ARTICLE 58

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TEXT OF ARTICLE 58

The Organization shall make recommendations for the coordination of the policies and activities of the specialized agencies.

INTRODUCTORY NOTE

1. The structure of this study is the same as that of the previous study of this Article in *Repertory Supplement No. 2* except for the introduction of a new subheading I.A.2.b. entitled "The Committee for Programme and Co-ordination", with the consequential renumbering of subheadings under I.A.2. and the introduction of the following three subheadings under I.B.6., "Recent trends":

a. Decentralization of activities and co-operation in the field;

b. Institutional developments including the revision of the structure and procedures of technical co-operation programmes;

c. Appraisal of programmes and evaluation of their impact on development.

There was no new development during the period under review requiring treatment under several headings in the General Survey, or under the two headings in the Analytical Summary of Practice.

I. GENERAL SURVEY

A. Organs of the United Nations concerned in the co-ordination process

1. THE GENERAL ASSEMBLY

2. In the period under review, which saw the establishment of the United Nations Development Decade, the General Assembly dealt extensively with the various aspects of co-operation and co-ordination which the attainment of the objectives of the Decade involved. In particular, activities for the promotion of international trade and industrial development were given special attention, within this context, by the General Assembly in connexion with the establishment of the United Nations Conference on Trade and Development (UNCTAD)[1] as an organ of the General Assembly and the establishment of the United Nations organization of Industrial Development[2]. In its resolution 2035 (XX) entitled "World social situation", the General Assembly referred specifically to Article 58 of the Charter and to the responsibility of the Council, under this Article, to make recommendations for the co-ordination of the policies and activities of the specialized agencies.

3. The General Assembly also continued to examine the administrative and budgetary questions involved in co-ordination, with the assistance, after 1965, of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.[3] It established the World Food Programme (WFP)[4] and approved the Agreement between the Economic and Social Council and the International Development Association (IDA)[5].

4. At its twentieth session the General Assembly called for the co-operation of the agencies in the implementation of its decision to withhold economic and technical assistance to the Governments of Portugal and the Republic of South Africa[6].

a. *The Main Committees*

5. The Fifth Committee considered at every session in the period under review except the nineteenth "The administrative and budgetary co-ordination of the United Nations with the specialized agencies and with the International Atomic Energy Agency" (IAEA), as a separate item on its agenda on the basis of reports submitted by the Advisory

[1] G A resolution 1995 (XIX).

[2] G A resolution 2089 (XX). At the following session, the Second Committee decided that the English title of the new Organization should be United Nations Industrial Development Organization (UNIDO) (G A (XXI), 2nd Com., 1045th mtg., para. 52). The Assembly employed the new title in its resolution 2152 (XXI).

[3] G A resolution 2049 (XX). See also para. 9 below and this *Supplement* under Article 17 (3).

[4] G A resolution 1714 (XVI).

[5] G A resolution 1594 (XV).

[6] G A resolutions 2054 A (XX), 2105 (XX) and 2107 (XX). Previously at its sixteenth session the General Assembly had requested the specialized agencies concerned to assist the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in its work (G A resolution 1654 (XVI)).

Committee on Administrative and Budgetary Questions. At its seventeenth session the General Assembly, on the recommendation of the Fifth Committee, adopted resolution 1869 (XVII) by which it took note with approval the line of action taken by the Administrative Committee on Co-ordination (ACC)[7] concerning a review of the terms of reference, composition and working arrangements of the International Civil Service Advisory Board (ICSAB). It also requested the Secretary-General to report on developments in this regard and the Advisory Committee to submit its observations thereon for consideration by the Assembly at its eighteenth session.

6. At the twentieth session the Fifth Committee considered, *inter alia*, the division of responsibilities between the General Assembly and the Economic and Social Council and among the Main Committees of the General Assembly with regard to both the consideration of programmes and the consideration of administrative and budgetary questions and expressed the hope[8] that at future sessions the chapter of the annual report of the Economic and Social Council entitled "Questions of co-ordination and relations with specialized agencies", which in previous years had been referred directly to the plenary meetings, would also be referred to the Fifth Committee.

7. A series of organizational and procedural proposals were submitted by the Second Committee to the General Assembly at its twentieth session in a draft resolution bearing the title "General review of the programmes and activities in the economic, social, technical co-operation and related fields of the United Nations, the specialized agencies, IAEA, the United Nations Children's Fund (UNICEF) and all other institutions and agencies related to the United Nations system[9]". The General Assembly, noting these proposals, decided to include this item in the provisional agenda of its twenty-first session and, in the meantime, drew the attention of the Council and ACC to the resolution.[10]

b. *The Advisory Committee on Administrative and Budgetary Questions*

8. The Advisory Committee continued its task of reviewing financial and budgetary arrangements with the specialized agencies and of examining their administrative budgets in accordance with Article 17 (3). In the course of this work it devoted particular attention to the co-ordination of activities of the specialized agencies with those of the United Nations and the working of the "common system of salaries, allowances and other conditions of service."

c. *Special Bodies*

9. At its twentieth session the General Assembly established[11] an *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies and, *inter alia*, made particular reference to the need to examine means of ensuring that the activities of the United Nations and the agencies brought into relationship with it under Articles 57 and 63 of the Charter were pursued in the most effective and economical manner, with the greatest regard to development needs and the costs that Member States have to bear as a result of these activities. The Committee was asked to examine, with the assistance of the Advisory Committee and in liaison with the Secretary-General and the executive heads of the specialized agencies and IAEA, the entire range of budgetary problems of the United Nations family, notably their administrative and budgetary procedures, the means of comparing and, if possible, standardizing their budgets and the financial aspect of their expansion, with a view to avoiding needless expenditure, particularly expenditure resulting from duplication.

2. The Economic and Social Council

10. In accordance with the established procedure the Council, at its thirtieth, thirty-second, thirty-fourth, thirty-sixth, thirty-seventh, thirty-ninth and forty-first sessions, conducted its general review of the economic, social and human right, activities of the United Nations system. At the thirty-sixth and thirty-seventh sessions, the review was combined with the examination of the items connected with the United Nations Development Decade.

