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. This study deals with the question of the authority of the United Nations, as provided in Article 58, to make recommendations for the co-ordination of the policies and activities of the specialized agencies.

2. The General Survey deals with the subject as a whole, and consists of three parts. In the first of these the respective roles of the various organs of the United Nations directly concerned in the co-ordination process, namely, the General Assembly, the Economic and Social Council and the Secretary-General are described. The second part is concerned with the development of co-ordination processes from the inception of the Organization to the end of September 1954, and deals, in particular, with the responsibility of the United Nations to make recommendations for such co-ordination, as provided in the agreements with the specialized agencies, the early stages of the co-ordination process, relations with inter-governmental organizations outside the United Nations, priorities, operational programmes established by the United Nations, and recent trends in these respects. In the third part a summary account of co-ordination and co-operation in substantive fields between the United Nations and the specialized agencies is presented.

3. The Analytical Summary of Practice is concerned with questions bearing upon Article 58, namely, the role of the General Assembly, the Economic and Social Council and the Secretary-General with respect to the co-ordination of the policies and activities of the specialized agencies. Related questions, such as the definition of the terms of the agreements between the United Nations and the specialized agencies and the negotiation and approval of these agreements, as well as the recommendations for co-ordination of the activities of the specialized agencies made by the Economic and Social Council, are not dealt with here, but will be found in the study on Article 63.

4. Certain other questions closely related to the substance of Article 58 are also not dealt with in the present study, except where mention thereof may cast light on problems arising under Article 58. Financial and budgetary arrangements with the specialized agencies and the examination of their administrative budgets are considered in this Repertory under Article 17 (3); the establishment of relations between the United Nations and the specialized agencies, under Article 57; the initiation of negotiations for the creation of new specialized agencies, under Article 59; recommendations to specialized agencies in connexion with studies and reports made or initiated by the Economic and Social Council, under Article 62 (1); the obtaining of reports from the specialized agencies by the Council, under Article 64; and arrangements for representation of the specialized agencies in the deliberations of the Council, under Article 70.

I. GENERAL SURVEY

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

5. The organs of the United Nations directly concerned in carrying out the provisions of Article 58 are the General Assembly, the Economic and Social Council and the Secretariat.
1. The General Assembly

6. In addition to the general provisions for co-ordination by the Organization contained in Article 58, the Charter refers to the General Assembly in connexion with the specialized agencies, either directly or indirectly, under certain other Articles. Under Article 13 (1) (b), 1/ the General Assembly is to initiate studies and to make recommendations for the purpose of "promoting international cooperation in the economic, social, cultural, educational, and health fields, and assisting in the realization of human rights and fundamental freedoms for all without distinction as to race, sex, language or religion"; under Article 15 (2), 2/ it is to receive and consider reports from the Economic and Social Council, including reports on the co-ordination of policies and activities of the specialized agencies; and under Article 17 (3), 3/ it is to consider and approve financial and budgetary arrangements with the specialized agencies. Responsibility for the discharge of functions of the Organization set forth in Chapter IX is vested in the General Assembly, and, under its authority, in the Economic and Social Council, under the provisions of Article 60; 4/ the agreements entered into by the Council with the specialized agencies are subject to approval by the General Assembly under Article 63 (1); 5/ and, under Article 66, 6/ the Council is to perform such functions as fall within its competence in connexion with the carrying out of the recommendations of the General Assembly, and may, with the approval of the General Assembly, perform services at the request of specialized agencies.

7. The General Assembly has been assisted in the foregoing tasks by its Main Committees, meeting during sessions of the Assembly, by the Advisory Committee on Administrative and Budgetary Questions and by various special bodies.

a. The Main Committees

8. At each of its sessions, the General Assembly has referred questions dealing with the relations between the United Nations and the specialized agencies for study and report to certain of its Main Committees: the Second, Third and Fifth Committees; and, during certain sessions of the Assembly, to a Joint Second and Third Committee, meeting either separately or jointly with the Fifth Committee. 7/ In addition, questions

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1/ For details, see in this Repertory under Article 13.
2/ For details, see in this Repertory under Article 15.
3/ For details, see in this Repertory under Article 17.
4/ For details, see in this Repertory under Article 60.
5/ For details, see in this Repertory under Article 65.
6/ For details, see in this Repertory under Article 66.
7/ Matters concerning relations with the specialized agencies have been referred by the General Assembly to its committees as follows:

<table>
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<th>Session</th>
<th>Committee(s)</th>
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<tr>
<td>I (1)</td>
<td>2nd Com., 3rd Com. Also consideration by joint sub-committee. Joint 2nd and 3rd Com., 5th Com.</td>
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<tr>
<td>I (2)</td>
<td>Joint 2nd and 3rd Com., 5th Com. Joint 2nd and 3rd Com, and 5th Com. meeting jointly.</td>
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<tr>
<td>II</td>
<td>Joint 2nd and 3rd Com., 5th Com. Joint 2nd and 3rd Com. and 5th Com. meeting jointly.</td>
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<td>III</td>
<td>Joint 2nd and 3rd Com., 5th Com.</td>
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<td>IV</td>
<td>Joint 2nd and 3rd Com. and 5th Com. meeting jointly.</td>
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<td>V</td>
<td>Joint 2nd and 3rd Com. and 5th Com. meeting jointly.</td>
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<td>VI</td>
<td>Joint 2nd and 3rd Com., Joint 2nd and 3rd Com. and 5th Com. meeting jointly.</td>
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<td>VII</td>
<td>5th Com.</td>
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<tr>
<td>VIII</td>
<td>5th Com.</td>
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involving relations with the specialized agencies in political or security matters, relating to trusteeship or Non-Self-Governing Territories, and to legal matters have been referred to the First or Ad Hoc Political Committee, the Fourth Committee and the Sixth Committee, respectively.

b. THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS

9. The Advisory Committee on Administrative and Budgetary Questions has assisted the General Assembly, and in particular its Fifth Committee, in the review of financial and budgetary arrangements with the specialized agencies and the examination of their administrative budgets, under Article 17 (3). It has, on behalf of the General Assembly, examined the administrative budgets of the specialized agencies and made recommendations thereon; it has undertaken special studies and examinations in relation to administrative and budgetary co-ordination of the United Nations and the specialized agencies, such as the co-ordination of services, a common salary system, the question of a consolidated budget and the expenditures and administrative procedures under the Expanded Programme of Technical Assistance.

10. The Advisory Committee has similarly assisted the Economic and Social Council in fulfilling the functions of co-ordination of the latter, as described below.

