

77. With regard to technical assistance (including fellowships) it was found that only the IAEA had any projects directly relating to the peaceful uses of atomic energy. It was noted, however, that as far as mining and geology were concerned, United Nations technical assistance activities and Special Fund projects for which the United Nations has been designated as the executing agency, may in some cases provide information on the existence of nuclear source materials. Furthermore, the United Nations has co-operated with the IAEA in studies to investigate the prospects for nuclear power in certain countries, such as those undertaken in 1960 at the request of the Governments of Finland and the Philippines.

78. The IAEA has continued the practice of sending information concerning requests received to the United Nations and the specialized agencies on subjects of concern to them. This is being done before submission of the projects to the Agency's Board of Governors. Where any observations are made by the other agencies which have a significant bearing on the technical evaluation of the project, they also are brought to the attention of the Board. In addition, technical assistance experts, before being sent into the field by IAEA, are briefed not only by the Agency but also, if necessary, at the headquarters of other organizations. The reports from the field of these experts are sent by IAEA to the other interested agencies and comments made thereon are transmitted to the expert by the Agency. It was further noted that agreements have been reached between FAO and IAEA, and UNESCO and IAEA, regarding the award of fellowships. The purpose for which the training obtained through the fellowships will be used is the criterion for determining which organization is responsible.

VII. OCEANOGRAPHY

79. In resolution 792 III (XXX) the Council invited the agencies concerned "to propose measures for the establishment of a programme for concerted action in the field of oceanography for consideration by the ACC at its autumn 1960 session" and requested the ACC "to report to the Council at its thirty-second session on the progress achieved".

80. An inter-agency meeting of specialists in the field of oceanography was convened in Geneva in September 1960 and made recommendations, which were approved by ACC in October 1960, as regards the collection and dissemination of information, specific fields which appeared suitable for concerted action and the need for inter-agency consultations. With regard to the last point, ACC decided to set up a sub-committee to study further possibilities of concerted action or a joint approach in the areas which had commended themselves to the specialists, as well as their proposals for collection and dissemination of information.

81. The Sub-Committee met at the headquarters of the Food and Agriculture Organization of the United Nations on 14 and 15 March 1961 with the participation of all the organizations of the United Nations system which are concerned with oceanography, and reviewed in some detail the international activities in this field which called for co-operation and co-ordination. The ACC takes note of the findings of the Sub-Committee which represent a first effort to clarify and circumscribe the areas where some degree of co-operation is needed in such a complex field. These findings as well as summaries of current activities of the agencies are annexed for information (Annex IV, A and B, respectively).

82. The ACC recognizes that it is not possible to define at this stage specific activities for which a concerted action or joint approach could be organized, since the Inter-Governmental Oceanographic Commission has not yet held its first meeting and the Office of Oceanography of UNESCO has only just begun to function. Similarly, as regards the co-ordination of the work of the Sub-Committee with that of IOC, ACC recognizes that only when the IOC has met and formulated a programme will it be possible to see clearly how activities could best be co-ordinated. It is considered essential, on the other hand, that the agencies should continue to exchange information about their activities and examine possibilities for joint work on an ad hoc basis. The ACC is of the view that the Sub-Committee is an

adequate instrument for the regular exchange of information on the activities of the United Nations organizations relating to oceanography and for ensuring co-ordination at the secretariat level. It agrees that the next session of the Sub-Committee should be held in Paris at UNESCO Headquarters in January 1962.

83. As regards co-ordination at the governmental level, the Council of FAO at its thirty-fourth session adopted a resolution recommending that "the appropriate governing bodies of FAO and UNESCO establish a Joint Policy Committee on Oceanography in which FAO and UNESCO should be equally represented from among their members, and whose functions should be, in matters of mutual interest, to propose principles which should govern the programmes of the respective organizations ...".

84. At the request of the Council and the Director-General of FAO, the General Conference of UNESCO, at its eleventh session, considered this resolution and decided to refer the question to the Executive Board. The Board, at its fifty-eighth session, invited the Director-General of UNESCO to "keep in close contact with the Director-General of FAO and to consult the Executive Heads of other interested organizations of the United Nations system concerning the recommendation of the Council of FAO, within the framework of the Administrative Committee on Co-ordination".