**a. *The Co-ordination Committee of the Council*

b. *The Committee for Programme and Co-ordination*

11. At its thirtieth session the Council, considering, *inter alia*, that it "found it increasingly difficult to do full justice to its co-ordination responsibilities because of the multiplicity of organizations, policies and programmes to be considered and their complicated interrelationships", decided to create, for the period of one year, a six-member *ad hoc* Working Group on Co-ordination. Subsequently at its thirty-fourth session the Council, recognizing its increasing responsibilities under the Development Decade in the field of co-ordination and concentration of activities on priority areas, and considering that the work of the *ad hoc* Working Group on Co-ordination had greatly facilitated the discussion by the Council of co-ordination matters, established a Special Committee on Co-ordination with the functions to keep under review the activities of the United Nations and its related agencies, to consider, in consultation with the agencies, priority areas or projects relating to the Development Decade, and to assume the functions of the *ad hoc* Working Group on Co-ordination[12].

[7] G A (XVII), Annexes, a. i. 69, A/C. 5/934.

[8] G A (XX), Annexes, a. i. 82, A/6216, para. 4.

[9] G A (XX), Annexes, a. i. 100, A/6201, para. 3 (A/C.4/L. 814/Rev. 1).

[10] G A resolution 2098 (XX).

[11] G A resolution 2049 (XX).

[12] The functions of the Working Group included the study of the reports of ACC, the annual reports of the agencies and other relevant documentation and the submission of its conclusions to the Council in the form of a concise statement (E S C resolutions 798 (XXX) and 920 (XXXIV)). See also this *Supplement* under Article 68, para. 9.

12. At its thirty-ninth session the Council decided[13] to revise the Committee's membership. At its forty-first session[14] it renamed the Committee "Committee for Programme and Co-ordination" and decided that it should meet twice annually to review the United Nations work programme in the economic, social and human rights fields, and to deal with the co-ordination of the activities of the specialized agencies and IAEA and those of the United Nations.[15]

c. *The Administrative Committee on Co-ordination*

13. The ACC's review of its machinery and procedures was examined by the Economic and Social Council in the period under review. At its thirtieth session the Council recognized[16] the importance of the role and the progress achieved by ACC and, taking note of the statements made by members of ACC of their willingness that ACC should intensify its efforts to assist the Council in the more effective discharge of its functions under Articles 58 and 63 of the Charter, requested the Secretary-General and invited the specialized agencies and IAEA to take measures necessary to facilitate the discharge by ACC of its increasing responsibilities. The Council also expressed the hope[17] that future reports of ACC would include specific suggestions for Council action in appropriate cases and would bring into the clearest possible focus the progress made and the difficulties encountered by the Committee in its work.[18]

14. These guidelines were reiterated by the Council at its thirty-second session. In resolution 843 B (XXXII) it again requested ACC to continue its efforts to improve its reporting procedure. At its thirty-sixth session the Council noted[19] the view of the Secretary-General that effective co-ordination within the United Nations system requires a close working partnership between the Council, with its subsidiary bodies, including the Special Committee on Co-ordination, and ACC and requested him as Chairman of ACC to arrange for a meeting between ACC and the officers of the Council and the Chairman of the Council's Co-ordination Committee to discuss practical and effective means to bring about a closer relationship between the two bodies. It also requested ACC to study a strengthening of its staff including the possibility of secondment of staff by the various organizations of the United Nations participating in ACC.[20]

15. In resolution 1090 G (XXXIX) the Economic and Social Council expressed the view that the meetings between the officers of the Council and ACC had demonstrated the usefulness of the active participation by representatives of the Council in joint meetings with ACC, welcomed the recent meetings of the Chairman of the Advisory Committee and ACC, and the Special Committee on Co-ordination as a useful step towards improving understanding and co-operation between these bodies, and decided that ACC should hold joint meetings with the Special Committee on Co-ordination.

d. *The Technical Assistance Board and the Technical Assistance Committee*

16. At its twentieth session, the General Assembly decided[21] to combine the Expanded Programme of Technical Assistance (EPTA) and the Special Fund in the United Nations Development Programme (UNDP)[22]. As a result of the merger, the Technical Assistance Board (TAB)[23] and the Consultative Board of the Special Fund[24] were replaced by a single advisory committee, namely the Inter-Agency Consultative Board (IACB) of UNDP, which includes the Secretary-General of the United Nations and the executive heads of the specialized agencies and IAEA or their representatives. The functions of IACB were defined with a view to ensuring a more effective co-ordination and to providing the participating organizations with the opportunity to take part fully in the process of decision- and policy-making in a consultative capacity. Thus the General Assembly decided that IACB should be consulted on all significant aspects of UNDP activities and, in particular, it should advise the management on all programmes submitted by Governments, prior to their submission to the Governing Council for approval, taking into account the programmes of technical assistance being carried out under the regular programmes of the organizations represented on the Board; it should also be consulted in the selection

[13] E S C resolution 1090 G (XXXIX). The Committee was henceforth to consist of the officers of the Council and the Chairman of the Council's Co-ordination Committee and ten members of the Council elected annually.

[14] E S C resolution 1171 (XLI).

[15] At its resumed forty-first session (15—18 November and 17—21 December 1966) the Council adopted resolution 1187 (XLI) fixing the membership of the Committee at sixteen and resolution 1189 (XLI) enlarging (for a period not exceeding three years) the Committee for Programme and Co-ordination by five additional members for the purpose of undertaking the tasks set forth in General Assembly resolution 2188 (XXI).

[16] E S C resolution 799 A (XXX).

[17] E S C resolution 799 B II (XXX).

[18] The ACC was also invited to include in its reports to the Council the results of its periodical review of the programmes of the United Nations system dealing with the peaceful uses of atomic energy with particular reference to the adequacy and balance of the over-all international efforts in this field. The ACC was further invited to conduct such review on an annual basis (E S C resolution 799 B III (XXX)).

[19] E S C resolution 992 (XXXVI).

[20] This request was reiterated in E S C resolution 1090 H (XXXIX) dealing with secretariat arrangements for ACC.

[21] G A resolution 2029 (XX). See also paras. 34 and 35 below.

[22] See for details this *Supplement* under Article 22.