11. At its fifth session, the General Assembly requested the Council to seek the assistance of the Advisory Committee on the administrative and financial aspects involved in reviewing the programmes of the United Nations and of the specialized agencies, and the Council, at its twelfth session, accordingly invited the observations of the Advisory Committee. At its thirteenth session, the Council transmitted the report of its Co-ordination Committee on the review of the 1952 programmes of the United Nations and of the specialized agencies to the Advisory Committee for information and appropriate action. In this report, the Co-ordination Committee recommended: (1) that the Advisory Committee be invited to provide the Council, at its summer session each year, with any general observations on administrative and budgetary co-ordination between the United Nations and the specialized agencies, which, in its opinion, would assist the Council in its task, and (2) that the Secretary-General transmit to the Advisory Committee for its information and to assist it in the discharge of its functions, the annual programmes of the specialized agencies and the commissions of the Council and the records of the discussions of the Council on its review of such programmes at its summer sessions.

12. The Advisory Committee has submitted comments to the Council on the administrative and financial aspects of the programmes of the United Nations and the specialized agencies.

8/ For details, see in this Repertory under Article 17 (3).
9/ For the reports of the Advisory Committee to the General Assembly on these questions, see G A (II), 5th Com., Annexes, p. 117, annex 15 (A/426); G A (III/1), Annexes, p. 224, A/675; G A (IV), Joint 2nd and 3rd Com., Annex, p. 14, A/1005; G A (V), Annexes, a.i. 12 and 29, p. 6, A/1141; G A (VI), Annexes, a.i. 28, p. 4, A/1971; G A (VII), Annexes, a.i. 26, p. 9, A/2287; G A (VIII), Annexes, a.i. 45, p. 1, A/2582; A/2835.
10/ G A resolution 413 (V).
11/ E S C resolution 362 B (XII).
12/ E S C resolution 402 B (XIII).
13/ Ibid., annex, para. 21.
agencies at the thirteenth, fourteenth, and sixteenth sessions of the Council.

13. In addition, the Advisory Committee has held joint meetings with the inter-agency Administrative Committee on Co-ordination (ACC) to consider questions of mutual concern, and to develop closer and more continuous working relationships between the Advisory Committee and the executive heads of the agencies. These questions have included the procedure for examination of the budgets of the specialized agencies by the Advisory Committee, the desirability of a consolidated budget, common services and co-ordination of services at various centres, telecommunication facilities, external audit procedures, documentation problems, including reports of the specialized agencies to the United Nations, budgetary consequences of the development of inter-governmental organizations outside the United Nations framework and the Expanded Programme of Technical Assistance.

c. SPECIAL BODIES

14. In certain financial and administrative aspects of its relations with the specialized agencies, the General Assembly is also assisted by two bodies reporting to it at its regular annual sessions: the Joint Panel of Auditors and the Joint Staff Pension Board. Both of these also serve certain of the specialized agencies.

2. The Economic and Social Council

15. The role of the Economic and Social Council is of paramount importance in the co-ordination of the activities of the specialized agencies. Its functions and powers in this regard are stipulated in Article 63 (2). Assisting the Council in this task are its commissions, both functional and regional, and certain bodies established under resolutions or decisions of the Council, as set forth below.

a. THE CO-ORDINATION COMMITTEE OF THE COUNCIL

16. The Co-ordination Committee of the Council is composed of members of the Council, and has met during sessions of the Council in order to examine questions of co-ordination referred to it by the latter and to report thereon. It was established by the Council at its sixth session, to meet during the sixth and
seventh 25/ sessions, and was re-established by the Council at its ninth, eleventh, thirteenth, fourteenth and eighteenth sessions as a committee of the whole.

b. THE ADMINISTRATIVE COMMITTEE ON COORDINATION

17. The Co-ordination Committee (later, the Administrative Committee on Co-ordination (ACC)), established under a resolution 26/ adopted by the Council at its third session, consists of the executive heads of the United Nations and the specialized agencies, with the Secretary-General as Chairman. Ordinarily, it meets twice a year to study problems of mutual concern to its members and to report to the Council periodically. Within its framework, and reporting to it, there have been a Preparatory Committee of deputies, certain other standing bodies, such as a Consultative Committee on Administrative Questions, a Consultative Committee on Public Information, and a Consultative Committee on Statistical Matters, as well as a number of ad hoc working bodies in such fields as rehabilitation of the physically handicapped, migration, long-range activities for children, agrarian reform, development and utilization of water resources, publications, international social programmes and community organization and development. In addition, an International Civil Service Advisory Board (ICSAB), composed of a chairman and eight other members appointed by the Secretary-General with the advice and consent of ACC, has been constituted for the purpose of contributing to the improvement of recruitment of personnel and of related phases of administration in the United Nations and the specialized agencies.

c. THE TECHNICAL ASSISTANCE BOARD

18. At its ninth session, the Council invited 27/ the ACC to set up a Technical Assistance Board (TAB), to consist of the executive heads (or their representatives) of the United Nations and of the specialized agencies participating in the Expanded Programme of Technical Assistance. It was subsequently decided that an Executive Chairman of the Board was to be appointed by the Secretary-General, after consultation with the executive heads of the participating organizations. Technical assistance was to be provided to the less-developed countries only at their request. The organizations participating in the Expanded Programme have the responsibility of scrutinizing these requests from a technical point of view, of formulating appropriate projects and of implementing the projects. Under the original resolution of the Council, TAB was charged with responsibility for the over-all co-ordination of the activities of the participating organizations, the review and approval of the programme and the allocation of funds in accordance with resolutions of the Council and of the General Assembly. Subsequent changes in its terms of reference are dealt with in paragraph 19 below. TAB also submits periodical reports to the Technical Assistance Committee (TAC) on the progress of Expanded Programme activities.

25/ The Council, at its seventh session, confirmed its previous decision on the matter (see E/SR.180).

26/ E S C resolution 13 (III). The Committee, originally called the Co-ordination Committee, subsequently became known as the Secretary-General's Committee on Co-ordination, and, at the request of the Council, at its seventh session, the name was changed to Administrative Committee on Co-ordination.

27/ E S C resolution 222 A (IX). The arrangements concerning TAB, provisionally adopted by the Council, were approved by the General Assembly, at its fourth session, under resolution 304 (IV). The appointment of a full-time Executive Chairman was instituted under E S C resolution 433 (XIV). See also E S C resolutions 470 (XV) and 521 A and B (XVII), concerning financial procedures and allocation of funds; 521 C (XVII), concerning method of reporting by TAB to TAC; and 542 B (XVIII), for changes in the responsibilities of TAB and TAC.
19. The Technical Assistance Committee was established 28/ by the Council, at its ninth session, as a standing committee of the Council, to consist of the members of the Council, with authority to sit when the Council was not in session. It was to carry out a general review of Expanded Programme activities, to consider questions of policy raised by TAB and to report the decisions taken by it to the Council and the General Assembly. Under the resolution 29/ adopted by the Council at its eighteenth session, considerable changes have taken place in the responsibilities of TAB and TAC. The latter resolution emphasized the principle of country programming and recognized that the recipient countries must be primarily responsible for formulating their programme requests. The participating organizations continue to be responsible for advising the recipient countries on the technical aspects of projects, and for implementing specific approved programmes. The responsibility for the over-all review and approval of the programmes as well as the allocation of funds has been transferred from TAB to TAC. However, TAB was to continue to be a co-ordinating body, specifically entrusted with the establishment of country target figures, the preliminary consolidation of the over-all programmes and the general co-ordination of the administrative practices of the Expanded Programme.

