

**Repertory of Practice of United Nations Organs**  
**Supplement No. 8**  
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*Repertory of Practice of United Nations Organs*)  
**Volume IV**

**ARTICLE 58**

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**TEXT OF ARTICLE 58**

The Organization shall make recommendations for the co-ordination of the policies and activities of the specialized agencies.

**INTRODUCTORY NOTE**

1. This study is concerned with issues arising during the period under review regarding the authority of the principal organs of the United Nations, as provided in Article 58 of the Charter, to make

recommendations for the co-ordination of both the activities and policies of agencies which have been brought into special relationship with the United Nations.<sup>1</sup>

2. The presentation and organization of this study remain the same as those of the previous Study of this Article in *Repertory, Supplement No. 7*, except that several sub-headings have been changed where new or substantial developments have taken place. In this respect, both organizational and administrative aspects of co-ordination of the specialized agencies, as well as issues of coordination in substantive areas will be presented.
3. The General Survey following this introductory material is concerned with the subject as a whole, providing a synoptic overview of the patterns in the application of Article 58. The prevailing emphasis will be trends in the approach to the co-ordination of policies and activities of the specialized agencies.
4. The Analytical Summary of Practice will deal with questions bearing on the application of Article 58 itself, providing a more specific elaboration of actions or decisions in different areas of consideration by the Organization. This section is intended to illustrate the major areas of development within the period under review.
5. Following the practice for the Study of Article 58 established in the original *Repertory*,<sup>2</sup> related questions such as the definition or revision of the terms of agreement between the United Nations and the specialized agencies, or recommendations for the co-ordination of activities by the Economic and

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<sup>1</sup> For the purposes of Article 58, the term "Organization" has been taken to include the General Assembly, the Economic and Social Council and the Secretariat. See generally *Repertory of Practice* under this Article, especially the discussion of the Joint Committee of the Second and Third Committee, para. 57.

Social Council, are considered under the Study of Article 63 in this *Supplement*, except where mention thereof may cast light on issues arising under Article 58. Certain other questions related to the substance of Article 58 may be dealt with in the Studies of other Articles. Financial and budgetary arrangements with specialized agencies and the examination of their administrative budgets are considered under the study of 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 the specialized agencies in connexion with studies and reports initiated by the Economic and Social Council under Article 62(1); the obtaining of reports from specialized agencies by the Council under Article 64; relations with subsidiary bodies established by the Council under Article 68; and arrangements for representation of the specialized agencies in the deliberations of the Council, under Article 70.

## I. GENERAL SURVEY

### A. Overall Trends

6. The period under review saw recommendations for the coordination of activities and policies within the United Nations system, and between the United Nations and the agencies brought into specialized relationship with it, in an increasingly wider range of issues. In this regard, the Secretary-General observed that the profound changes in the global political and economic structure during the period had led to greater consensus around the role of the United Nations and the activities undertaken by the

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<sup>2</sup> *Repertory*, para. 3.

system.<sup>3</sup> Consequently, organizations of the United Nations system were able to undertake a larger number of activities and missions.<sup>4</sup> At the same time, the General Assembly recognized the growing inter-relationship of various issues, and the need to integrate programmes and policies, such as with respect to the environment, across a range of activities.<sup>5</sup> In light of these developments, the Committee for Programme and Coordination (CPC) and the Administrative Committee on Coordination (ACC) both stressed the need to not only consider the question of coordination in the United Nations system, but also to take measures toward enhancing and improving it.<sup>6</sup> The twenty-fifth Joint Meeting of the ACC and CPC considered the question of improving coordination in the system, concluding:

“[t]he new political climate provides the international community with a challenge to pursue more vigorously the design for peace called for in the Charter of the United Nations. This would require more effective coordination and cooperation within the United Nations system to promote conditions of stability, and economic and social progress, which are necessary for peaceful and friendly relations among countries.”<sup>7</sup>

7. Regarding the question of improving coordination, a primary focus was enhancing the role of coordination in and of itself. The review and restructuring of the United Nations in the economic, social and related fields, launched at the outset of the period, further led to consideration of the coordination machinery within the Organization. Particular efforts were made to revitalize the

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<sup>3</sup> A/C.5/47/14, para. 4.