85. An exchange of views took place in ACC on this question. There was general agreement among all agencies to co-operate fully through the Sub-Committee of ACC for co-ordination of programmes at the secretariat level. It was also recognized that while other agencies are concerned with oceanography, FAO and UNESCO have intimately related interests in this field, and that the steps which the FAO Council is proposing are in full accord with the existing relationship agreement between these two organizations. Anxiety, however, was expressed by some agencies that the proposed inter-governmental committee might focus too much attention on those aspects of oceanography which are of particular interest to FAO and UNESCO. The same agencies also expressed the view that care should be taken that any arrangements as proposed should not detract from the co-ordinating function of ECOSOC itself.

VIII. CO-ORDINATION AND CO-OPERATION
IN PARTICULAR PROGRAMME AREAS

(a) Water resources

86. The assistance which international organizations can render to under-developed countries in the development of their water resources is assuming, year by year, increasing importance; and with the establishment of the Water Resources Development Centre and the expansion of the work of United Nations organizations in this field, the annual inter-agency meetings on water questions, held under ACC auspices, play an ever larger role. Pending the full report on the work on the concerted action programme which is to be made by the Centre to the Council at its thirty-third session, a brief record of matters dealt with recently by the Centre and at the latest inter-agency meeting may be useful at this stage.

87. Attention has been given to implementing the priorities for further action outlined in the first biennial report of the Water Resources Development Centre (E/3319, Part IV) and endorsed by the Council in resolution 759 (XXIX). The growing number of country surveys of water resources and needs was welcomed, and it was felt that the approach to and method of carrying out these surveys should be along the lines set forth in the report, that advance information should be provided to the Water Centre when surveys are contemplated, and that, where possible, they should aim at concrete objectives. The Water Centre in turn should, at regular intervals, keep the interested agencies informed of plans for such surveys and make use of their services, personnel and experience wherever possible.

88. As regards preliminary surveys of international river basins in Asia, Africa and America, it is hoped that the regional economic commissions will, where appropriate, take the initiative in surveying international rivers, particularly where balanced economic and social development requires that governments adopt a common policy. The Water Centre should be informed of plans for such surveys at the earliest possible stage, so as to ensure that assistance by the United Nations organizations concerned is properly co-ordinated.

89. The Council has recommended that the Water Centre give attention to the development of standards and criteria for the formulation and study of water resources projects and in particular those relating to river basin development.

Practical steps were agreed upon for the undertaking and completion of a joint study under the auspices of the Water Centre on the value and cost of water for various uses, and attention was drawn to the preparations for the study of the economics of demineralization of saline water. The last mentioned study is expected to deal particularly with the economic conditions for the utilization of demineralized water, particularly in the light of the possibilities provided by multi-purpose demineralization plants.

90. As an instance of the importance of inter-agency co-operation, mention may be made of the conference on water pollution in Europe, held in Geneva from 22 February to 3 March 1961 under the joint sponsorship of the United Nations (ECE), FAO, WHO, and IAEA. The information developed at this conference is expected to be of the greatest value to the Water Centre and the agencies concerned for their work on prevention of water pollution in less developed countries.

91. The possibilities of future action on arid zone problems have been clarified, as a result of the general symposium organized by UNESCO in May 1960 and the proposals formulated subsequently by the UNESCO Arid Zone Research Advisory Committee and submitted to the UNESCO General Conference. The ACC believes that the existing machinery for co-ordination in this field is working satisfactorily; it is based, inter alia, on representation of United Nations organizations in the Arid Zone Research Advisory Committee and on the setting up of ad hoc inter-agency working groups for specific projects.

92. The work on water supply problems is being expanded, it being agreed that the Water Centre will be supplied with detailed information on relevant activities of the agencies concerned and in particular on water supply projects involving industrial or agricultural development. The Water Centre itself has been requested to gather information and produce a comparative economic analysis regarding urban water tariffs, including the question of costs and subsidies; this inquiry will be pursued.

93. Arrangements have been made for the study entitled Large-Scale Ground-Water Development to be widely distributed and for an earlier draft study on the organization of water boards, water authorities and similar bodies to be revised and reissued. A preliminary report on river flow evaluation has been prepared on contract under the sponsorship of the Water Centre.