e. COMMISSIONS OF THE COUNCIL

20. The Council has authorized its regional economic commissions, under their terms of reference, 30/ to make direct recommendations on matters within their competence to the specialized agencies concerned. They were authorized to do so, however, only on the specific condition that they submit for the prior consideration of the Council any "proposals for activities that would have important effects on the economy of the world as a whole". 31/ In this general connexion, liaison arrangements have been made between the regional commissions and the specialized agencies concerned, in the form of joint secretariat units, inter-secretariat working groups and reciprocal representation. 32/ It may be of interest to note that, at its eighteenth session, the Council requested 33/ the Secretary-General, after consultation with the executive heads of the specialized agencies, to submit to it for prior approval any request made by the commissions for new studies or projects to be undertaken by the specialized agencies which would require substantial changes in the work programmes of the specialized agencies or additional budgetary provisions. 34/

21. The functional commissions of the Council assist, advise and make recommendations to it on matters within their respective fields of competence, 35/ but are not empowered to address recommendations to the specialized agencies directly. Provision has been made in their rules of procedure, as adopted by the Council at its fifth session, 36/
for collaboration on questions of mutual interest with the specialized agencies concerned; the specialized agencies have collaborated actively with the functional commissions in their work, and have been represented at their meetings.

3. The Secretary-General

22. The role of the Secretary-General in co-ordinating the activities of the United Nations and the specialized agencies is not referred to specifically in any provision of the Charter. The Secretary-General has, however, played an important part in the implementation of recommendations of the General Assembly and of the Economic and Social Council in this regard.

23. Both the Assembly and the Council have, on numerous occasions, called upon the Secretary-General to take certain steps in order to ensure the necessary co-ordination and co-operation with the specialized agencies. The formula used in resolutions of the Assembly and of the Council has usually been to request "the Secretary-General, in co-operation [consultation] with the specialized agencies concerned" to take such steps and to report thereon in due course to the requesting authority. 37/

24. The establishment of ACC and TAB has involved active collaboration between the Secretary-General and the executive heads of the specialized agencies, or their representatives, both in organizational or procedural matters and in various fields of substantive activity falling within the purview of the Council. The proposals by ACC concerning the organization and functioning of the Expanded Programme of Technical Assistance 38/ constitute outstanding examples.

B. Development of co-ordination processes

25. In the early stages of development of co-ordination processes, recommendations for co-ordination of the policies and activities of the specialized agencies were largely confined to constitutional, organizational and procedural questions, emphasis being placed on the definition of areas of competence and the avoidance of duplication and overlapping. Later, attention was focussed on programmes and substantive matters, including the question of establishing concerted programmes in various fields. It should be noted that there was no sharp division between the stages; in fact, questions of substance have engaged the attention of the General Assembly and the Council from the outset, and questions of organization and procedure have continued to be of concern to them in recent years.

26. The salient points of the development of co-ordination processes are set forth in the paragraphs below.

1. Provision in the agreements with the specialized agencies

27. A standard article was incorporated into the agreements between the United Nations and the various specialized agencies, 39/ with the exception of the agreements with the International Bank for Reconstruction and Development and the International Monetary

37/ See also section B in the Analytical Summary of Practice below.
39/ For details concerning the negotiations and terms of the agreements, see also in this Repertory under Article 63.
Fund (Fund) 40/ referring to the "responsibility of the United Nations, under Articles 58 and 63 of the Charter, to make recommendations for the co-ordination of the policies and activities of such specialized agencies", and engaging the specialized agency concerned "to arrange for the submission, as soon as possible, to /the appropriate organ of the Organization/ of all formal recommendations which [the United Nations/ 41/ /the General Assembly or the Council/ 42/ may make to it".

2. Early stages of the co-ordination process

28. In its report to the General Assembly, the Preparatory Commission submitted observations 43/ concerning the co-ordination of the policies and activities of the specialized agencies and, in particular, the powers of the General Assembly and of the Economic and Social Council to make recommendations in this general connexion, and the establishment by the Council of a co-ordination commission. During the first part of the first session of the General Assembly, the hope was expressed 44/ that the Council "would be given the greatest liberty to consider and to propose any form of international machinery which it considers the most effective for co-ordinating action on economic and social problems".

29. As stated above, co-ordination of the policies and activities of the specialized agencies, both in the General Assembly and in the Council, during the years 1946 to 1949, was largely concerned with questions of constitutional relations, organization and procedure. Early sessions were devoted to the negotiation, entering into and approval of the agreements between the United Nations and the specialized agencies. 45/ In the General Assembly, at its first and second sessions, emphasis was laid on improving collaboration in reporting to the Assembly with "suitable proposals for improving such collaboration", 46/ the specialized agencies were called upon to present to the Council each year "their reports on past activities and their programmes of operations for the subsequent fiscal year to enable the Council to promote the most efficient and practical use of the resources of the United Nations and the specialized agencies by recommendations concerning the definition of responsibility for specific projects and concerning priorities for action". 47/ At its third session, the General Assembly recommended that the Council "continue its examination of the activities of the organs

40/ Article IV of the agreements between the United Nations and the Bank and the United Nations and the Fund contain the following clause: "Any formal recommendations made by either organization after such /reasonable prior/ consultation will be considered as soon as possible by the appropriate organ of the other." (See United Nations Publications, Sales No.: 1951.X.1).

41/ Article IV of the agreements between the United Nations and FAO, WHO, the International Refugee Organization (IRO), the International Telecommunication Union (ITU), WMO, and the Inter-governmental Maritime Consultative Organization (IMCO); article V of the agreements with UNESCO and the International Civil Aviation Organization (ICAO).

42/ Article IV of the agreement between the United Nations and ILO.


44/ See G A (I/1), Plen., p. 297, A/16, and p. 573, A/17. See also G A resolutions 5 (I) and 7 (I).

45/ For details, see in this Repertory under Article 63.

46/ G A resolution 50 (I).