<sup>4</sup> Ibid., para. 6. In its “Declaration on International Economic Cooperation” adopted at the Eighteenth Special Session of the General Assembly, the Assembly specifically recognized the responsibility of the specialized agencies to respond to the recent political and economic development. S-18/3, para. 36.

<sup>5</sup> See, e.g., G A resolutions 47/190 and 47/191.

<sup>6</sup> See report of the CPC, A/44/16, para. 329. See also statement of the ACC, ACC/DEC/1989/4.

<sup>7</sup> E/1990/123, para. 42.

Economic and Social Council through enhancing and distinguishing its coordination functions.<sup>8</sup> Similarly recommendations by the Organization to the specialized agencies on a wide variety of substantive areas placed emphasis on the creation and/or recognition of coordination machinery, such as the focus on institutional structures in the preparation and follow-up to the United Nations Conference on Environment and Development (UNCED).<sup>9</sup>

8. To some extent, the focus on coordination and the coordination machinery highlighted the role of central bodies in the coordination process. The CPC in particular stressed the need for strengthening coordination in the policy-making process to enhance the common response to emerging issues.<sup>10</sup> Certainly with respect to organizational and administrative issues, notably personnel, the principal organs were active in the creation and enforcement of a centralized approach to the coordination of policies and activities. The Assembly, for example, repeatedly reiterated its primary authority, and that of the International Civil Service Commission (ICSC), in defining and interpreting the application of standards and practices for conditions of service of personnel of the United Nations

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<sup>8</sup> See Secretary-General report on revitalization of the Economic and Social Council, E/1989/95, paras. 57 and 69. By resolution 45/264, the Assembly called for the Economic and Social Council to establish at its substantive session, a distinct coordination segment. See discussion *infra*.

<sup>9</sup> See G A resolution 47/191 and decision 44/464, and ACC statement, E/1993/81. See also, for example, the endorsement by the Assembly of the creation of a System-Wide Action Plan on Drug Abuse Control at its Seventeenth Special Session. G A resolution S-17/2, annex. See further discussion, *infra*, on the need to establish a specific mechanism for the coordination of assistance to the Palestinians. A/C.5/48/71, para. 6 and A/C.5/48/81, para. 5, and G A resolution 49/21 N, para. 4.

<sup>10</sup> A/44/16, para. 329.

Common System of organizations.<sup>11</sup> In some substantive areas as well, the Assembly stressed the central coordinating role of bodies, such as that of the Commission on Sustainable Development.<sup>12</sup>

9. At the same time, recommendations of the Organization also underscored the importance of a decentralized approach to the coordination of activities and functions. Recommendations of the Assembly with respect to operational activities for development specifically underscored a decentralized approach with the focus on strengthening the framework and programmes at the country-level under the resident coordinator.<sup>13</sup>

### **B. Organizational and Administrative Trends**

10. During the period under review, recommendations for the coordination of organizational and administrative matters continued to be made with respect to the machinery of coordination, programme planning and management and budgetary matters. The process of restructuring and revitalization of the United Nations in the economic, social and related fields, representing in many ways a continuation of previous efforts,<sup>14</sup> resulted in significant decisions affecting the role and functioning of both the principal organs and their subsidiary bodies with respect to coordination in the United Nations system.<sup>15</sup> Respecting the principal organs, a primary focus remained the revitalization of the Economic and Social Council,

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<sup>11</sup> See G A resolution 44/178, 45/268, 46/191 B, sect. I, 49/223, sect. II. See also actions of the Secretary-General with respect to safety and security of United Nations personnel. A/C.5/44/11 and A/C.5/47/14, para. 28.

<sup>12</sup> See G A resolution 47/191 and 49/113 and discussion *infra*.

<sup>13</sup> See, e.g., G A resolutions 44/211, 46/219 and 47/199.