94. In order further to improve the co-ordination of activities, the Water Centre has been requested to distribute three times a year an internal information paper on current and planned activities of the organizations concerned. Arrangements have also been made for more informal and direct contacts, and the exchange of information about plans, among the operational officials concerned and between the agencies and the Water Centre.

(b) Commodity problems

95. During the past year, the problem of bringing about a greater degree of stability in commodity markets and prices has continued to preoccupy Governments and international organizations, and action in a number of fields has been taken at the international level. For example, a second international tin agreement was drawn up at a United Nations conference; an international study group was established for lead and zinc, and an international agreement is being drawn up in respect of cocoa. The IMF has been concerned with giving appropriate support to countries encountering payments difficulties because of the fall in their export prices. Together with the FAO, the IBRD and the staff of the United Nations itself, it has worked with the expert group on compensatory financing appointed by the Secretary-General under General Assembly resolution 1423 (XIV), whose report is currently under consideration by the Commission on International Commodity Trade. Following the view expressed by the ACC last year that the preparation by the ILO of a study of the impact of commodity price fluctuations on wages and employment would serve a useful purpose, the Governing Body of the ILO in November 1960 authorized the preparation of monographs analysing recent wage and employment fluctuations, seeking, as far as possible, to establish a relationship between them and observed variations in commodity prices; information is now being collected for the preparation of such a monograph on Malayan rubber prices.

96. In the meantime the ACC's Sub-Committee on Commodity Problems, consisting of representatives of the United Nations, FAO, GATT, ILO and IMF, has kept under review, for purposes of co-ordination, the progress of work in their respective organizations. In addition to matters referred to above, these activities have included questions relating to the utilization of surpluses, action taken by the various FAO commodity groups, the work of GATT committees relating to agricultural

policies and the reduction of internal taxes on tropical products, the work programmes of the CICT and ICCICA, and the project for a joint session of the CICT and the FAO Committee on Commodity Problems. It gave particular attention to work on projections by a number of agencies. This work relates, inter alia, to projections of population and national income and to economic projections, including those of output and labour force, in different countries, with special emphasis on techniques appropriate to under-developed countries. Various methods of making demand and supply projections for agricultural and non-agricultural commodities have also been under careful study.

(c) Industrialization

97. The Council, by resolution 792 I (XXX), requested the "Secretary-General, in consultation with the executive heads of the agencies concerned, to draw up suggestions for concerted action in the field of industrialization, to be considered by the Committee for Industrial Development." A report incorporating such suggestions in respect of programmes of the United Nations and several agencies, and relating in particular to the areas of management, small-scale industry, forest-based industry, urbanization and housing, was duly prepared and submitted (E/C.5/2). This report will be available to the Council's ad hoc working group established under Council resolution 798 (XXX), as well as to the members of the Council itself.

98. The discussions leading to the preparation of the above report showed that a more active exchange of information and consultation was required among the secretariats concerned in regard to projects of common interest. It was agreed by the ACC that the policy of ad hoc consultations pursued in the past should be intensified and be supplemented by periodic inter-agency meetings, and that a meeting of this character should take place in connexion with this summer's session of the Council.

(d) Urbanization

99. The last two reports^{1/} of the ACC referred to the first measures towards concerted action in the field of urbanization, taken in the light of Council

^{1/} E/3247, para. 24 and Annex I, Section C; E/3368, para. 33.

resolution 694 II C (XXVI). In resolution 792 II (XXX) the Council stressed again the need for a broad approach to urbanization and requested the Secretary-General to prepare, in consultation with the ACC, a concerted action programme in this field. Proposals for such a programme were considered at a meeting of the working group of urbanization held in Geneva in December 1960 under the auspices of the ACC, the report of which formed the basis of the proposed long-range programme of concerted international action in the field of urbanization which the Secretary-General submitted to the Social Commission for consideration at its thirteenth session (E/CN.5/351). This programme has since been recommended by the Social Commission for the approval of the Council.

100. In accordance with previous Council resolutions,^{1/} the ACC agreed that concerted action in the field of urbanization should be concentrated on assistance to areas where rapid urban growth is taking place, and where the urbanization problem is accompanied by special problems of adaptation. It noted that, contrary to the situation existing in the case of community development and housing, there was usually no organizational structure at the national level corresponding to the field of "urbanization", and that certain activities of a fact-finding and informational nature, including a review of existing programmes bearing on the solution of urbanization problems, would be necessary before long-term action could be fully developed. Regional differences, however, must be taken into account. Unlike the situation in Africa, countries in Latin America and Asia and the Far East have reached a stage where consideration can be given to the preparation and implementation of long-term urbanization projects. A major problem raised by projects of this type would be the ability of the countries concerned to engage in the heavy investments required in such areas as housing or environmental sanitation.