[23] The terms of reference of TAB included the establishment of country target figures, the preliminary consolidation of the over-all programmes, the general co-ordination of the administrative practices of the Expanded Programme and periodical reporting to the Technical Assistance Committee (TAC) on these matters. See *Repertory*, vol. III, under Article 58, para. 19.

[24] Under G A resolution 1240 (XIII), the Consultative Board was to advise the Managing Director of the Fund in the examination and appraisal of project requests and proposed programmes of the Special Fund. The Board was composed of the Secretary-General of the United Nations, the Executive Chairman of TAB and the President of the International Bank for Reconstruction and Development (IBRD); representatives of the specialized agencies and IAEA were also to be invited to its deliberations when projects falling mainly within their fields of activity were considered. See also *Repertory Supplement No. 2*, vol. II, under Article 22.

of agencies for the execution of programmes and on the appointment of the resident representatives.

17. Responsibility for general policy guidance for UNDP, the consideration and approval of its projects and programmes, and the allocation of funds, was assigned by the Assembly to a thirty-seven member Governing Council which thus replaced and was directed to perform the functions previously exercized by the Technical Assistance Committee (TAC)[25] and the Governing Council of the Special Fund.[26]

18. In its 1966 report[27] to the Council, ACC noted with satisfaction the success of the first session of the Consultative Board of UNDP which had been attended by the executive heads of almost all the agencies.

**e. *Commissions of the Council*

**3. THE SECRETARY-GENERAL

B. Development of co-ordination processes

19. During the period under review, questions of programming and substance continued to occupy a more prominent place in co-ordination activities than constitutional, organizational or procedural problems. The whole co-ordination machinery was kept, however, under continuous examination and made the object of intensive consultation between the Council and its subsidiary bodies including ACC.

**1. PROVISIONS IN THE AGREEMENTS WITH THE SPECIALIZED AGENCIES[28]

**2. EARLY STAGES OF THE CO-ORDINATION PROCESS

3. RELATIONS WITH INTERGOVERNMENTAL ORGANIZATIONS

20. At its forty-first session the Council considered the text of a resolution adopted by the Executive Committee of the International Relief Union recommending that the assets and responsibilities of the Union should be transfererd to the United Nations with the sole proviso that both the Convention of 1927 and the principle of the legally binding obligation of solidarity of the Member States should remain in force. The Council, in resolution 1153 (XLI), requested the Secretary-General to examine with the International Relief Union the extent to which assets, activities, publications and archives could constitute a beneficial contribution to the action both governmental and non-governmental that was being undertaken by the international community in the field of assistance in cases of natural disaster, and to take the measures he might consider proper in that connexion.

**4. PRIORITIES[29]

5. OPERATIONAL PROGRAMMES

21. In addition to the consolidation of the Special Fund and EPTA in UNDP,[30] important new developments in this field include the establishment in 1961 of the World Food Programme by the General Assembly[31] and the FAO Conference[32] as a joint undertaking. A United Nations/FAO Inter-Governmental Committee, consisting of twenty States Members of the United Nations and members of the Food and Agriculture Organization, ten of whom were to be elected by the Economic and Social Council,[33] was given responsibility for providing guidance on policy, administration and operations of the Programme. The joint Inter-Governmental Committee reports annually to the Economic and Social Council and the FAO Council. A joint United Nations /FAO administrative unit was also set up to operate under the guidance of the Inter-Governmental Committee. The joint administrative unit reports to the Secretary-General of the United Nations and the Director-General of FAO.[34]

22. With regard to UNICEF, at its sixteenth session the General Assembly, noting[35] the report of the Executive Director of UNICEF entitled "Survey of the needs of children",[36] the decisions of the Executive Board of the fund following from this report, and Economic and Social Council resolution 827 (XXXII), by which the Council welcomed these decisions, expressed its satisfaction that the Fund had thus taken steps to translate still more effectively the provisions of the Declaration of the Rights of the Child[37] into improved programmes

[25] The TAC had been charged under E S C resolution 542 B (XXVIII) with responsibility for the over-all review and approval of EPTA programmes as well as the allocation of funds. See *Repertory*, vol. III, under Article 58, para. 19.

[26] Under G A resolution 1240 (XIII), Part B, para. 12, the Governing Council of the Special Fund was to provide general policy guidance on the administration and operation of the Special Fund, it had final authority for the approval of the projects and programmes recommended by the Managing Director and it was to review the administration and execution of the approved projects and submit reports and recommendations to the Economic and Social Council. See *Repertory Supplement No. 2*, vol. II, under Article 22.

[27] E S C, Annexes, a. i. 3, E/4191, para. 14.

[28] For the Agreement with IDA, see this *Supplement* under Article 63.

[29] *Ibid.*

[30] See para. 16 above and paras. 34 and 35 below.

[31] G A resolution 1714 (XVI).

[32] See Part 1 of the Resolution on the Utilization of Food Surpluses, adopted by the Conference of the Food and Agriculture Organization on 24 November 1961 (G A resolution 1714 (XVI), annex).

[33] By resolution 1914 (XVIII), the General Assembly increased the membership of the Committee to twenty-four, two of the four additional members to be elected by the Economic and Social Council. G A resolution 2095 (XX) entitled "Continuation of the World Food Programme" contained, *inter alia*, provisions regarding the terms of office of the members of the Committee.

[34] See also this *Supplement* under Article 55, paras. 59 and 61.

[35] G A resolution 1678 (XVI).

[36] E/ICEF/410, preliminary review by the Executive Director; Add. 1, his conclusions and recommendations; and E/ICEF/412—415/Add. 1, supplementary reports by the Bureau of Social Affairs of the United Nations Secretariat, the International Labour Organisation, the Food and Agriculture Organization, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization.

[37] G A resolution 1386 (XIV).

of welfare for children and endorsed the new emphasis and approach represented by these decisions. After commending the Secretary-General and the specialized agencies for their continued collaboration in this field, the General Assembly expressed the hope that the agencies would co-operate fully with the implementation of the new approach and requested the resident representatives of the Technical Assistance Board to continue offering every possible assistance to Governments and agencies in order to promote the proper co-ordination of these efforts.