47/ G A resolution 125 (II).
having responsibilities in the field of co-ordination, with a view to suggesting further improvements and the possibility of bringing to a minimum consistent with efficiency the number of such organs in the framework of the United Nations". 49/ 

30. At its third session, the Council, by resolution 13 (III), "being desirous of discharging effectively its responsibility under the Charter of the United Nations to co-ordinate the activities of the specialized agencies", requested the Secretary-General to establish a standing committee 49/ consisting of the executive heads of the United Nations and the specialized agencies, "under the leadership of the Secretary-General to ensure the fullest and most effective implementation of the agreements entered into between the United Nations and the specialized agencies". By the same resolution the Council undertook to consider and to make recommendations or to take decisions regarding matters referred to it by the Secretary-General from the Co-ordination Committee, as well as regarding matters arising outside the area of the agreements between the United Nations and the specialized agencies which were, or might become, the subject of a difference of view between the agencies and the United Nations, or between the agencies and the commissions or other subsidiary organs of the Council. The Council further undertook to make recommendations concerning ways and means of improving relations between these bodies. At its sixth session, the Council requested 50/ the Secretary-General, after consultation with the specialized agencies, to prepare a report on the action taken in pursuance of the agreements with the specialized agencies to develop effective co-ordination of economic and social programmes. The Secretary-General's Committee on Co-ordination (later ACC) was requested to draw the attention of the Council to any apparent overlapping or duplication of activities of the United Nations and of the specialized agencies in the economic, social, cultural, educational, health and related fields. 31. The main problems which engaged the attention of ACC in the early stages of its work included avoidance of duplication and overlapping, budgetary and financial arrangements, procedures for providing technical information to Governments, agreements between agencies and with non-governmental organizations, location of headquarters and regional offices, co-ordination of conference calendars, timing of annual conferences of agencies, submission of agency reports to the Council, and privileges and immunities. The studies on these various questions were duly reported on by ACC to the Council. 32. At its eighth 51/ and ninth 52/ sessions, the Council gave particular consideration to the question of programme co-ordination, including the question of the number of co-ordinating bodies, consultation between the Council and the specialized agencies, and inter-agency agreements, as well as the review of agreements between the United Nations and the specialized agencies. The Council transmitted to the General Assembly a report by the Secretary-General on action taken in pursuance of the agreements between the United Nations and the specialized agencies, and requested the Secretary-General to submit to the General Assembly a report giving an illustrative account of the more important concrete results achieved through co-operation with the specialized agencies on questions of substance. 33. In its consideration of relationships with the specialized agencies, the General Assembly, at its fourth session, in addition to deciding to take no measures at that session for revision of the agreements between the United Nations and the specialized agencies.
agencies, considered the problem of the proliferation and overlapping of the programmes of the United Nations and of the specialized agencies, drew the attention of the specialized agencies to the recommendations of the Council relating to a greater concentration of effort and available resources, and requested the Secretary-General, through ACC, to assist the Council in the discharge of its responsibilities in this regard by putting before it any relevant recommendations.

3. Relations with inter-governmental organizations

At its sixth and seventh sessions, the Council initiated measures to avoid duplication of effort on the part of the United Nations and the specialized agencies, on the one hand, and other inter-governmental organizations in the economic, social, cultural, educational, health and related fields, on the other. The General Assembly, at its fourth session, requested the Council to pursue its work in connexion with the termination, absorption and integration of certain of these inter-governmental organizations and the establishment of relationships between other such organizations and the United Nations or the specialized agencies "with a view to simplifying the structure of the inter-governmental organizations and reducing the over-all cost of participation therein." Following on that request, the Council at its ninth session requested the Secretary-General to submit to it periodically a list of such inter-governmental organizations as revised from time to time.

4. Priorities

The questions of priorities within work programmes and of the establishment of priority programmes of the United Nations and the specialized agencies as essential elements in the co-ordination of effort and resources, had engaged the attention of the General Assembly and of the Council in the early years. Relevant action by both organs is set forth below.

(a) Action by the General Assembly

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<th>Resolution</th>
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<tr>
<td>125 (II)</td>
<td>Request to the Council to give constant attention to relative priority of proposals</td>
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<tr>
<td>413 (V)</td>
<td>Endorsement of priority criteria approved by the Council</td>
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53/ G A resolution 309 (IV).
54/ G A resolution 310 (IV).
55/ E S C resolution 128 (VI).
56/ E S C resolution 171 (VII).
57/ G A resolution 310 (IV).
58/ E S C resolution 262 Q (IX). The latest edition of the Council's list to be issued (E/2361, Corr.1 and Add.1), as reviewed and revised by the Council at its fifteenth session, at its 676th meeting, on 2 April 1953, contains information regarding sixty inter-governmental organizations. See also in this Repertory under Articles 57 and 63.
5. Operational programmes

36. The operational programmes established by the United Nations provide a good example of the co-ordination processes developed between the United Nations and the specialized agencies. From the inception of the Expanded Programme of Technical Assistance, TAB has helped to promote the maximum possible co-ordination of activities and the development of joint projects amongst several participating organizations. It has gradually developed uniform and common procedures for the administration of the Programme, especially with regard to common financial regulations, increased financial stability of the Programme and development of ways and means of utilizing the multi-currency resources of the Programme. With the approval of TAC and the Council, TAB has appointed field officers in a number of countries. By resolution 542 B (XVIII), the Council emphasized that, while the participating organizations would advise less-developed countries on the development of sound technical assistance projects, the resident representatives and the field officers appointed by the Board would have the responsibility of co-ordinating the consultations between the representatives of the participating organizations and those of the recipient countries.

37. The operations of the United Nations International Children's Emergency Fund, later United Nations Children's Fund (UNICEF), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and the United Nations Korean Reconstruction Agency (UNKRA) furnish similar examples of the development of co-ordination processes. At its fifth session, the General Assembly decided 60/ that the Executive Board of UNICEF should take all necessary steps to ensure close collaboration between the Administration of UNICEF and the specialized agencies, pursuant to the agreements between the United Nations and the specialized agencies. At its eighth session, the Assembly requested 61/ the Secretary-General to ensure that the programmes carried on

59/ For details regarding questions raised in this connexion, see in this Repertory under Article 63.
60/ G A resolution 147 (V).
61/ G A resolution 302 (VIII).
by UNICEF should continue to be co-ordinated effectively with the regular and technical
assistance programmes of the United Nations and the specialized agencies, and to report
thereon to the Council in 1954 and subsequently as appropriate. In addition, the
Assembly commended UNICEF, the Secretariat of the United Nations and the specialized
agencies concerned for the close working relations which had developed progressively,
and requested them to strengthen those relations. The Secretary-General, accordingly,
submitted a special report 62/ to the Council on the co-ordination of the programmes of
UNICEF with the regular and technical assistance programmes of the United Nations and
the specialized agencies, and the Council, at its eighteenth session, requested 63/
the Secretary-General to supplement this report not later than 1956, "paying particular
attention to the further development of co-ordinating devices to assure solution of
specific problems".

38. From the early stages of its inception, the specialized agencies and UNICEF have
co-operated actively in the United Nations programme for the relief of Palestine
refugees, pursuant to the requests of the General Assembly at its third 64/ and
fourth 65/ sessions. Collective consultations regarding effective collaboration,
through ACC, have been supplemented by bilateral discussions among the responsible
officials concerned, and were aimed at the conclusion of co-operative working
arrangements and the formulation of mutually agreed policies in specific fields.

39. Similar arrangements for consultation and collaboration have been made in
connexion with the relief and rehabilitation of Korea, in accordance with the
resolutions adopted by the Council at its eleventh session, 66/ and by the General
Assembly at its fifth session. 67/ Consultations have been held with the
representatives of the specialized agencies and of UNICEF, both through ACC and
directly, as required, in order to draw up plans for relief and rehabilitation, and the
discussions have made clear both the need and the opportunity for concerted action by
the various United Nations organizations concerned.