101. The ACC considered the report of the survey mission on urbanization in the Mediterranean region and the comments thereon from the Governments of the countries visited by the mission. It approved the main conclusions and recommendations of the report with regard, in particular, to the carrying out of concerted international

^{1/} Resolutions 585 H (XX); 663 H (XXIV) and 694 C II (XXVI).

action through joint pilot projects of scope varying with the needs of the country concerned. It was also agreed that this document should be published and circulated by the United Nations.

102. Approval was also given to the organization of a workshop on urbanization in Africa (including a study of problems arising in connexion with urbanization and family life) co-sponsored by the United Nations, the ILO, FAO, UNESCO and WHO, which is scheduled to take place in Addis Ababa in April 1962. The agenda of the workshop will be drawn in accordance with the recommendations of the working group referred to above and will include inter alia the consideration of problems and policies related to rapidly growing "fringe areas" and "fringe populations". The workshop is to be followed up directly by further technical assistance projects to help countries, at their request, develop their urbanization policies in relation to their programmes in industrialization, housing and physical planning, health and other fields.

(e) Community development

103. The ACC reviewed the progress made in concerted action in the field of community development, in particular at regional and country levels. Co-operation has been strengthened with regard to the organization of conferences, seminars and workshops, to research work and to specific areas of action such as education for community development. Arrangements have been made for the briefing of experts of the specialized agencies on the relationship of community development to their own special fields of work.

104. The ACC stressed the urgency of generally intensifying international action to help in raising incomes and living conditions in rural areas, in order to alleviate the growing disparity between living and working conditions in the rural and urban sectors in individual countries. It noted the adoption by the 1960 International Labour Conference of a resolution embodying a series of recommendations about the desirability of preparing a long-term programme of assistance in rural development through study, research, and operational and standard-setting activities. Under the resolution, this programme would be prepared and implemented in co-operation with the United Nations and other specialized agencies.

(f) UNESCO regional training centres

105. The Director-General of UNESCO raised in the ACC the question of future inter-agency participation in the UNESCO Regional Training Centres for Education for Community Development (the ASFEC, located in the United Arab Republic, and the CREFAL, located in Mexico). He informed the Committee of the discussions that had taken place on the subject at the eleventh session of the General Conference of UNESCO, and in particular of the Conference's decision "to defer to the 12th session of the General Conference any decision concerning the date on which UNESCO's financial contribution to ASFEC and CREFAL shall cease."

106. The members of the ACC concerned confirmed the arrangements regarding participation in the functioning of these two centres which had been agreed upon in 1959.^{1/} They agreed that the support of their organizations would be continued until the end of 1964 in the same way and to the same extent as heretofore. The possibility of continuing international technical assistance in an appropriate manner at the end of this period, when UNESCO's over-all financial and administrative responsibility is to cease, will be considered at a later stage.

(g) Programmes affecting youth

107. The ACC noted the growing importance, especially for countries undergoing rapid urbanization and achieving progress towards industrialization, of conditions and programmes affecting youth. It noted further that activities for young people were of concern to the United Nations and several agencies, the current work programmes of which included, inter alia, projects on youth policy, juvenile delinquency and social maladjustment of youth. The ACC decided that the complexity of the problems involved and the inadequacy of existing data warranted early consultations for the preparation of specific proposals in that respect and the development of programmes for this group in a concerted way.

108. The May session of the ACC provided an opportunity for consultation with regard to action that may be taken by specialized agencies under General Assembly resolution 1572 (XV) on "Measures designed to promote among youth the ideals of

^{1/} E/3368, para. 31.

peace, mutual respect and understanding among peoples". Operative Clause 3 of that resolution requests "the appropriate specialized agencies and especially UNESCO to consider ways of intensifying international, national and voluntary action in this field, including the possibility of formulating a draft of an international declaration setting out the basic principles concerning the promotion among youth of the ideals of peace, mutual respect and understanding between peoples ...".