<sup>14</sup> See G A resolutions 32/197 and 41/213. See also discussion under the study of this Article in *Supplements 6 and 7*. Some of the impetus for the contemporary restructuring initiative derived from reports on and evaluations of the implementation of previous initiatives. See report of the Joint Inspection Unit [hereinafter JIU] on implementation of resolution 32/197, A/44/486. See also Secretary-General report on implementation of resolution 41/213, A/45/226.

<sup>15</sup> See, e.g., G A resolution 44/103, 45/264 and 48/162. See also E S C resolution 1989/114. 1990/69 and decision 1992/205.

and, as noted, specific consideration continued to be given to enhancing its role and function in the coordination of activities in the United Nations system.<sup>16</sup>

11. The functioning of subsidiary bodies also remained under consideration in the process of restructuring and revitalization. Attention was given to the functioning of specific bodies concerned with coordination, notably that of the ACC, which undertook a review of its own method of work and structure in the context of restructuring.<sup>19</sup> Recommendations also continued to focus on the role and functioning of the ICSC,<sup>20</sup> which had been asked to review its own methods of work.<sup>21</sup> Additional recommendations concerned, for example, the Advisory Committee on Administrative and Budgetary Questions (ACABQ),<sup>22</sup> the Director-General for Development and International Economic Cooperation (DG DIEC),<sup>23</sup> and the role of the resident coordinator.<sup>24</sup> Continued attention was also given to the role and functioning of the Joint Inspection Unit (JIU).<sup>25</sup>

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<sup>16</sup> See, e.g., G A resolution 45/264, annex, sect. III and 48/162, annex I, sects. III and IV. See also E S C resolution 1989/114.

<sup>19</sup> See E/1993/81, sect. I and para. 14. See also G A resolution 47/214, sect. IV, and E S C decision 1993/313. E S C resolution 1991/67 and G A resolution 46/189 stressed the central role of the ACC in the coordination of activities of the system.

<sup>20</sup> See G A resolutions, 44/198, sect. II, 45/268, 46/191 A, 47/216, sect. I 48/224 and 49/223, sect. I.

<sup>21</sup> See G A resolution 43/226.

<sup>22</sup> See, e.g., G A resolutions 45/248, sect. VI, 46/183, 46/185 C, sect. I, and 48/218, sect. III.

<sup>23</sup> See, e.g., G A resolution 44/211.

<sup>24</sup> See, e.g., G A resolutions 44/211, 46/219 and 47/199.

<sup>25</sup> See, e.g., G A resolutions 44/184, 45/237 and 48/221.

12. With regard to programme planning, the Organization undertook several measures affecting the approach to coordination of programmes in the system. This included discontinuation of Cross-organizational Programme Analyses (COPAs)<sup>26</sup> to be replaced by thematic analysis.<sup>27</sup> Emphasis was also given to more integrated and coordinated programming in development and the Assembly emphasized the need to shift from a project-oriented approach to a programme-oriented one.<sup>28</sup>

13. Significant emphasis was placed on coordination in a range of administrative and budgetary matters in which the Organization advocated the creation of common standards or practices in different areas. Renewed attention, for example, was given to harmonization and the creation of standards with respect to budgetary and accounting practices.<sup>29</sup> A large number of decisions also focused on the coordination of personnel issues in which the Organization specifically reiterated the need for common policies and practices in conditions of service,<sup>30</sup> the advancement of women in the United Nations system,<sup>31</sup> and the protection of United Nations personnel.<sup>32</sup> Additional recommendations continued to address, for example, cooperation on the part of specialized agencies with a range of other international organizations.<sup>33</sup> While

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<sup>26</sup> See discussion under the study of this Article in *Supplement 6*.

<sup>27</sup> See E S C resolution 1989/114. See also E S C resolution 1988/77.

<sup>28</sup> See, e.g., G A resolutions 44/211 and 47/199.

<sup>29</sup> See, e.g., G A resolutions 45/237, 47/211 and 48/216 C. See also comments of the Panel of External Auditors, A/46/346.

<sup>30</sup> See G A resolution 44/199, sect. IV, 45/241, 46/191 A, sect. II and 49/223, I, para. 2.

