



Fourteenth session
Agenda item 49

ADMINISTRATIVE AND BUDGETARY CO-ORDINATION BETWEEN
THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

Report of the Fifth Committee

Rapporteur: Mr. Niaz A. NAIK (Pakistan)

1. The Fifth Committee considered, at its 744th to 746th meetings held from 16 to 18 November 1959, the following reports of the Advisory Committee on Administrative and Budgetary Questions:

Administrative and budgetary co-ordination between the United Nations and the International Atomic Energy Agency (A/4135);

Administrative and budgetary co-ordination between the United Nations and the International Telecommunication Union (A/4148 and Corr.1, English only);

Administrative and budgetary co-ordination between the United Nations and the specialized agencies, with particular reference to the Expanded Programme of Technical Assistance (A/4172);

Administrative budgets of the specialized agencies for 1960 (A/4257).

The Committee also had before it, in document A/C.5/786, a note by the Secretary-General submitting Information Annex III to the 1960 budget estimates.

2. Many delegations joined in praising the work of the Advisory Committee, and, in particular, the research which the Committee had done since 1954 in the matter of the Expanded Programme of Technical Assistance. The series of reports which the Advisory Committee had written on the subject constituted an invaluable body of opinion, and bore witness to a sustained and admirable effort for which the Committee deserved well of the United Nations. Its work would undoubtedly prove to be the cornerstone, in years to come, of an improved system of co-ordination in the spheres with which the reports dealt.

3. The Committee addressed itself principally to the question of determining what should be the focal point of authority in the appraisal of administrative and budgetary co-ordination (a) within the United Nations (with particular reference to the differing procedures applying respectively to the regular and to the special programmes) and (b) among the various organizations comprising the United Nations family. The Committee accordingly considered whether changes were called for in the existing arrangements for review on the part of Main Committees of the General Assembly, the Advisory Committee on Administrative and Budgetary Questions, the Technical Assistance Committee, and other organs of the United Nations and the specialized agencies.
4. As regards the activities of the United Nations, it was generally recognized that the issue had been clearly defined by the Advisory Committee in its observations on the legislative direction of the Expanded Programme of Technical Assistance and other special programmes (A/4172, paragraphs 14, 50-52). Acting on recommendations of the Fifth Committee, the General Assembly exercised exclusive budgetary responsibility for all activities financed from the regular budget. Conversely, however, where the special programmes were concerned, responsibility was diluted among a number of organs or subsidiary organs. A dichotomy of that kind served to emphasize the need for administrative and budgetary co-ordination to embrace both regular activities and special programmes: that need could be met only by a single legislative body, representative of the entire membership of the United Nations, which would have final responsibility for stating policy in respect of the many interrelated problems that arose in connexion with the two categories of programmes. With that object in view, the Advisory Committee had suggested that the Fifth Committee should perhaps be associated more closely with the administrative and financial aspects of the special programmes. Such a development would be in harmony with the Charter, which gave to the General Assembly exclusive responsibility in matters of administration and budget, and would help to delineate responsibilities which over the years had become blurred.
5. Some representatives, though supporting the general proposition of the Advisory Committee, were dubious regarding certain possible consequences. There would, for example, be no advantage in transferring from the Technical Assistance

Committee (a body of twenty-four members) to the Fifth Committee the responsibility for reviewing the detailed administrative and financial implications of the Expanded Programme. That was a function which the Technical Assistance Committee had been performing with success for some ten years and which called for a detailed examination of closely interwoven aspects - substantive as well as administrative - of an intricate programme. In general, it seemed advisable, in the matter of inter-agency programmes, to leave the task of co-ordination to the Economic and Social Council, assisted, where appropriate, by the Advisory Committee. The fact that those programmes depended in large measure on voluntary contributions was an element for consideration.

6. On the wider issue of co-ordination among the United Nations and the specialized agencies, reference was made to the programme appraisals for the period from 1959 to 1964 which were being prepared for the Economic and Social Council. In the consolidated report of its Committee on Programme Appraisals, the Council at its thirtieth (1960) session would have before it a single document correlating the major activities of all the organizations. The Council's study of the Committee's findings would be of the highest importance for the planning of programmes, for the concentration of resources and for the assignment of priorities, and it was therefore to be hoped that the relevant chapter of the Council's 1960 report to the General Assembly would be remitted to the Fifth Committee or, alternatively, to a joint session of the three Main Committees primarily concerned.