109. The Director-General of UNESCO informed the ACC of the proposals he intends to place before the Executive Board with a view to preparing a special report, which he will be submitting to the Economic and Social Council and to the General Conference of UNESCO in 1962, on the implementation of this resolution as well as of a resolution adopted by the General Conference at its eleventh session, inviting him "to consider the most effective means of contributing, in the field of education, towards ensuring and developing international understanding". Several agencies, and in particular ILO and WHO, as well as UNICEF, expressed their keen interest in the question and their readiness to contribute to the report.

110. With regard to activities for children, the ACC recognized the need for inter-agency consultations arising from the development of UNICEF programmes and particularly from the extension of UNICEF aid to social services for children. As a means of facilitating such consultations, it approved the convening by the United Nations of a meeting of UNICEF and the agencies co-operating with UNICEF which would take place in Geneva in August 1961. The meeting would consider, inter alia, the implications for inter-agency consultation arising in connexion with the analysis undertaken by UNICEF regarding a survey of the needs of children and the surveys undertaken regarding training of national personnel in the fields of health, nutrition, and social welfare. It would also consider methods for inter-agency consultation and co-operation in connexion with current or future types of UNICEF aid involving the interests of more than one agency.

(h) Land reform

111. Problems relating to land reform have come to occupy a prominent place among the subjects dealt with by international organizations, as evidenced by the

resolutions adopted by the General Assembly in each of the past three years, by the Economic and Social Council, as well as by the FAO Conference and at certain ILO meetings.

112. The preparation of the report which the General Assembly under resolution 1426 (XIV) requested from the Secretary-General in 1962 has been progressing through joint United Nations-FAO arrangements, supported by inter-agency meetings and consultations. The report will cover some key problem areas in land reform, provide a general analysis of the effects of land reform and economic development, and summarize the experience of a number of individual countries.

113. As the work on land reform and land settlement questions has developed, it has become desirable to delineate more clearly than in the past the respective interests and responsibilities of the various international organizations concerned, and especially the United Nations and FAO. Accordingly, consultations between these two organizations have been held and agreement has been reached on certain issues as outlined below. Consultations with other organizations are proceeding.

114. The FAO regards land reform as comprising an integrated programme of measures designed to eliminate obstacles to agricultural development which are present in the agrarian structure. FAO is concerned with measures directly relating to the initiation and implementation of agrarian reform and land settlement, including the evaluation of the effects of these measures in terms of agricultural production, reorganization of the farm structure, and the assessment of land valuation and aspects of land taxation. At the same time it is necessary for FAO to deal with other matters which provide direct support to land reform and settlement, such as agricultural extension, credit, co-operatives, marketing, etc.

115. The relation of agrarian reform and land settlement to over-all economic and social development, as well as to community development, are matters for study and action by the United Nations. As a part of its over-all economic concern, the United Nations also deals with the impact of land reform measures on the wider fiscal policies of the State. While certain parts of this work (e.g. on fiscal problems) must continue to be undertaken by United Nations Headquarters, the bulk of the United Nations work on land reform is to an increasing extent being assumed by the secretariats of certain of the regional commissions. This offers great

advantages because the contexts in which the problems of land reform present themselves vary so widely in different parts of the world. Furthermore, proper co-ordination of the economic, social and technical aspects of the subject is normally easier to achieve at the regional level. . At this level matters which are of concern to both the United Nations and FAO can be carried out by the Joint Divisions which have been set up in ECAFE, ECLA and ECA.

(i) Public administration, including OPEX

116. The ACC was consulted in regard to the Secretary-General's plans for carrying out resolution 796 (XXX) of the Council which requests him "to review the various public administration programmes and to report ... on the scope and adequacy of those programmes and on measures designed to improve the effectiveness of international action in this field, including the desirability, at this stage, of developing a programme of concerted action". The members concerned were in agreement with the Secretary-General's proposal to appoint expert consultants to carry out the basic study required, it being understood that the plan of the study would be discussed with the members at an early stage and that the study itself, when completed, would be considered by the ACC.