6. Recent trends

23. On 19 December 1961, the General Assembly designated[38] the "current Decade" as the United Nations Development Decade and, *inter alia*, requested the Secretary-General, in consultation with the heads of the international agencies with responsibilities in the financial, economic and social fields, the Managing Director of the Special Fund, the Executive Chairman of TAB and the regional economic commissions, to develop proposals for the intensification of action in the fields of economic and social development by the United Nations system of organizations.

24. The character of co-ordination in the period under review was gradually altered. The expansion of international activity under the Decade required the common and concerted efforts of all the members of the United Nations family. Emphasis was laid, *inter alia*, upon (1) decentralization of activities which necessitated closer attention to co-operation in the field; (2) a simplification of the structures and procedures of the programmes of technical co-operation; and (3) the evaluation of all programmes and activities, particularly those in the growing field of development assistance and technical co-operation. The co-ordination efforts of the General Assembly, the Economic and Social Council and their subsidiary organs to a great extent focused on these new developments.

25. At its May meeting in 1962, ACC considered the implications of resolution 1710 (XVI), in which the General Assembly set forth the basic lines of action called for in formulating the programme for the United Nations Development Decade, and proposed "to follow closely, and to report to the Council from time to time, on the manner in which the objectives of the decade are being pursued through international co-operation and the extent to which this action is proving effective in accelerating progress towards self-sustaining economic growth and social advancement in the developing countries".[39] "The United Nations Development Decade", the ACC report states, "represents under the terms of the General Assembly resolution which constituted it a challenge and an opportunity to the whole United Nations family. The members of the ACC for their part will do all in their power to enable their respective organizations, as well as the United Nations family as a whole, to meet that challenge effectively".[40]

26. In all its subsequent reports to the Economic and Social Council (except in 1964), ACC devoted a chapter to the United Nations Development Decade commenting on the progress made and the future tasks of its member organizations in the context of the Decade. Moreover, agreement was reached by ACC in 1962 on the proposals of the Secretary-General[41] on the Development Decade. These proposals constituted a programme for the United Nations system of organizations for the Decade.

27. The Economic and Social Council, for its part, conducted its customary review, at its thirty-sixth and thirty-seventh sessions, of the economic, social and human rights programmes of the United Nations family of organizations, in the setting of the Development Decade. "It was thought," the Council stated in its report to the General Assembly, "that the challenge of the Decade made it peculiarly apposite to establish priorities, avoid duplication and promote co-ordinated activities."[42]

a. *Decentralization of activities and co-operation in the field*

28. The importance assigned to questions connected with decentralization of activities and co-operation in the field was one of the main features of the co-ordination process in the period under review. The Committee on Programme Appraisal,[43] in its Consolidated Report[44], had already drawn the attention of the Council to an existing trend towards a shift of emphasis from work at Headquarters to activities in the field for the initiation and implementation of economic and social activities and operations.[45] The objectives and the measures called for by the Development Decade made it necessary to stress and to expedite this trend. The role to be played by the regional economic commissions in this connexion, and the increasing importance of the resident representatives, of whose co-operation the specialized agencies were invited to make full use, were dealt with by the Council at its thirtieth session in two resolutions entitled "Decentralization of activities and operations"[46] and "Co-ordination in the field"[47].

29. At its fifteenth session, the General Assembly welcomed these Economic and Social Council resolutions and requested[48] the Secretary-General to

[38] G A resolution 1710 (XVI). See also G A resolution 1715 (XVI).

[39] E S C (XXXIV), Annexes, a. i. 3, E/3625 and Add. 1, para. 16.

[40] *Ibid.*, para. 14.

[41] *The United Nations Development Decade:* Proposals for action (United Nations publication, Sales No.: 62.II.B.2).

[42] G A (XVIII), Suppl. No. 3, para. 533.

[43] See *Repertory Supplement No. 2*, vol. III, under Article 58, para. 25.

[44] *Five-year Perspective, 1960 – 1964:* Consolidated report on the appraisals of the scope, trend and costs of the programmes of the United Nations, ILO, FAO, UNESCO, WHO, WMO and IAEA in the economic, social and human rights fields (United Nations publication, Sales No.: 60,IV.14).

[45] *Ibid.*, part III, section C.

[46] E S C resolution 793 (XXX).

[47] E S C resolution 795 (XXX).

[48] G A resolution 1518 (XV).

consult the specialized agencies as well as the regional economic commissions on the problems raised by them. A review of the issues connected with these resolutions was consequently conducted in ACC. Its members, after noting the important repercussions that new measures in the direction of decentralization which the United Nations itself might undertake would inevitably have on the work of their organizations, agreed that the question of decentralization and its evolution should be the object of close contacts at the secretariat level.[49]

30. As for the resident representatives in particular, ACC stressed[50] their central role in developing closer co-operation among the various branches of the United Nations system in individual countries and the need for increasing support from the organizations participating in EPTA and acting on behalf of the Special Fund, in order to enable the representatives to discharge effectively the increasing responsibilities of their office.

31. At its thirty-second session, the Economic and Social Council noted with approval[51] the views expressed in ACC on the functions of resident representatives and requested it to submit proposals by which resident representatives might, for purposes of co-ordination, be kept informed — and, as appropriate, associated with — inquiries and negotiations concerning programmes of technical co-operation undertaken or contemplated by the United Nations, the specialized agencies and IAEA whether financed from voluntary funds (EPTA, Special Fund and UNICEF) or from the regular budgets of their respective organizations. Proposals in this field were to be transmitted by ACC also to the Advisory Committee and to the *ad hoc* Committee of Eight,[52] established under resolution 851 (XXXII) with the task, *inter alia*, of bringing about closer co-operation of technical assistance activities of the United Nations and the specialized agencies. At its sixteenth session the General Assembly, commending the Council for these decisions, invited[53] the executive heads of the specialized agencies and the executive secretaries of the regional economic commissions further to adjust co-operative arrangements to the extent required by decentralization.