<sup>31</sup> See G A resolutions 44/75, 44/185 C, 44/198 III B, 45/239 C, 45/125, 47/93, 47/216 VI, 48/106, 49/167, 49/212 III, para. 2, and E S C resolutions 1989/29, 1990/3, 1991/17, 1992/14, 1993/9, 1994/6. See discussion under the Study of this Article in *Supplement 7*.

<sup>32</sup> See, e.g., G A resolutions 44/186, 45/240, and 47/28. See also report of the Secretary-General, A/C.5/47/14.

<sup>33</sup> This included continued emphasis in particular on cooperation with some organizations such as the Organization of African Unity, see G A resolutions 44/17, 45/13, 46/20, 47/148, 48/25, 49/64. As well, specialized agencies were requested to cooperate with a diverse range of other organizations representing different regions. See, e.g., G A resolutions 44/4, 44/231, 45/5, 46/8, 46/160, and 48/173 49/141.

continuing consideration was given to such issues as joint activities with respect to public information,<sup>34</sup> the period saw new emphasis given to common approaches in technical questions such as information systems.<sup>35</sup>

### C. Trends in Substantive Areas

14. As noted above, recommendations of the Organization concerning substantive activities of the specialized agencies embraced a wide range of areas. As in the past, a large number of recommendations continued to center on issues of economic growth and development where particular emphasis was placed on the extensive role the United Nations system, including the specialized agencies, had to play following the end of the Cold War and the economic developments of the 1980s.<sup>36</sup> In this regard, the Assembly also began to highlight coordinated assistance in the transition to market-oriented economies.<sup>37</sup> At the same time, significant area of focus remained operational activities for development, in which the Assembly recommended a more decentralized approach to coordination,<sup>38</sup> as well as the formulation and implementation of an International Development Strategy (IDS) for the Fourth Development Decade.<sup>39</sup> In addition, the Assembly continued to recommend specific initiatives with respect to regional and national development<sup>40</sup> – particularly in Africa,<sup>41</sup> as well as with respect to Least Developed Countries (LDCs),<sup>42</sup>

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<sup>34</sup> See G A resolutions 44/50, 45/76, 46/73, 47/73, 48/44 and 49/38.

<sup>35</sup> E S C resolutions 1991/79, 1992/60 and 1994/46., and

<sup>36</sup> See “Declaration on International Economic Cooperation” adopted at the Eighteenth Special Session of the General Assembly, S-18/3, annex. See also, e.g., G A resolutions 47/171 and 47/187 and 48/181.

<sup>37</sup> See, e.g., G A resolutions 47/171, 47/187, 48/180, and 48/181.

<sup>38</sup> See, e.g., G A resolutions, 44/211, 46/219 and 47/199.

<sup>39</sup> G A resolution S/18-3 and 45/199. See also G A resolutions 48/185 and 49/92.

<sup>40</sup> See, e.g., G A resolutions 44/17, 45/13, 45/231 and 46/170.

<sup>41</sup> See G A resolutions 46/151, 47/177 and 48/214.

and land-locked and island-developing States.<sup>43</sup> Further recommendations concerned activities, for example – notably on the part of the World Bank and International Monetary Fund -- with respect to the mounting debt crisis.<sup>44</sup>

15. A range of recommendations was also directed at the coordination of activities in issues of social development. With the Seventeenth Special Session, the Organization devoted increased attention to the question of international cooperation against illicit drug production and trafficking.<sup>45</sup> Similarly, the Organization also gave renewed emphasis to activities in a variety of aspects of international crime.<sup>46</sup> Concerned over the slow progress in the advancement of women, the Organization once again addressed a number of recommendations to the specialized agencies for activities in support of the advancement of women in a range of areas,<sup>47</sup> notably towards implementation of the *Nairobi Forward-Looking Strategies*.<sup>48</sup> Additional recommendations concerned policies and programmes involving children and youth,<sup>49</sup> the disabled,<sup>50</sup> and culture,<sup>51</sup> particularly that of indigenous people.<sup>52</sup>

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<sup>42</sup> See G A resolutions 44/220, 45/206, 46/156, 46/209, 47/173, 48/171, and 49/98.