117. As regards the OPEX scheme, the General Assembly decided at its fifteenth session to establish the programme on a continuing basis (resolution 1530 (XV)) and to increase significantly the allocation of funds to this programme in the regular budget of the United Nations. The UNESCO General Conference at its eleventh session approved the establishment of a programme of the OPEX type to facilitate the provision on a large scale of certain categories of personnel not of the operational and executive type envisaged in the OPEX programme itself.^{1/} The FAO council at its thirty-ninth session marked the interest of that organization in participating more closely in the OPEX programme.

^{1/} Under the pertinent passage of this resolution the UNESCO General Conference authorized the Director-General "to supply, on request, to governments, on conditions identical with the United Nations OPEX programme, the temporary services of specialists (teachers, professors, heads of institutions and other technical personnel) in UNESCO's fields of competence" and "to co-operate with the Secretary-General in the operation of the United Nations OPEX programme in meeting requests for high level administrative staff required in governmental ministries dealing with UNESCO fields".

118. Possible ways in which the OPEX form of assistance could be developed in fields coming within the responsibility of the appropriate agencies were discussed at the October and May sessions of the ACC. While administrative arrangements were introduced within the United Nations Secretariat early in 1961 to improve the process of consultation with the specialized agencies, the United Nations Secretariat has since been exploring the manner in which the agencies could be associated still more fully and at all stages with OPEX projects. Such consultations have led to measures to ensure the briefing of the OPEX agents by the appropriate agency in all cases of requests for OPEX assistance within the field of interest of that agency, and to encourage a more systematic planning, by the Governments concerned, of OPEX assignments with the help of TAB Resident Representatives and Country Representatives of the agencies.

119. While there was no complete agreement as to whether they would meet fully the needs of certain agencies, these developments were welcomed by the ACC. The matter will continue to be kept under review and will be further examined by the ACC at its next session, particularly in connexion with the forthcoming study of the scope and adequacy of public administration programmes, referred to above.

(j) Seismological research

120. Three seismological survey missions in different parts of the world are being organized by UNESCO in 1961-62 under its approved programme and in response to Council resolution 767 (XXX). The United Nations is participating in these surveys from the angle of earthquake engineering applied to housing, and is studying other possibilities of helpful action on this subject in the Far Eastern area. Arrangements have been made between UNESCO and WMO for the exchange of information on their respective activities in the field of seismological research. It was noted that the group of experts of WMO on tidal waves of seismic origin set up in response to resolution 767 (XXX) is giving particular attention to a rapid dissemination of warnings and will report shortly.

IX. DECENTRALIZATION OF THE UNITED NATIONS
ECONOMIC AND SOCIAL ACTIVITIES

121. The meeting afforded an opportunity for an exchange of information and views on the action taken in implementation of resolution 793 (XXX) of the Council, about which the Secretary-General had been requested by the General Assembly to consult the specialized agencies as well as the regional economic commissions.^{1/} The ACC had before it the substance of the proposals which he had earlier transmitted to the regional commissions, as well as the decisions taken by the three commissions that had so far met and considered the matter.

122. The executive heads of the specialized agencies and IAEA emphasized that any considerable decentralization to the regional economic commissions of the United Nations operations in the economic and social field would inevitably have important repercussions on the work of their organizations. They therefore expressed the hope that careful attention would be paid by the competent organs of the United Nations to such comments as their organizations might feel called upon to make at any stage in the implementation of the above resolution, and a fortiori if any new measures going beyond those indicated in the Secretary-General's statement were to be envisaged.

123. At this stage they felt it important to reaffirm a principle to which the especial attention of the Council has been directed more than once before, namely that the Agreements between members of the United Nations family apply in respect of relationships at the regional, no less than at the headquarters, level. These Agreements, the network of understandings which has been built upon them, and the resulting distribution of responsibilities among members of the United Nations family, should in no way be affected by the measures in the direction of decentralization the United Nations itself may undertake. Such decentralization measures, on the other hand, will call for a review of the practical arrangements for co-operation between organizations with major regional interests and the United Nations regional economic commissions and, for organizations with such major regional interests, may require the establishment or strengthening of direct links with those commissions.

124. Since the question of decentralization is believed to be potentially of quite crucial importance to the United Nations agencies, it was agreed that close contacts would be maintained at the Secretariat level as regards its evolution.