32. At its thirty-ninth session, the Council considered the agreements reached by the ACC[54] on the role of resident representatives and related issues. It adopted resolution 1090 B (XXXIX) in which it expressed the conviction that real progress was being achieved in this field and requested once more the organizations participating in technical assistance programmes to co-operate in order to allow the resident representatives to exercise effectively their central role in achieving co-ordination at the field level.

b. *Institutional developments including the revision of the structure and procedures of technical co-operation programmes*

33. The expansion of technical co-operation programmes, which was to take place as part of the Development Decade, led the Council and other organs concerned to devote particular attention to the question of the simplification of the structure and procedures of the technical co-operation programmes. This simplification was carried out with the active participation, at all stages, of the specialized agencies and ACC.

34. In his introduction to the Economic and Social Council's report to the General Assembly[55] at its sixteenth session, the President of the Council noted the increase in resources made available to EPTA and to the Special Fund and commented on the effects which such increase had and would have on their operation. Such effects and the repercussions on the activities of the organizations within the United Nations system were extensively examined by the Council,[56] and at its request, also by ACC which reported to the Council on inter-agency consultation in this field. In its 1964 report[57] ACC stated that "on a matter of such major concern to each of the participating organizations" an agreement had been reached on the advantages of a merger of the Special Fund and the Expanded Programme at the intergovernmental, inter-agency and management levels as well as on a series of proposals relating to the arrangements required. These proposals were discussed by the *ad hoc* Committee established under by the Economic and Social Council, resolutions 851 (XXXII) and 900 (XXXIV). The Committee recommended[58] that the Economic and Social Council take the necessary steps to combine EPTA and the Special Fund in a programme to be known as the United Nations Development Programme (UNDP), spelling out the conditions under which the combination was to be effected. The committee expressed its conviction that such a merger "would go a long way in streamlining the activities carried on separately and jointly by EPTA and the Special Fund, simplify organizational arrangements and procedures, facilitate over-all planning and needed co-ordination of the several types of technical co-operation programmes carried on within the United Nations system of organization and increase their effectiveness."

35. At its thirty-seventh session, the Economic and Social Council in its resolution 1020 (XXXVII)

[49] E S C (XXXII), Annexes, a. i. 4, E/3495 and Add. 1, para. 124.

[50] *Ibid.*, paras. 31 and 32.

[51] E S C resolution 856 (XXXII).

[52] At its thirty-fourth session the Council increased its membership to ten members (E S C resolution 900 (XXXIV). See also this *Supplement* under Article 68).

[53] G A resolution 1709 (XVI).

[54] These agreements were embodied in the 1962 report (E S C (XXXIV), Annexes, a. i. 3, E/3625, paras. 29—33) and the 1963 report (E S C (XXXVI), Annexes, a. i. 4 and 6, E/3765, paras. 19—29) of ACC. In its 1962 report ACC had approved the ten guiding principles on the role of resident representatives; in its 1963 report it had considered the implementation of such principles as well as other measures connected with the general problem of co-ordination in the field.

[55] G A (XVI), Suppl. No. 3.

[56] See, *inter alia*, E S C resolutions 794 (XXX), 849 (XXXII) 851 (XXXII) and 900 A (XXXIV).

[57] E S C (XXXVII), a. i. 6., Annexes, E/3886 and Add. 1, para. 29.

[58] E S C (XXXVII), Annexes, a. i. 19, E/3862.

endorsed the *ad hoc* Committee's draft resolution embodying these views and proposing the merger of EPTA and the Special Fund into UNDP, and recommended its adoption by the General Assembly. The General Assembly established UNDP at its twentieth session.[59] In its 1966 report[60] to the Council, ACC noted with great satisfaction the success of the first session of the Consultative Board of UNDP, attended by the executive heads of almost all the agencies, and reported on the consultations arranged by ACC to consider certain practical implications of the merger, from the point of view of organization and procedures.

36. Issues of co-ordination also arose out of two other major institutional developments which took place in the period under review, namely the creation of the United Nations Conference on Trade and Development (UNCTAD) and the establishment of the United Nations Industrial Development Organization (UNIDO).

37. General Assembly resolution 1995 (XIX), establishing the United Nations Conference on Trade and Development as a permanent organ of the General Assembly, assigned to this body, *inter alia*, the duty of reviewing and facilitating the co-ordination of activities of other institutions within the United Nations system in the field of international trade and related problems of economic development, and of co-operating in this regard with the General Assembly and the Council in the performance of their responsibilities for co-ordination. The resolution also established the Trade and Development Board as a permanent organ of the Conference and directed the Board to act, in its relations with organs and agencies within the United Nations system, in conformity with the responsibilities of the Economic and Social Council under the Charter, particularly those of co-ordination, and with the relationship agreements with the agencies concerned.

38. In its 1965 report to the Economic and Social Council,[61] ACC took note of the intention of the General Assembly that relations between UNCTAD and the specialized agencies and IAEA should be in line with those set up in the relationship agreements between the United Nations and the specialized agencies, and welcomed the assurances given by the Secretary-General that the rules of procedure of the Trade and Development Board[62] would be interpreted so as to permit full co-operation and participation by the specialized agencies and IAEA in the work of the Board and its subsidiary bodies. The ACC also reported on the co-operation already developed between many of the agencies and UNCTAD both at secretariat level and through participation in UNCTAD meetings.

39. The agencies also participated in the preparations for the establishment of UNIDO. The proposal by the Committee for Industrial Development,[63] concerning the preparation of a study on the establishment of an agency for industrial development, received immediate attention by the agencies in ACC.[64] They expressed the hope that, in the event of the Council endorsing this proposal, full consultations with the members of ACC would take place in order "to devise arrangements and procedures conducive to the development of dynamic and well-articulated proposals which, without duplicating existing facilities and arrangements, would enhance the effectiveness of the total effort of the United Nations system in the field of industrial development."[65] Following the preparation by the Secretary-General of a report[66] on the scope, structure and function of an agency for industrial development, and the adoption by the Economic and Social Council of resolution 1081 F (XXXIX), in which it took note with appreciation of this report, the General Assembly decided, by resolution 2089 (XX), to establish UNIDO as an autonomous organization within the United Nations.

c. *Appraisal of programmes and evaluation of their impact on development*

40. The emphasis laid on programme appraisal in the last part of the 1950s[67] continued, as stated above, in the period under review. Periodic and systematic evaluation of the economic and social programmes of the organizations in the United Nations system was considered essential for the attainment of the objectives of the Development Decade.