<sup>43</sup> See G A resolutions 45/202, 47/186 and 49/100.

<sup>44</sup> See, e.g., G A resolutions 44/205, 45/214, 46/148 and 48/184.

<sup>45</sup> See G A resolution S-17/2, annex. See also G A resolutions 44/16, 45/179 and 49/168. The Economic and Social Council also considered the issue as a theme for its coordination segment. See A/49/3/Rev.1.

<sup>46</sup> See G A resolutions 44/72, 45/113, 45/121, 45/122, 46/152 and 48/102. This followed the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders. See A/Conf.144/28.

<sup>47</sup> See G A resolutions 44/77, 44/171, 45/129, 46/167, and 47/174.

<sup>48</sup> G A resolutions 44/77, 45/129, 46/98, 47/95, 48/108, and 49/161. The Nairobi Forward-looking Strategy was adopted at the 1985 World Conference to Review and Appraisal of the Achievements of the United Nations Decade for Women. See United Nations publications, Sales No. E.85.IV.10, chap. I, sect. A. See also consideration under the study of this Article in *Supplement 7*.

<sup>49</sup> See, e.g., G A resolutions 44/25, 44/59, 45/103, 49/152, and 49/154.

<sup>50</sup> G A resolutions 44/70, 45/91, 47/88, 48/95, 48/96, and 48/99.

<sup>51</sup> See, e.g., G A resolutions 44/238, 46/157, 46/158 and 48/15.

<sup>52</sup> This was particularly in light of the International Decade and Year of the World's Indigenous People, G A resolutions 45/164, 48/133, 48/163, 49/214.

16. The Organization also focused extensively on the environment in the preparation and follow-up to UNCED in 1992,<sup>53</sup> reiterating the importance of coordinated action on the part of specialized agencies and organizations of the system in a number of areas towards implementation of the Agenda 21 programme adopted at UNCED.<sup>54</sup> Recommendations were also addressed to specialized agencies with respect to coordination in specific issues, such as climate change,<sup>55</sup> the marine environment<sup>56</sup> and environmental emergencies.<sup>57</sup> Additional decisions continued to focus on action in response to natural disasters.<sup>58</sup>

17. The Organization continued to attach particular importance to coordination in such areas as food and agriculture,<sup>59</sup> and technical cooperation in outer space.<sup>60</sup> Recommendations in health and medicine continued to concern activities on the part of specialized agencies regarding the prevention and control of the Acquired Immunodeficiency Syndrome (AIDS).<sup>61</sup> The period also saw renewed consideration on the development of a coordinated response to malaria following its resurgence.<sup>62</sup>

18. Recommendations were also addressed to the specialized agencies concerning civil affairs and the development of international law. With respect to the latter, specialized agencies were invited to assist in

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<sup>53</sup> See Report of the United Nations conference on Environment and Development, A/Conf.151/26/REV.1, vols. I-III, United Nations Sales No. E.93.I.8.

<sup>54</sup> See G A resolutions 47/190, 47/191, 47/192, 47/195, and 47/28.

<sup>55</sup> See, e.g., G A resolutions 45/212 and 47/195.

<sup>56</sup> See, e.g., G A resolutions 45/192 and 47/192.

<sup>57</sup> See G A resolutions 44/224, 44/228, 45/190, 46/216, 47/151. See also E S C resolutions 1990/50 and 1991/51.

<sup>58</sup> See, e.g., G A resolutions 44/176, 44/177, 44/179, 46/177, 46/239, 47/228 and 48/202.

<sup>59</sup> See, e.g., G A resolutions 45/207, 47/149 and 49/103.

<sup>60</sup> G A resolutions 44/46, 45/72, 46/45, 47/67 and 49/34.

<sup>61</sup> See G A resolutions 45/87, 46/203 and 47/40. See also discussion under the Study of this Article in *Supplement 7*.