7. The suggestion was made that, while it might be premature to place before the General Assembly the question of a consolidated general budget of the United Nations and the specialized agencies, there would be an advantage in requesting the Administrative Committee on Co-ordination and the Advisory Committee to resume before long their consideration of the problem. Thought might likewise be given to a possible review of the agreements between the United Nations and the specialized agencies or of the method of their application. It was also pointed out in that connexion that the Advisory Committee itself had stated in 1955 (A/3023) that its annual review of the agency budgets hardly constituted an adequate implementation of Article 17, paragraph 3, of the Charter; the Committee had at that time suggested the possible substitution of a more thorough review to

be made at regular but longer intervals. That was an issue of direct concern to the Fifth Committee, for while it was neither possible nor desirable for the latter Committee to attempt a detailed examination of the agency budgets, there was need - if sound conclusions were to be reached - for fuller information on the substantive background of the work programmes of the agencies.

8. Furthermore - in a wider context - it might be found necessary in the future to arrange for a comprehensive discussion in the General Assembly of all the programmes and other activities of the United Nations family as a whole. The structural alterations to which such a development would give rise might be of various forms: a change in the terms of reference of the Main Committees, a broadening of the powers of the Advisory Committee or the establishment of an advisory programming committee working closely with the present Advisory Committee. For the present, however, better co-operation between programming bodies on the one hand and administrative bodies on the other could be achieved by enlarging the terms of reference of the Advisory Committee so as to enable it to respond to direct requests for advice in the fields of its competence from organs and committees of the United Nations concerned with special programmes.

9. Strong support was given to the views and recommendations of the Advisory Committee regarding a closer integration of services extant in the field (A/4172, section VII). The whole network of services should be reviewed in order to determine whether existing staff and facilities were being used effectively and, in particular, to obviate the presence of two parallel organizational structures in the field. It was to be hoped that the Secretary-General would resubmit to the Administrative Committee on Co-ordination the broader issues of co-ordination in the field offices, since much remained to be done not only in the matter of common premises and common services, but also as regards common representation and a wider use of the services of the Resident Representatives.

10. At the 745th meeting the following draft resolution (A/C.5/L.585/Rev.1) was submitted jointly by Argentina, Japan, Netherlands, New Zealand, Pakistan and the United States of America:

"The General Assembly,

"Having regard to reports presented in recent years by the Advisory Committee on Administrative and Budgetary Questions on the subject of

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administrative and budgetary co-ordination within the United Nations family of organizations and programmes, and to the desirability of having further attention given by the Advisory Committee to such matters,

A

"1. Expresses its appreciation to the Advisory Committee for its reports, in particular the report on the administrative budgets of the specialized agencies for 1960 (A/4257) and the over-all report on the special studies made by the Committee at the headquarters of the agencies (A/4172);

"2. Extends its appreciation to the specialized agencies and the International Atomic Energy Agency for the co-operation and courtesies offered to the studies and visits of the Advisory Committee;

"3. Invites the attention of the International Atomic Energy Agency and the International Telecommunication Union to the reports of the Advisory Committee on its special studies at those agencies (A/4135 and A/4148 and Corr.1);

"4. Invites also the attention of all specialized agencies and the International Atomic Energy Agency to the over-all report of the Advisory Committee (A/4172) and the report on the 1960 budgets of the agencies (A/4257);

"5. Requests the Advisory Committee to keep under review the growth and developments in respect of offices, operations, and conferences of the United Nations and the agencies at locations away from their headquarters, and to report on possibilities of further administrative and budgetary co-ordination.

B

"1. Authorizes the Advisory Committee to examine and report on co-ordination and on administrative and budgetary aspects of special programmes of the United Nations at the request of the various organs, committees, or commissions concerned;

"2. Authorizes the Advisory Committee also, in fulfilment of its functions under rule 158 of the rules of procedure of the General Assembly, to meet as it deems necessary and appropriate, at the various offices of the United Nations and at the headquarters of the specialized agencies and the International Atomic Energy Agency and, at the request of those agencies, to advise them on administrative and financial matters."