40. Development of co-ordination activities with respect to these operational
programmes has been paralleled by the development of co-ordination and co-operation in
substantive fields, as discussed below. 68/

6. Recent trends

41. Various trends which have emerged in recent stages of the co-ordination process
may be noted.

42. One such trend has been the increasing recognition given by the Council to the
principle that responsibility should be given to individual specialized agencies for
undertaking projects which come squarely within their competence. Another trend has
been for the Council to rely increasingly upon the Secretary-General, in consultation
with the executive heads of the specialized agencies, to propose co-ordinated
arrangements.

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62/ E S C (XVIII), Annexes, a.i. 9, p. 1, E/2601.
63/ E S C resolution 543 (XVIII).
64/ G A resolution 212 (III).
65/ G A resolution 302 (IV).
66/ E S C resolution 323 (XX).
67/ G A resolution 376 (V).
68/ See section C below.
At its eighteenth session, the Council came to the conclusion that co-ordination was to be treated, not as a separate subject as heretofore, but in the context of the major activities to be co-ordinated, and it decided 69/ to concentrate the development and co-ordination of the programmes and activities, in the economic, social and human rights fields, of the United Nations and of the specialized agencies as a whole under one broad item for general review at its forthcoming annual summer sessions.

In the course of the consideration of this question, the suggestion was made 70/ that the Secretary-General might perhaps submit to the Council yearly a statement on the situation in fields within its competence. He would provide an over-all picture of activities and programmes, taking account not only of the reports of the specialized agencies, but also of those of the regional commissions, the functional commissions, and the various semi-autonomous bodies administering economic and social programmes.

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

In addition to the procedures described above, the normal consideration of substantive questions has enabled the Economic and Social Council to exercise its co-ordinating role, while co-ordination, which in the early stages was concerned mainly with the division of tasks and the avoidance of duplication or divergence of aims and policies, has increasingly come to be associated with the promotion of co-operation in work programmes.

In a paper entitled "Illustrative account of the more important concrete results achieved through co-operation with the specialized agencies on questions of substance", 71/ which was submitted to the General Assembly at its fourth session, it was stated that "Almost every economic and social activity undertaken by the United Nations or by a specialized agency involves co-operation at some stage and in some degree with other United Nations bodies". Another, more comprehensive, statement, submitted by ACC to the Council in 1954, presented a survey of developments, under the title "The development of co-ordination and co-operation among the United Nations and the specialized agencies in economic and social programmes". 72/

Examples of inter-agency collaboration, as noted in the latter statement, are set forth below in tabular form.

(a) Background studies and information material

Annual economic surveys of Europe, Latin America and Asia and the Far East
Review of Economic Conditions in the Middle East, 1951-52
Aspects of Economic Development in Africa, 1951-52
Report on the World Social Situation
International Survey of Programmes of Social Development
Statistical Yearbook
Demographic Yearbook
Yearbook of Labour Statistics
Direction of International Trade

69/ E S C resolution 557 B, II (XVIII).
70/ E/SR.796, para. 87.
71/ G A (IV), Joint 2nd and 3rd Com., Annex, p. 4, A/1029.
72/ E S C (XVIII), Annexes, a.i. 26, p. 7, E/2607, Add.1.
(b) **International and regional conferences, seminars, research projects**

Conferences or seminars relating to statistics and population analysis
Preparatory work for the World Population Conference
Development and strengthening of public administration
Andean Indian project
Agricultural seminars and training centres at Lahore, Santiago, Ankara and Cairo
Conference on the social aspects of technical assistance programmes for economic development, held in 1953

(c) **Matters relating to the financing of economic development**

Discussion of question of an international finance corporation
Analysis of the international flow of private capital
Discussion of question of a special United Nations fund for economic development
Discussion of question of mobilization of domestic capital and tax reform

(d) **Other economic matters dealt with**

- Full employment
- Trade
- Commodities
- Balance of payments
- Productivity and manpower
- Industrialization
- Land reform
- Non-agricultural natural resources
- Water conservation and utilization
- International transport
- International communications

(e) **Studies and research in the social field**

- Social policy (including demographic analysis and social statistics)
- Occupational health
- International narcotics control
- Housing and town and country planning
- Nutrition and home economics
- Education
- Child welfare
- General labour problems (including vocational training, conditions of work and social security)
- Community organization and development
- Co-operatives
- Rehabilitation of the physically handicapped
- Prevention of crime and treatment of offenders
- Migration
- Refugees

(f) **Matters relating to human rights**

Preparation of draft covenants on civil and political rights and on economic, social and cultural rights
Question of the status of women
Question of freedom of association
Question of slavery
Question of forced labour
Question of freedom of information
Question of prevention of discrimination

In the majority of the above-mentioned instances there has also been close collaboration between the specialized agencies concerned and the United Nations.

43. Mention should also be made here of the assistance given by the specialized agencies to the Trusteeship Council \(^{73}\) in connexion with its recommendation that the specialized agencies study the annual reports on the administration of Trust Territories, with a view to making such observations and suggestions as they might consider proper to facilitate the work of the Council, \(^{74}\) and the assistance given to the Trusteeship Council by the agencies, on a number of occasions, in special studies and projects. Specialized agencies have similarly participated in the work of the General Assembly's Committee on Information from Non-Self-Governing Territories, and of its sub-committees established to study and report on economic, social and educational conditions in the Non-Self-Governing Territories. \(^{75}\)

49. Co-ordination of the programmes of UNICEF with the regular programmes of technical assistance of the United Nations and of the specialized agencies has been mentioned above. \(^{76}\) Of particular interest is the participation of the agencies in over-all policy and planning of the Executive Board of UNICEF, in the preparation of progress and evaluation reports, in special field surveys, in the use of high-level consultants and the establishment of technical health policies, in inter-secretariat working groups on such questions as long-range activities for children and rehabilitation of the physically handicapped, the establishment and application of technical standards, technical conferences and seminars and pilot projects, as well as numerous individual projects.

50. Lastly, the co-operation and assistance rendered by the specialized agencies to UNRWA and UNRRA provides a good example of how the various organizations have pooled their efforts and resources in helping emergency relief programmes. Particular assistance to these two agencies has been rendered in the fields of sanitation, health education, maternal and child health, nursing, control of communicable diseases, nutrition, agricultural rehabilitation, education programmes, teacher training, vocational training, supplies of certain foodstuffs, and the providing of experts in various other fields.

II. ANALYTICAL SUMMARY OF PRACTICE

51. The authority of the Organization to make recommendations for co-ordinating the policies and activities of the specialized agencies has been the subject of examination by both the General Assembly and the Economic and Social Council.