<sup>62</sup> See, e.g., G A resolution 49/135, and E S C resolutions 1993/205 and 1994/34. The coordination of activities of the system in the prevention of malaria was also one of the themes chosen by the Council for its coordination segment in 1993. See A/48/3/Rev.1, Ch. III B for agreed conclusions.

the implementation of Conventions and the legal regime established thereunder, such as with respect to the United Nations Convention on the Law of the Sea in light of its anticipated entry into force.<sup>63</sup> Further recommendations concerned civil institution-building and the administration of justice.<sup>64</sup>

19. The coordination of activities and policies also continued to include political questions and matters of international security. The General Assembly and the Economic and Social Council continued to emphasize the specific participation of specialized agencies in decolonization, particularly in light of the thirtieth anniversary of the Declaration on the Granting of Independence to Colonial Countries and Peoples.<sup>65</sup> Additional consideration was given to the coordination of activities in respect of international terrorism,<sup>66</sup> as well as activities in the Middle East and the provision of assistance to the Palestinians especially following the agreement of the Declaration of Principles on Interim Self-Government Arrangements in 1993.<sup>67</sup> Recommendations also continued to include activities with respect to the provision of humanitarian assistance following armed conflict,<sup>68</sup> and the coordination of activities regarding South Africa.<sup>69</sup>

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<sup>63</sup> See G A resolutions, 44/26, 46/78, 47/65, 48/28, and 49/28.

<sup>64</sup> See, e.g., G A resolutions, 46/120, 46/129, 48/132, 48/134, 48/137, 49/30 and 49/194. A number of related recommendations concerned action in individual countries, such as Afghanistan, see G A resolutions 47/119, 48/208 and 49/140, or Liberia, see G A resolutions 45/232, 47/154 and 48/197.

<sup>65</sup> G A resolutions 44/85, 47/16, and 48/47. See also E S C resolutions 1989/95 and 1991/68. See also G A resolution 1514 (XV).

<sup>66</sup> See, e.g., G A resolutions 44/29, 46/51 and 49/60.

<sup>67</sup> See G A resolutions 44/235 C , 45/183, 46/201, 48/213, and 49/21 N. Decisions of the Assembly prior to the agreement had been adopted by vote.

<sup>68</sup> See, e.g., G A resolutions 45/3, 45/153, 46/147, and 46/176.

<sup>69</sup> South Africa was the subject of the Sixteenth special session of the Assembly, see G A resolution S-16/1. See also, e.g., G A resolutions 44/27, 44/84, 44/136, 45/84, 45/176. Following negotiations and the transition to democracy, the Assembly recommended the coordination of activities of specialized agencies in assistance to the country. G A resolution 46/79, para. 17. The Secretary-General was specifically requested to ensure such coordination. *Ibid.*, para. 18. See also resolution 48/159, para. 20.

## II. ANALYTICAL SUMMARY OF PRACTICE

### A. The Making of Recommendations for Co-ordination in the Administrative and Organizational Machinery

#### 1. RECOMMENDATIONS IN THE MACHINERY OF CO-ORDINATION

20. At the outset of the period under review, the General Assembly launched a process of review and restructuring of the United Nations in the economic, social and related fields.<sup>70</sup> This initiative followed from previous efforts begun over the last two decades to reform the structure and organization of the United Nations.<sup>71</sup> In the view of the Secretary-General, the end of the Cold War increasingly led the United Nations system to be called upon to function as an organic whole.<sup>72</sup> Consequently, there was a growing need for efficient and coherent utilization of human and financial resources, as well as complementarity of efforts, of the United Nations system as a whole. This circumstance, in the view of several bodies, highlighted the importance of coordination in achieving that efficiency both at the inter-governmental and inter-secretariat levels.<sup>73</sup> In this regard, the question of restructuring and revitalization within the Organization not only had a significant impact on the roles and functioning of the principal organs and subsidiary bodies of the United Nations, but often led specifically to consideration of the issue of enhancing their role with respect to coordination with the specialized agencies. This consequence was particularly notable in the case of the Economic and

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<sup>70</sup> G A resolution 44/103, para. 3. The initiative was instituted at the Assembly's forty-fifth session. See G A resolution 45/264.

<sup>71</sup> See G A resolutions 32/197 and 41/213. See report of the JIU on implementation of resolution 32/197, A/44/486. See also Secretary-General report on implementation of resolution 41/213, A/45/226.