11. It was explained, on behalf of the sponsors, that the draft resolution was designed to transform into a continuing function of the Advisory Committee

a duty assigned to it experimentally at the ninth (1954) session. Paragraph 5 of part A stressed the need, to which the Advisory Committee itself had drawn attention, for co-ordination in the field. Under paragraph 1 of part B, the Advisory Committee would have general authority to undertake activities of the type it had already performed in two cases (General Assembly resolution 1240 (XIII) part B, paragraph 54; Economic and Social Council resolution 702 (XXVI) section II, paragraph 1). Paragraph 2 of part B was intended to give the Advisory Committee greater scope in the performance of its ordinary functions and to dispel any possible doubt of its competence to advise organizations, at their request, on administrative and budgetary matters. In accordance with past practice, the Advisory Committee would, of course, inform the Fifth Committee of its work programme and make the necessary arrangements in consultation with the Secretary-General and the interested specialized agencies.

12. Some representatives felt that paragraph 1 of part B was unduly cautious. It should expressly state that the General Assembly would exercise administrative and budgetary supervision over the special programmes and at least implicitly indicate that both the Fifth Committee and the Advisory Committee would play a more active part in relation to those programmes. The Chairman of the Advisory Committee suggested that, in order to obviate a spate of requests from subordinate bodies, the words "as appropriate" might be inserted after the words "United Nations", the remainder of the paragraph being deleted.

13. At the 746th meeting, the sponsors proposed the following amendments to their draft resolution (A/C.5/L.585/Rev.1):

- (a) In paragraph 5 of part A: to insert the words "to the General Assembly at its fifteenth session" after the words "to report"; and
- (b) In paragraph 1 of part B: to replace the words "the various organs, committees or commissions concerned;" by the words "a principal organ or of the body responsible for the special programme;"

14. The representative of the USSR proposed the following amendments to part B:

- (a) In paragraph 1: to replace the words "at the request ... concerned;" by the words "if this should become necessary;" and
- (b) In paragraph 2: to delete the words "to meet as ..." to the end of the paragraph and to substitute the following text:

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"without detriment to its basic obligations in relation to the United Nations budget, to visit, at their request, the headquarters of the specialized agencies and the International Atomic Energy Agency for consultations with them on administrative and budgetary questions with a view to reducing administrative expenditures through co-ordination of their activities."

Decisions of the Committee

15. The Committee voted, at its 746th meeting, on the joint draft resolution (A/C.5/L.585/Rev.1) and on the amendments proposed thereto. The result of the voting was as follows:

	<u>In favour</u>	<u>Against</u>	<u>Abstentions</u>	
Soviet Union amendment to paragraph 1 of part B	10	31	19	Rejected
Soviet Union amendment to paragraph 2 of part B	12	23	28	Rejected
Paragraph 1 of part B	53	10	1	Adopted
Draft resolution as a whole	55	0	9	Adopted

Recommendation of the Fifth Committee

16. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

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The General Assembly,

Having regard to reports presented in recent years by the Advisory Committee on Administrative and Budgetary Questions on the subject of administrative and budgetary co-ordination within the United Nations family of organizations and programmes, and to the desirability of having further attention given by the Advisory Committee to such matters,

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for 1960 (A/4257) and the over-all report on the special studies made by the Committee at the headquarters of the agencies (A/4172);

2. Extends its appreciation to the specialized agencies and the International Atomic Energy Agency for the co-operation and courtesies offered to the studies and visits of the Advisory Committee;

3. Invites the attention of the International Atomic Energy Agency and the International Telecommunication Union to the reports of the Advisory Committee on its special studies at those agencies (A/4135 and A/4148 and Corr.1);

4. Invites also the attention of all specialized agencies and the International Atomic Energy Agency to the over-all report of the Advisory Committee (A/4172) and the report on the 1960 budgets of the agencies (A/4257);

5. Requests the Advisory Committee to keep under review the growth and developments in respect of offices, operations and conferences of the United Nations and the agencies at locations away from their headquarters, and to report to the General Assembly at its fifteenth session on possibilities of further administrative and budgetary co-ordination.

II

1. Authorizes the Advisory Committee to examine and report on co-ordination and on administrative and budgetary aspects of special programmes of the United Nations at the request of a principal organ or of the body responsible for the special programme;

2. Authorizes the Advisory Committee also, in fulfilment of its functions under rule 158 of the rules of procedure of the General Assembly, to meet as it deems necessary and appropriate, at the various offices of the United Nations and at the headquarters of the specialized agencies and the International Atomic Energy Agency and, at the request of those agencies, to advise them on administrative and financial matters.