41. During its thirtieth session, the Council reviewed[68] the Consolidated Report prepared by its Committee on Programme Appraisals[69] together with the individual appraisals submitted by the participating organizations.[70] In its 1960 report,[71] ACC had registered its broad agreement with the general conclusions of the report, recognized the responsibilities which rested upon it in connexion with the problems raised in it, and indicated its willingness to take whatever initiatives might be required to secure fuller and better co-ordination in this field. The Council, *inter alia*, invited ACC to comment in its future reports on any developments in respect of the problems raised in the Consolidated Report.

42. At its thirty-fourth session, the Council reaffirmed[72] the importance it attached to a system-

[59] G A resolution 2029 (XX). See also para. 16 above.

[60] E S C (XLI), Annexes, a. i. 3, E/4191, paras. 14 and 15.

[61] E S C (XXXIX), Annexes, a. i. 3, E/4029, paras. 9—11.

[62] The rules of procedure, as adopted by the Board on 27 April 1965, are to be found in document TD/B/16, dated 7 May 1965.

[63] E S C (XXXVII), Suppl. No. 6, chap. VI.

[64] E S C (XXXVII), Annexes, a. i. 6, E/3886, para. 89 and E S C (XXXIX), Annexes, a. i. 4, E/4029, paras. 41—45.

[65] E S C (XXXVII), Annexes, a. i. 6, E/3886, para. 89.

[66] G A (XX), Annexes, a. i. 40, A/5826.

[67] See *Repertory Supplement No. 2*, vol. III, under Article 58, paras. 23—27.

[68] E S C resolution 791 (XXX).

[69] *Five-year Perspective, 1960—1964:* Consolidated report on the appraisals of the scope, trend and costs of the programmes of the United Nations, ILO, FAO, UNESCO, WHO, WMO and IAEA in the economic, social and human rights fields (United Nations publication, Sales No.: 60.IV.14).

[70] E S C (XXX), Annexes, a. i. 3, E/3260/Rev. 1.

[71] E S C (XXX), Annexes, a. i. 3, E/3368, para. 4.

[72] E S C resolution 908 (XXXIV).

atic and objective evaluation of the impact and effectiveness of the programmes of the United Nations and the specialized agencies; it noted, however, that the present arrangements for the evaluation of the impact and effectiveness of the programmes were inadequate; and requested ACC to present to the Council proposals for carrying out, on a continuing basis and in close co-operation with Member States in which programmes operate, comprehensive evaluations of performance and results achieved in the programmes of the United Nations system of organizations. At its thirty-sixth session, the Council had before it the observations presented on this matter by ACC in its 1963 report[73] and the comments of the Special Committee on Co-ordination on those observations. During the Council's discussion,[74] it was noted that distinction had to be made between evaluation of efficiency in management, of technical soundness, and of the over-all impact of programmes on development. The last aspect of evaluation in particular was considered to be in need of improvement. It was emphasized that the prime responsibility for evaluation of technical co-operation activities lay, in any case, with the Governments concerned. The Council therefore adopted resolution 991 (XXXVI) in which, *inter alia*, it requested ACC to formulate proposals designed to assist developing countries in their own evaluation efforts, to elaborate and define procedures for the collection of relevant information and to explore ways and means of consolidating such information with a view to achieving an over-all evaluation of the impact on development of the programmes being carried out.

43. At the thirty-seventh session of the Council, most representatives shared the view of the Special Committee on Co-ordination[75] that, after a great deal of discussion on the importance of evaluation and the difficulties connected with it, "that it would be desirable to concentrate constructive efforts on the implementation of concrete proposals for action"[76] and that the recommendations of ACC in this field constituted a pertinent approach. In its 1964 report ACC had suggested that evaluation in respect of individual countries "would perhaps best be formed of a series of limited studies, each dealing with assistance programmes capable of evaluation by a common standard",[77] and that therefore pilot projects of evaluation should be undertaken in a limited number of countries in different regions and at different stages of economic development. The Economic and Social Council, in its resolution 1042 (XXXVII), requested the Secretary-General, in consultation with the specialized agencies, to proceed as promptly as possible with arrangements for undertaking such pilot projects, including the establishment of procedures for the collection of information, and to select small teams who would evaluate the over-all impact and effectiveness of the combined programmes of the United Nations system.

[73] E S C (XXXVI), Annexes, a. i. 4 and 6, E/3765, paras. 30–37.

[74] E S C (XXXVI), Co-ord. Com., 246th mtg.

[75] E S C (XXXVII), Annexes, a. i. 6, E/3946, para. 8.

[76] G A (XIX), Suppl. No. 3, para. 554.

[77] E S C (XXXVII), Annexes, a. i. 6, E/3886, para. 57.

44. At its forty-first session, the Council gave preliminary consideration to a far-reaching proposal that a thorough and objective review and evaluation should be undertaken of the structure, functions, procedures, financing and performance of the specialized agencies and IAEA as well as of the programmes of the United Nations in the economic and social fields,[78] and requested the Secretary-General to place before the Council such available information as would enable it to give appropriate consideration to this question.

45. At the same session, recalling among others General Assembly resolution 2084 (XX) in which the Assembly had reaffirmed the urgent necessity of attaining the over-all objectives set for the Development Decade and requested the Secretary-General, the specialized agencies, IAEA and the regional economic commissions to take further steps in this connexion, the Council invited[79] the organizations of the United Nations system concerned to keep under critical scrutiny their programmes, practices and procedures, including inter-agency arrangements, in the light of long-term perspective and with particular reference to the period after the Development Decade.

C. Co-ordination and co-operation in substantive fields

46. The Economic and Social Council continued its regular practice of reviewing, on the basis of the reports coming before it separately from the agencies and IAEA and the reports of ACC, the co-ordination of the work of the United Nations and the specialized agencies in substantive fields of common interest.