A. The role of the General Assembly and of the Economic and Social Council in respect to co-ordination

52. In its observations on relationships with the specialized agencies, as contained in its report to the General Assembly, the Preparatory Commission, after noting that there were certain fields in which international co-operation and organization were not fully developed and which did not come within the jurisdiction of any specialized agency,
suggested that, as one of the alternatives available to the United Nations for handling matters in these fields, a recommendation to an existing specialized or other inter-governmental agency to undertake additional functions might be made by the Economic and Social Council. The Preparatory Commission further observed that "Articles 58, 62 and 63 of the Charter emphasize the power of the General Assembly and of the Economic and Social Council to make recommendations to the specialized agencies both with regard to the co-ordination of their policies and activities and with respect to 'international economic, social, cultural, educational, health and related matters'."

53. At the first part of the first session of the General Assembly, the Joint Subcommittee of the Second and Third Committees, in its report, expressed the hope that the Economic and Social Council would be given the greatest liberty to consider and to propose any form of international machinery which it considered the most effective for co-ordinating action on economic and social problems.

54. However, at the first session of the Economic and Social Council, some opposition to centralizing authority over the specialized agencies in the Council was expressed on the grounds that membership of the agencies was not yet identical with that of the United Nations, that they were established by inter-governmental agreements and that in some cases their governing bodies were more representative in character than was the Council, and that it was questionable whether a body consisting of eighteen nations should issue directives to bodies consisting of fifty or more nations. It was also feared that centralization of authority over the agencies might result in the loss of their identity, and that, in some cases, greater vitality and strength would result from greater independence. The hope was expressed that the relations between the Council and the specialized agencies would be limited to an exchange of representatives, documentation and information, and the presentation of recommendations, where desirable. Certain representatives on the other hand, supported centralization and integration of the activities of the specialized agencies, and stressed the need for co-ordinating the programmes of work and the activities of the agencies. The opinion was further expressed that, with regard to co-ordination of activities under Article 63, there was no question of direction by the Council, but of a long involved process, first of consultation, and then recommendation, and that, with regard to co-ordination of policies, the specialized agencies might only occasionally have to be directed or to have recommendations addressed to them by the United Nations, that is, by the General Assembly rather than by the Economic and Social Council. The specific processes by which such matters were to be regulated were governed by the Charter and would come into effect after the specialized agencies had been brought into relationship with the United Nations.

55. The Committee on Relationships with Specialized Agencies, established by the Council at its first session, agreed at its first meeting, that a provision for consideration of the recommendations of the General Assembly and of the Economic and Social Council should be included in each agreement to be negotiated with the agencies, such a provision being of the greatest importance, since co-ordination of policy would be achieved through implementation of these recommendations.

78/ Ibid., para. 17.
80/ ESC (I), 4th mtg., pp. 42-53, statements by President (India), Belgium, Canada, France, Greece, United Kingdom and USSR.
81/ E/3A/2, p. 4.
At its third session, the Council, in requesting the Secretary-General to establish a standing committee of administrative officers of the United Nations and the specialized agencies, referred to its desire to discharge effectively "its responsibility under the Charter of the United Nations to co-ordinate the activities of the specialized agencies".

During the discussion in the Joint Committee of the Second and Third Committees at the second part of the first session of the General Assembly, the various views set forth below were among those expressed. (1) The specialized agencies should carry out policy, conclude conventions, and take on some of the executive functions of the United Nations in the social and economic fields, and the Council should limit itself to the task of co-ordinating the activities of the specialized agencies. (2) The need for greater co-ordination of the activities of the specialized agencies by the United Nations was stressed. (3) The Charter had given a mandate to the Council above that of any specialized agency, and the Council should be the central co-ordinating body between the Member States of the United Nations and the various specialized agencies. (4) Through the agreements with the specialized agencies, the General Assembly was about to establish a new system of international co-operation which might be described as a "planetary system" as contrasted with the centralized organization conceived in 1919; and this new system would become effective when the General Assembly ratified the agreements which had not only been negotiated but had also been concluded by the Economic and Social Council. (5) While the United Nations should grant the specialized agencies some latitude for the accomplishment of their work in their own fields, it was also incumbent upon the Organization to ensure that the relations of those agencies with the Council and with the General Assembly should be such as to allow as nearly perfect a co-ordination as possible in the economic and social fields. (6) It was of the greatest importance that the agreements concluded with the specialized agencies should be approved as speedily as possible, in order that the Council might control their activities and co-ordinate them with those of the organs of the United Nations. (7) The importance of not increasing the number of the agencies and the necessity of mutual co-ordination of their activities as well as co-ordination with the Council was stressed. (8) While the principle of the division of labour was necessary to avoid wastage through overlapping, the specialized agencies must nevertheless work under the direction and co-ordination of the Council, and, although the agencies were an integral part of the United Nations, the Secretary-General should nevertheless have a rank distinctly higher than that of the directors of the agencies. (9) The relations between the United Nations and the specialized agencies had a most important bearing on the future activities of the United Nations. (10) According to the Charter, the specialized agencies had been given the role of co-operating with the United Nations in the economic, social, cultural and humanitarian fields, while the United Nations and the Council, in particular, had been given the task of co-ordinating the activities of those agencies. (11) Although the specialized agencies were autonomous, their activities nevertheless had to be co-ordinated by, and subordinated to, the Council. (12) The term "Organization" in Article 53 meant the United Nations, that is, the General Assembly, not merely the Economic and Social Council; furthermore, Article 53 dealt with the co-ordination not only of the activities, but also of the policies, of the specialized agencies. While the Council had already taken account of the necessity of co-ordinating the activities of the specialized agencies by establishing a Co-ordination Committee, the General Assembly should make a recommendation to the Council in accordance with the terms of Article 53. (13) The relationship of the specialized agencies with the different organs of the United Nations should be brought to the attention of the General Assembly. (14) The importance of

82/ E S C resolution 13 (III).
83/ Later known as the Administrative Committee on Co-ordination.
ensuring co-ordination between the United Nations and the specialized agencies was essential for the accomplishment of the aims outlined in Article 55. 84/

58. During the discussions in the Joint Second and Third Committee at the second session of the General Assembly, the views set forth below were among those expressed. (1) Chapter IX defined the functions of the United Nations in relation to the specialized agencies as follows: the United Nations was to establish the necessary links between them; it was to co-ordinate their various activities; it was to create new specialized agencies if necessary; and was to help to improve their work. (2) Whereas the Charter referred to co-ordination of policies and activities, it would appear that the Council had hitherto concerned itself principally with the latter. (3) The policies of the specialized agencies had been framed in accordance with their constitutions and with the will of the majority of their members and co-ordination in that field was difficult. (4) Co-ordination of the policies of the specialized agencies was not the responsibility of the Council alone, but required the support of Member Governments, the policies of which, within the various specialized agencies, should be consistent. (5) The Council should not hesitate to assert its own responsibilities. (6) Co-ordination of policies and activities should be based on mutual co-operation between the United Nations and the specialized agencies rather than on direction by the United Nations. (7) Co-ordination of the activities of the specialized agencies was mandatory on the Council, according to the provisions of the Charter, under which the Council, as well as the General Assembly, could make recommendations, but could not give instructions for the co-ordination of the policies and activities of specialized agencies. The Council had a duty to use its powers fully and should make recommendations to the agencies in cases where their activities impinged upon those which were within the province of the United Nations; it should ensure that the United Nations did not assume tasks which should be undertaken by the agencies, and the General Assembly should instruct the Council to study the problem of the relations with the specialized agencies and to report back to it on that problem. (3) Whereas the Council had hitherto been a static organ without an over-all policy of its own, it needed a policy involving a wider use of the specialized agencies, and it should take the initiative and arrange for joint action on the part of those agencies. (9) It was of vital importance not to lose sight of the ultimate aim of the United Nations, which could best be served by the creation of world-wide legislative and executive organizations, the specialized agencies being a prime factor in the development of such an executive organization, and a system of co-ordination should be established and the concepts of subordination and independence be reconciled. (10) The independence of the specialized agencies should be limited. (11) There was agreement with the principle of establishing close relations between the agencies and the United Nations. 85/