<sup>72</sup> See Secretary-General report, A/45/714, para. 49. See also G A resolution 48/162, Annex, para. 1, stressing the historical impact of the end of the Cold War.

<sup>73</sup> See report of the Committee for Programme and Coordination [hereinafter CPC], A/45/16, para. 391. See also G A resolution 45/254B endorsing the conclusions of the CPC in this regard.

Social Council, on which much of the effort to restructure the economic, social and related fields centered.<sup>74</sup>

21. In launching the initiative, the General Assembly emphasized the need to strengthen cooperation and enhance the relationship between the United Nations and organizations of the United Nations system as a whole. In this context, the CPC underscored the importance of coordination as a policy instrument.<sup>75</sup> In this regard, the restructuring efforts had an impact on programme planning, and administrative and budgetary questions as well. These are discussed below in appropriate sections.
22. At the twenty-fifth Joint Meeting of the CPC and ACC, that body considered the subject of Coordination within the United Nations system itself.<sup>76</sup> The meeting resulted in some emphasis on greater centralization of coordination. A number of participants highlighted the need for a central authority and leadership for coordination at the intergovernmental level, calling for the designation of a high-level official in each agency as a focal point for coordination.<sup>77</sup> At the same time, the Joint Meeting emphasized the need for organizations of the system to intensify efforts at the country-level

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<sup>74</sup> See A/45/714, paras. 48-50 and discussion *infra*.

<sup>75</sup> A/45/16. This was endorsed by the Assembly in resolution 45/254 A, para. 2.

<sup>76</sup> E/1990/123.

<sup>77</sup> *Ibid.*, para. 25. Some suggested defining the role and function of the Director-General of Development and International Economic Cooperation [hereinafter DG DIEC] in this capacity, or the creation of an associate Secretary-General for administration and coordination matters. *Ibid.*

to develop a team approach in support of national plans and priorities.<sup>78</sup> The efforts of the Secretary-General to restructure the Secretariat similarly examined decentralization to regional centers.<sup>79</sup>

*a. Principal Organs*

*i. General Assembly*

23. In several decisions during the period under review, the Assembly stressed its central role in elaborating activities and policies of system-wide concern involving the specialized agencies.<sup>80</sup> In the question of interpretation, the Assembly emphasized its final authority with respect to decisions regarding conditions of service, indicating that the failure of specialized agencies to respect Assembly decisions could prejudice the ability of those organizations to enjoy the benefits of participation in the system.<sup>81</sup> Additional consideration was given to the role and function of the General Assembly in the context of overall restructuring efforts in the economic, social and related sectors. As regards its authority under Chapter IX, the Assembly affirmed its role as the highest intergovernmental mechanism for the formulation and appraisal of policy in its decision on further measures for restructuring.<sup>82</sup>

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<sup>78</sup> These conclusions were endorsed by the Assembly and the Economic and Social Council. See G A resolution 45/254 B and E S C decision 1990/290. CPC subsequently reiterated the need for enhanced coordination at the field level. See A/46/16 and Add.1.

<sup>79</sup> See Secretary-General report on implementation and further reform measures, A/48/428. See also G A resolutions 47/212B, sect. II, para. 8, and 48/218, para. 5.

<sup>80</sup> For example, the Assembly reiterated its central role in elaborating conditions of services of staff for the common system of organizations. See G A resolutions 46/191, sect. I, para. 1, and 47/216, para. 1. In resolution 46/191 B the Assembly highlighted the fact that it possessed the authority to determine conformity with the common system provisions on conditions of service for the United Nations and participating specialized agencies.

<sup>81</sup> G A resolution 46/191 B, para. 5.

<sup>82</sup> G A resolution 48/162, Annex I, sect. III, para. 11.