47. As in previous years, the attention of the Council continued to be devoted to the co-ordination of the activities related to the peaceful uses of atomic energy. In resolution 799 B (XXX) the Council, recalling the leading position of IAEA in the field of the peaceful uses of atomic energy and noting, on the other hand, the number of programmes in this field of other specialized agencies, shared the view of ACC that in order to facilitate consideration of the adequacy and balance of the over-all international effort in this field, the results achieved through co-ordination on a bilateral and trilateral basis could be supplemented by a multilateral periodical review, and expressed the view that ACC should conduct such a review annually and report to the Council. The need of close co-ordination in this field was stressed again by the Council at its thirty-sixth session.[80]

48. The United Nations Conference on New Sources of Energy held in Rome in 1961 drew the attention of the Economic and Social Council to the problems connected with research and application of new sources of energy. The Council therefore invited[81] the Secretary-General to consult the appropriate organs of the United Nations, the

[78] E S C resolution 1173 (XLI).

[79] E S C resolution 1152 (XLI).

[80] E S C resolution 986 (XXXVI).

[81] E S C resolution 885 (XXXIV).

specialized agencies, IAEA, and other bodies, with special reference to the needs of the developing countries, on methods of co-ordinating and facilitating research on those problems.

49. At its thirtieth session, the Economic and Social Council indicated oceanography[82] as a possible field for a programme of "concerted action"[83]. At its thirty-third session, the Council after consideration of the Second Biennial Report of the Water Resources Development Centre[84] reaffirmed its support of the Centre and requested[85] the Secretary-General and the specialized agencies to co-operate with the Centre including the secondment of personnel as appropriate, so as to ensure that it could fulfil its functions. In particular the Council invited the various organs concerned to co-operate with the Centre in the drawing up of proposals for a priority programme of co-ordinated action in the water resources field within the framework of the United Nations Development Decade. At its thirty-sixth session, the Council requested[86] the Secretary-General to study, in collaboration with the specialized agencies and IAEA, through ACC, the preliminary proposals for such a programme which had been submitted by the Centre.

50. In view of its importance for the attainment of the objectives of the Development Decade, the development of human resources occupied much of the Council's attention in the period under review. At its thirtieth session, it recommended that a high priority be given by the competent organs of the United Nations, the specialized agencies, and IAEA, to training national cadres of specialists at all levels in the developing countries with particular reference to the administrative and technical fields. The Council invited[87] the specialized agencies and IAEA to report on the progress achieved and the difficulties encountered in this field and requested ACC to keep the matter under review and advise the Council on those aspects that required a joint approach. At its thirty-second session, the Council welcomed[88] the recognition by ACC in its 1961 report[89] of the need to harmonize the activities of the United Nations and its related agencies in the field of education and training, and expressed the hope that ACC would develop recommendations in this sense.

51. At its thirty-fourth session, the Economic and Social Council devoted attention to the need to provide enlarged facilities for the training of key administrative personnel in the developing countries. It noted[90] with appreciation the progress made in the Programme for provision by the Secretary-General of operational, executive and administrative personnel (OPEX) to Governments, but recognized that further steps were necessary to make the Programme fully responsive to existing needs and indicated the basic conditions for the furnishing of operational personnel to which the Secretary-General should seek the agreement and the adherence of the agencies. An essential task, for example, was the training of counterpart personnel so that they could replace as soon as possible personnel sponsored by the United Nations or related agencies. The attention of the Secretary-General and the executive heads of the agencies was drawn to the importance of closely co-ordinating the planning and implementation of this type of assistance.

52. The activities of the United Nations family of organizations for the development of education, particularly in Africa, were carefully examined by the Council. In 1961 a Conference of African States on the Development of Education in Africa was held at Addis Ababa. The Council at its thirty-second session congratulated UNESCO, the Economic Commission for Africa (ECA) and other agencies concerned on the co-ordinated preparation of the Conference and called the attention[91] of the appropriate organs of the United Nations as well as the related agencies to the urgent need to help the African countries in this field.[92] At its thirty-fourth session[93] the Council reiterated its invitation to UNESCO, in co-operation with ECA and other organizations of the United Nations, including IBRD, the Special Fund and UNICEF, to continue and expand their aid to the African countries on the basis of their requests and in accordance with the co-ordinated priority programme of educational development for the years 1962—1963, adopted at the meeting of Ministers of education of African countries in 1962.

53. At its thirty-ninth session, the Council noted with appreciation[94] the efforts made by the United Nations, the International Labour Organisation (ILO), UNESCO, other specialized agencies and IAEA towards the development of human resources, and the active co-operation between UNESCO and IBRD in the study, identification and preparation for the financing of projects in the field of technical and vocational education. It expressed the hope that the competent organizations of the United Nations family would continue to take concerted steps to prepare programmes of action for providing training and the utilization of human resources in the developing countries. At its forty-first session, the Council

[82] E S C resolution 792 (XXX) section III.

[83] In its report to the General Assembly at its sixteenth session (G A (XVI), Suppl. No. 3, para. 657), the Council recognized that the term "concerted action" as defined in the twenty-second report of ACC might have led to misunderstanding and agreed that the term should be applied only in the case of programmes which required for their realization the joint efforts of several agencies both in planning and execution, with a view to the achievement of clearly defined and agreed objectives.

[84] E S C (XXXIII), Special Supplement.

[85] E S C resolution 876 (XXXIII).

[86] E S C resolution 978 (XXXVI).

[87] E S C resolution 797 (XXX).

[88] E S C resolution 838 (XXXII). See also E S C resolution 906 (XXXIV).

[89] E S C, (XXXII), Annexes, a. i. 4, E/3495 and Add. 1, paras. 38—49.

[90] E S C resolution 907 (XXXIV). See also E S C resolution 987 (XXXVI).

[91] E S C resolution 837 (XXXII).

[92] The General Assembly for its part, in resolution 1717 (XVI), welcomed the decisions of the Conference and invited UNESCO to convene in 1963, jointly with ECA, another Conference of African States on the subject.

[93] E S C resolution 905 (XXXIV).

[94] E S C resolution 1090 A (XXXIX).

indicated[95] housing, building and planning as fields in which the co-operative efforts of the United Nations family should be addressed in the training of national skilled cadres and personnel.