59. During the meetings of the Joint Second and Third Committee and the Fifth meeting jointly, at the second session of the General Assembly, the views set forth below were among those expressed. (1) The system set up at San Francisco for collaboration between international agencies represented the deliberate abandonment of the system of a single agency sub-divided into autonomous bodies, as had been the case with the League of Nations, and the introduction of a new system of a planetary type:

84/ For texts of relevant statements, see G A (1/2), Joint 2nd and 3rd Com., 1st mtg.: Australia, p. 3; France, p. 2; United Kingdom, p. 2; 6th mtg.: Belgium, p. 40; Canada, p. 43; Turkey, p. 42; United Kingdom, p. 40; United States, p. 41; 7th mtg.: Chile, pp. 44 and 45; China, p. 46; Greece, p. 48; Poland, p. 50.

85/ For texts of relevant statements, see G A (11), Joint 2nd and 3rd Com., 13th mtg.: Argentina, pp. 7 and 8; Australia, pp. 4 and 5; Costa Rica, p. 10; Cuba, p. 10; Ecuador, p. 4; France, p. 8; Norway, pp. 6 and 7; United Kingdom, p. 5.
a central organization, the United Nations, around which gravitated independent agencies linked with the former by special agreements. Membership of the United Nations was not in every case identical with that of the agencies; certain States were members of the one but not of some of the others, and vice versa. (2) Harmonization of the activities and functions of the specialized agencies with those of the United Nations was one of the most important problems before the General Assembly. (3) The autonomy of the agencies should be maintained but at the same time, their activities should be co-ordinated.

60. In the course of the deliberations of the Council, at its sixth session, the views set forth below were among those expressed. (1) The Council should not limit its role to one of co-ordination, but should exert an inspiring and stimulating influence on the specialized agencies. (2) If overlapping and competition was to be avoided, the increase in the number and the activities of the specialized agencies called for better co-ordination both between the agencies themselves and between the agencies and the organs of the United Nations. (3) The progress achieved in co-ordination was an indication of the success of the arrangements envisaged under Article 58 of the agreements which had been entered into between the United Nations and the specialized agencies. (4) Although it was impossible for the Council to undertake activities in the fields covered by the specialized agencies, the Council nevertheless had the responsibility of reviewing the work of the agencies and of stressing the need for co-operative effort by all the agencies and by all the Member States. (5) The Council had grown and expanded to form various subsidiary organs and agencies, and would have to strike a happy medium between realism and idealism by effective co-ordination of the work of the various agencies. Recommendations by the Council might cover the following four principal subjects: (1) allocations between the various agencies; (2) the avoidance of overlapping; (3) priorities; and (4) the initiation of activities.

61. In the course of the relevant discussion in the Council at its seventh session, the views set forth below were among those advanced. (1) In conformity with the Charter, the Council was obliged not only to receive the agencies' reports, but to criticize the reports constructively, to make recommendations and to co-ordinate the agencies' activities. (2) The whole question of co-ordination centred on Article 58, which established the principle that the directing role belonged to the United Nations, and the recently increasing tendency to diminish and derogate from the authority of the United Nations in favour of specialized agencies was to be deplored. (3) A specific reference to Article 58 had been included in the report of the Committee on Matters relating to Co-ordination to the Council, in order to make it clear that the Committee fully appreciated the implications of that Article. In this connexion, however, it was observed that Article 58 made no specific provision concerning the directing role of the United Nations in matters concerning co-ordination with the specialized agencies.

62. During the discussions in the Joint Second and Third Committee and the Fifth Committee meeting jointly, at the third session of the Assembly, the views set forth

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86/ For texts of relevant statements, see GA (II), joint 2nd, 3rd and 5th Com., 1st mtg.: Belgium, pp. 43 and 49; India, p. 54; United States, p. 52.
87/ For texts of relevant statements, see E/SC (VI), 165th mtg.: France, p. 103; Poland, p. 363; United Kingdom, pp. 370 and 371; 163rd mtg.: President (India), p. 355; Brazil, p. 350; United States, p. 350.
89/ For texts of relevant statements, see E/SC (VII), 225th mtg.: President (India), p. 335; USSR, p. 335; United Kingdom, p. 336.
63. In the course of the deliberations of the Co-ordination Committee at the ninth session of the Council, the views set forth below were among those expressed. (1) The Council and the governing bodies of the specialized agencies, acting on the decisions of the General Assembly, should be called on to advise on matters of policy. (2) It was impossible to ask the Council to promote co-ordination if it was unable to cope with all the problems within its own proper field and that of its subsidiary organs and the specialized agencies. (3) The Charter, in defining the duties of the Council in Articles 62 to 67, had entrusted it with the task of co-ordination of a substantive character, but had given it no powers of administrative or financial co-ordination, such powers being specifically reserved to the General Assembly by Article 17. The functions of the Council were therefore not executive, but were concerned strictly with co-ordination confined to the examination of programmes and projects. (4) Under the terms of Article 17, which reserved the approval of financial and budgetary arrangements for specialized agencies to the General Assembly, and Articles 63 and 64, which defined the functions of the Council, purely administrative and financial questions would not come within the scope of the Co-ordination Committee. (5) The work of the Council was defined not only by the Charter, but also by resolutions of the General Assembly, which had directed it to undertake various activities in consultation with the specialized agencies. (6) Co-ordination was primarily the task of the United Nations; it was for the United Nations to co-ordinate the work of the specialized agencies. (7) The task of the Council was to co-ordinate activities of the specialized agencies, of the functional commissions and of its own subsidiary organs, this being not merely its main, but practically its only, task.

64. In the course of the discussion of the report of the Co-ordination Committee at the ninth session of the Council, the view was advanced that the United Nations should preserve its function of guiding and co-ordinating the specialized agencies, and should not attempt to merge its functions with theirs. Relations between the United Nations and the agencies were regulated by Article 58 and were based on the various agreements that had been concluded. Although it was clear from the Charter that the United Nations should be the guiding force in relations with the specialized agencies, the report of the Co-ordination Committee before the Council inclined to stress the role of the agencies at the expense of the United Nations.