^{1/} General Assembly resolution 1518 (XV)

X. CONSULTATION BY THE GENERAL ASSEMBLY WITH THE
SPECIALIZED AGENCIES AND IAEA

125. The ACC notes with keen appreciation the action taken by the Council in recommending to the General Assembly the adoption of a resolution providing that the Assembly would henceforth "ensure that prior consultations have taken place with the specialized agency or agencies concerned before adopting any project or proposal relating to matters of direct concern to such agency or agencies".^{1/}

126. While noting that the General Assembly's Sixth Committee decided to submit no recommendation on the matter at the fifteenth session, the ACC considers that the question continues to be one of substantial practical importance to which it hopes that further consideration will be given.

^{1/} Economic and Social Council resolution 800 (XXX).

XI. PUBLIC INFORMATION

Africa

127. Information on the practical assistance which the United Nations family can provide is nowhere more needed than in Africa; and this need has recently been expressed on many occasions by the Governments and the Press of African countries.

128. Such information work, using the United Nations Information Centres newly established in Africa and all other information media available to the United Nations and its agencies, will require frequent consultations among the agencies concerned as regards available experience on that continent, as well as an exchange of samples of information materials used and found successful, and the preparation of progress reports on projects individually or jointly undertaken, such as the United Nations-WHO trachoma project and the UNHCR Refugee Programme in North Africa.

129. To meet the need for African information officers able to produce visual and other materials in the necessary languages for the use of local information media, training courses will be held for African information officers at the Headquarters of the United Nations and the agencies. In this connexion a programme of training for United Nations information assistants has recently been instituted.

130. In order to reach the peoples of Africa, information techniques will require the training of local personnel speaking indigenous languages, the development of basic information materials on the United Nations family in the vernacular languages, the designing of posters and wall charts and the equipment of mobile film vans with appropriate films and taped radio programmes.

131. The agencies envisage an exchange of information at an early stage in the development of any project or programme in Africa which offers opportunities for joint activity by combining, for example, health, agricultural or refugee care projects with information projects.

Special Fund

132. The recent growth of activities of the Special Fund has resulted in a request for more material and information on the projects relating to the countries in

which the Information Centres have responsibilities. The growth of the Fund's activities provides excellent opportunities for publicizing the work of the United Nations and its agencies.

133. The ACC is impressed by the rich opportunities that projects assisted by the Special Fund offer for constructive public information activities and also recognizes the need for public information initiatives to make the projects known and appreciated, primarily by the public in whose interest they are established, but also to audiences in other areas.

Freedom from Hunger Campaign

134. As regards the Freedom from Hunger Campaign, the United Nations Information Centres in the forthcoming stages of the Campaign will maintain close liaison with the Information Service at FAO Headquarters in regard to the developing needs of the public information media within their respective territories where Campaign National Committees do not yet exist; will distribute information material supplied by FAO in order to sustain interest in the Campaign; will utilize their own facilities and outlets, within the limits of their resources, for promotional purposes; and will assist non-official organizations, social groups and private individuals in making their contribution to the information programme of the Campaign.

Exhibitions

135. The ACC expressed its appreciation of the arrangements devised by the Italian Government for the United Nations pavilion at the Turin Exhibition of 1961 and of the opportunities which were thus afforded to the international organizations to make their efforts known to a wider public.

136. The participation of international organizations in exhibitions has raised certain questions of policy. These questions are under collective review.

XII. ADMINISTRATIVE AND FINANCIAL QUESTIONS

137. In accordance with the established procedure, the members of the ACC will bring to the attention of the General Assembly, and, as appropriate, the competent organs of the specialized agencies and the IAEA, the recommendations resulting from their consultations on administrative and financial questions. There have been consultations on the question of international salaries and allowances, arrangements having been made for a study of basic international salary scales to be placed before the International Civil Service Advisory Board for the purpose of advising the ACC on the matter. It has been agreed that action towards the establishment of staff assessment plans would be initiated in organizations not yet operating such plans, the implementation thereof being made the subject of an inter-agency study.

138. The ACC has noted with keen satisfaction the progress achieved in negotiations for a building in New Delhi which might serve as common premises for members of the United Nations community in that city. It wishes to express its gratitude to the Government of India for its generous offer to construct such a building, and it has given its general approval to the preliminary plans prepared by the United Nations Secretariat in collaboration with the authorities of the Indian Government and an inter-agency committee of senior officials in New Delhi. Discussions are continuing with the Governments concerned as regards common premises in a number of other capital cities.