54. Another subject to which the Council devoted particular attention was the application of science and technology to development. At its thirtieth session the Council requested[96] UNESCO to prepare, in consultation with the United Nations and the related agencies concerned, a survey on the organization and functioning of abstracting services in the various branches of science and technology as a basis for possible subsequent action in the field. The publication in 1961 of a survey entitled "Current Trends in Scientific Research",[97] provided the basis for a great part of the subsequent action by the Economic and Social Council in this field. In resolution 829 (XXXII) the Council, recognizing the urgency of applying the results of recent scientific and technological advances and of utilizing the present achievements in the natural sciences for the economic and social progress and welfare of mankind, invited the executive heads of the specialized agencies and IREA, particularly the Director-General of UNESCO, to submit to the Council proposals, along with an order of priorities, for the matters within their competence, on how best to implement the recommendations of the survey.[98] At the same session the Council decided[99] that a United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas should be held, and suggested that the Secretary-General and the United Nations Scientific Advisory Committee consult the interested related agencies on the necessary arrangements.

55. The Conference took place in February 1963 and, in the light of the Secretary-General's report on its results,[100] the Economic and Social Council adopted resolution 980 A (XXXVI) in which, *inter alia*, it provided for the establishment of an advisory committee on the application of science and technology to development, and assigned to it several tasks in the field of co-ordination. The terms of reference of the Committee included the following functions: (*a*) to review, in close co-operation with ACC, the scientific and technological programmes and activities of the United Nations and related agencies; (*b*) to propose to the Council measures for their improvement, including the establishment of priorities and the elimination of duplication; and (*c*) to consider specific questions regarding the application of science and technology which may be referred to it by the Council, or by the Secretary-General, or by the executive heads of the specialized agencies and IAEA. In the same resolution, the Council once more recommended to the United Nations and the specialized agencies to give high priority, in the preparation of their economic and social programmes, to the application of science and technology for the benefit of the less developed areas. It also welcomed the decision of ACC to establish a Sub-Committee on Science and Technology and the reviews being undertaken with a view to enabling the members of the United Nations family to discharge more effectively their growing responsibilities and, where necessary, to define more sharply their respective competences in this field. Finally, at its forty-first session, the Council,[101] bearing, in mind, *inter alia,* the important contribution of the specialized agencies and IAEA in the field of science and technology, endorsed the objectives of a World Plan of Action for the Application of Science and Technology to Development set forth by the Advisory Committee in its third report.[102] The organizations of the United Nations system were urged to give priority attention to this report and invited to indicate the extent to which their current planned programmes and activities were designed to intensify and accelerate the accomplishment of the objectives set forth.

56. Among other fields in which the Economic and Social Council exercised its co-ordinating functions, mention may be made of such fields as urbanization,[103] industrialization,[104] rural development,[105] housing, building and planning[106] and the development of public administration programmes.[107] Both the General Assembly and the Council have on numerous occasions drawn attention to the close interrelationship of such fields and the problems connected with them and to the consequences that they had for the planning and implementation of their programmes. At its thirty-second session, for example, the Council drew the attention of the specialized agencies to the need to deal with the problems relating to industrialization, rural development, urbanization and housing as a whole.[108] At its thirty-fourth session, the Council annexed to its resolutions[109] an extract from the report of its Co-ordination Committee[110] in which that Committee urged inter-agency co-operation for a concerted attack on the problems of improving living and working conditions in rural areas and reiterated the view that housing and urbanization activities should be fully integrated with programmes of industrial and rural

[95] E S C resolution 1167 (XLI).

[96] E S C resolution 804 (XXX).

[97] By Professor Pierre Auger, Special Consultant, published by the United Nations, New York, and by UNESCO, Paris, 1961.

[98] Also during its thirty-second session, at its 1159th meeting the Council decided to establish an *ad hoc* working group to consider the recommendations contained in the survey together with the comments received from Governments and from the specialized agencies and IAEA. For subsequent action by the Council in this field, see E S C resolution 910 (XXXIV).

[99] E S C resolution 834 (XXXII).

[100] E S C (XXXVI), Annexes, a. i. 15, E/3772, and E/3772, Add. 1 (mimeographed).

[101] E S C resolution 1155 I (XLI).

[102] E S C (XLI), Suppl. No. 12.

[103] For example, E S C resolution 792 (XXX).

[104] For example, E S C resolutions 839 (XXXII) and 1081 D (XXXIX).

[105] For example, E S C resolution 840 (XXXII).

[106] For example, E S C resolutions 976 (XXXVI) and 1167 (XLI).

[107] For example, ESC resolutions 796 (XXX), 907 (XXXIV) and 987 (XXXVI).

[108] E S C resolution 841 (XXXII).

[109] E S C (XXXIV), Suppl. No. 1, pp. 31 and 32.

[110] E S C (XXXIV), Annexes, a. i. 3, E/3671.

development. The need for co-ordination of activities aimed at industrial and social development was also emphasized.

57. In fact, on a number of occasions during the first half of the Development Decade, the attention of governments and members of the United Nations system concerned was drawn to "the interrelated character of economic and social factors and the basic requirement that economic and social development should go together with a view to promoting better standards of life in larger freedom".[111] At its eighteenth session the General Assembly considering that, in order to fulfil the objectives of the Development Decade, the carrying out of social programmes should be accelerated and should complement economic programmes within an integrated socio-economic development, invited[112] the Economic and Social Council to revise, in the light of the Report on the World Social Situation, 1963[113] and the objectives of the Development Decade, resolution 496 (XVI) entitled "Programmes of concerted practical action in the social field of the United Nations and the specialized agencies", and in general to consider effective means of translating the social objectives of the Decade into concrete realities. In the same resolution the Secretary-General was requested to prepare for submission to the Council, a draft programme of social development for the second half of the Decade and the specialized agencies, together with other bodies concerned, were invited to provide their full co-operation in these endeavours. Subsequently, at its twentieth session, the Assembly, noting[114] the action thus far taken by the Economic and Social Council in implementation of resolution 1916 (XVIII), requested the Council and the Social Commission, when considering the role which the United Nations should play in the social field, to bear in mind, *inter alia*, its responsibilities under Article 58 of the Charter "to make recommendations for the co-ordination of the policies and activities of the specialized agencies".

[111] G A resolution 2035 (XX), oper. para. 1 (c).

[112] G A resolution 1916 (XVIII).

[113] United Nations publication, Sales No.: 63.IV.4.

[114] G A resolution 2035 (XX).