65. During the discussions in the Joint Second and Third Committee at the fourth session of the General Assembly, the various views set forth below were among those expressed. (1) The question of the relations between the United Nations and the specialized agencies was both difficult and delicate; each of the specialized agencies...
had a natural tendency to consider itself autonomous in its field of action. That autonomy was real, but it was for the United Nations to co-ordinate the activities of the specialized agencies. (2) The League of Nations had already experienced the same difficulties with regard to co-ordination, and it had made many mistakes which should not be repeated; dispersion was the enemy of fruitful and productive work and particular attention should be paid to the matter of how activities were divided. On the other hand, the United Nations should not encroach on the field of the specialized agencies; co-ordination had to be ensured but centralization had to be avoided. (3) The function of the General Assembly and of the Council in co-ordinating the activities of the United Nations and the specialized agencies was one of their most important duties. It must be borne in mind that co-ordination had to be initiated by each Government and that, consequently, each Government had first to co-ordinate its policy of action in the various international organizations. The Council and the Assembly should not, however, restrict themselves to preventing the activities of those organizations from overlapping: they should also promote those activities and ensure that in each organization priority was given to the main problems with which it was concerned. 94/

66. In the discussion at the tenth session of the Council, it was observed that the prevention of overlapping of activities and the formulation of uniform policies continued to be of primary concern to both the Council and the General Assembly. Two distinct types of co-ordination were involved: co-ordination of activities through the Council and co-ordination of policies through the General Assembly. Those two principles formed the basis for all the aspects of co-ordination dealt with by the Secretary-General and ACC. 95/

67. During the discussions in the Joint Second and Third Committee and the Fifth Committee meeting jointly, at the fifth session of the General Assembly, the views set forth below were among those expressed. (1) The arrangements at San Francisco had laid down that the specialized agencies were to be autonomous bodies responsible to separate international governmental control for their budgets and programmes, and that the role of the Council with regard to their budgets and efficiency was limited. (2) Co-ordination problems were assuming ever-increasing importance because of the development of international activities. Under the Charter the United Nations had very wide competence in the economic and social fields. Specialized agencies covering almost all sectors of human activity had sprung into existence; they had to co-ordinate their endeavours for the attainment of their common aim, which was to raise standards of living. 96/

68. At the sixth session of the General Assembly the statements set forth below were among those made in the Joint Second and Third Committee. (1) The role of the Economic and Social Council in the work of co-ordination was of the greatest importance, as it provided a link between the activities of the agencies and the United Nations and directed them towards one end. The Council was the competent organ to co-ordinate the programme of the agencies, not the General Assembly nor the agencies themselves. (2) The system of decentralization of the work of the United Nations and of the specialized agencies required the Council to exercise a permanent responsibility for the co-ordination of their activities. (3) Under Article 53, the functions of

94/ For texts of relevant statements, see G A (IV), Joint 2nd and 3rd Com., 40th mtg., Mexico, para. 43; New Zealand, para. 22; United States, paras. 46 and 47.

95/ E S C (X), 350th mtg., India, para. 32.

96/ For texts of relevant statements, see G A (V), Joint 2nd and 3rd Com., 40th mtg., United Kingdom, para. 41; 49th mtg., France, para. 1.
co-ordinating and supervising all the activities of the United Nations were the responsibility of the General Assembly, which, under Article 60, had delegated such responsibility to the Council so far as questions within the competence of the Council were concerned. It was therefore for the Council to settle questions of co-ordination and concentration of effort and to establish priorities of programmes. 97/

B. The role of the Secretary-General

69. As indicated above, 98/ it has been the practice of the General Assembly and of the Economic and Social Council to rely on the Secretary-General to implement their recommendations on co-ordination matters and, furthermore, to take the lead in ensuring good co-ordination at the executive level. Resolutions have frequently made specific requests to the Secretary-General to carry out certain tasks "in consultation" or "in co-operation" with the specialized agencies. Such consultation and co-operation has often been implied even when it has not been specifically mentioned, and the Secretary-General has, from time to time, placed before the Council observations or suggestions concerning co-ordination of the policies and activities of the United Nations and the specialized agencies.

70. The importance of the role of the Secretary-General in this connexion has been recognized in the General Assembly and in the Council on various occasions.

71. The first such occasion arose when the Secretary-General was requested 99/ by the Council, at its third session, to establish a standing committee (which later became ACC) "of administrative officers consisting of himself, as chairman, and the corresponding officers of the specialized agencies brought into relationship with the United Nations", for the purpose of taking all appropriate steps to ensure the fullest and most effective implementation of the agreements between the United Nations and the specialized agencies, "under the leadership of the Secretary-General".

72. At the sixth session of the General Assembly, a draft resolution 100/ was submitted to the Joint Second and Third and Fifth Committees under which the Assembly would request the Secretary-General, having regard to normal financial procedure, to make suggestions to the Council and its commissions concerning priorities and co-ordination of programmes. In the discussion which ensued, 101/ some representatives expressed fears that the adoption of the draft would give the Secretary-General excessively wide powers in matters which, in their opinion, should remain in the competence of Governments; others, however, indicated their support for the draft text. By the draft resolution adopted by the Committee and subsequently by the General Assembly, 102/ the Assembly requested the Secretary-General, "with due regard to normal financial procedures, to continue to assist the Economic and Social Council to discharge its obligations under General Assembly resolution 413 (V) and Council resolution 402 B (XIII) by making to the Council and to its functional and regional commissions suitable suggestions as regards priorities and the co-ordination of programmes".

97/ For texts of relevant statements, see G A (VI), Joint 2nd and 3rd Com., 58th mtg., France, para. 27; 59th mtg., Brazil, para. 27; 62nd mtg., India, para. 26; Philippines, para. 26.

98/ See paras. 22-24 above.

99/ E S C resolution 13 (III).

100/ See G A (VI), Annexes, a.i. 28, p. 29, A/C.2 and 3/L.44 - A/C.5/L.135 and ibid., p. 35, resolution I, B.

101/ A/C.2 and 3/SR.59-64.

102/ G A resolution 533 B (VI).
73. At the eighteenth session of the Council, satisfaction with the new impetus given by the Secretary-General to the work of co-ordination was expressed. It was also observed that co-ordination did not imply annexation, but rather the closest possible co-operation. At the same time, confidence was expressed in the ability of the Secretary-General to carry out successfully the work of co-ordination which was a continuing task calling for undivided attention. In a resolution adopted during the session, the Council endorsed the approach of the Secretary-General to the problem of the concentration of effort and resources of the United Nations and of the specialized agencies.

103/ For texts of relevant statements, see E/806, Argentina, para. 7; Belgium, para. 55; Egypt, para. 48; E/807, Czechoslovakia, para. 5; USSR, para. 2.
104/ E S C resolution 557 A (XVIII).