24. In the course of consideration of these matters, the Assembly also examined the question of its own revitalization.<sup>83</sup> Consideration was given to the further rationalization of procedures and work of its main committees with implications for the formulation of recommendations for activities and policies of the specialized agencies.<sup>84</sup> This rationalization included the question of the division of labour between the Economic and Social Council and the Second Committee of the Assembly (including recommendations for activities and policies with respect to economic and financial matters),<sup>85</sup> and the rationalization of the work of the Assembly's Third Committee (including recommendations with respect to social, cultural and humanitarian issues).<sup>86</sup> By resolution 46/220, the General Assembly furthered the biennialization of the work of its main committees by implementing biennial consideration of issues in its Fifth Committee, including those of personnel, and administrative and budgetary coordination with the specialized agencies.<sup>87</sup> In this context, the Assembly reaffirmed the role of the Fifth Committee as the appropriate main committee with responsibility for administrative and budgetary matters, expressing concern over the tendency of substantive committees and other inter-governmental bodies to involve themselves in administrative and budgetary matters.<sup>88</sup>

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<sup>83</sup> See G A resolutions 46/77, 47/233 and 48/264. In the event, the Assembly adopted guidelines for the rationalization of its agenda, and the consideration of agenda items, requesting that the Secretary-General report to the fifty-second Assembly on progress achieved further to consultations with the President of the Assembly. G A resolution 48/264, para. 13.

<sup>84</sup> See consideration under the Study of this article in *Supplement 7*.

<sup>85</sup> G A resolution 48/162, Annex II.

<sup>86</sup> G A resolution 45/175.

<sup>87</sup> G A resolution 46/220, para. 1 and Annex I.

<sup>88</sup> See G A resolution 45/248 B, sect. VI.

*ii. The Economic and Social Council*

25. The principal organs continued to affirm the central role of the Economic and Social Council in coordinating the activities of the specialized agencies<sup>89</sup> particularly with regard to functioning of the Council in the context of the continuing process of restructuring and revitalizing the United Nations in the economic, social and related fields.<sup>90</sup>
26. Further to its resolution 1988/77, the Secretary-General presented a report to the Economic and Social Council on its revitalization. The report contained a number of recommendations, including the development of a multi-year programme of work with selected major policy themes which would identify policy options and means to implement recommendations addressed to organizations of the United Nations system could be translated into action, and greater specialization of subsidiary bodies move towards greater specialization to enable the Council to consider substantive questions in light of their cross-sectoral links thus enhancing its coordination role.<sup>91</sup>
27. The Secretary-General also emphasized the importance of contributions from the specialized agencies in the work of the Council, including that they be involved in proposals for such themes.<sup>92</sup> Welcoming the efforts to revitalize the Council, an ACC statement stressed that coordination was a two-way process in which due weight must be given to the overall policy and coordination concerns

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<sup>89</sup> See G A resolutions 44/103, 44/191, 45/264 and 48/162. See also E S C decision 1989/105.

<sup>90</sup> See G A resolution 45/264. See also G A resolution 48/162. Even prior to the overall restructuring programme, the Council had undertaken consideration of its own revitalization. See E S C resolution 1988/77. For further consideration of this restructuring, see the study of Article 55 in this *Supplement*.

<sup>91</sup> A/45/714, paras. 49 and 50. The Secretary-General also suggested that the Assembly assign the Council responsibility for the preparatory process of international conferences towards the better utilization of resources of the United Nations system. *Ibid.*, para. 48. The Assembly took note of these suggestions at its forty-fifth session. G A resolution 45/177.

of the Council on one hand, and the mandates, policies and experience of various organizations of the system on the other.<sup>93</sup>

28. For its part, the Council decided on the introduction of thematic analyses from 1991 to replace Cross-Organizational Programme Analyses (COPAs). These analyses would include coordination measures to translate legislative mandates into programmes.<sup>94</sup> The Council further called for participation by executive heads of organizations of the United Nations system in in-depth discussions on major policy themes, recommending that session committees devote more time to dialogue with organizations of the United Nations system.<sup>95</sup> The decisions of the Council were endorsed by Assembly resolution 44/103.
29. Further to this restructuring, the Assembly adopted broad guidelines for the functioning and role of the Council in making recommendations to the specialized agencies at a reconvened session devoted primarily to enhancing the Council's role as a central forum for major economic, social and related issues and its coordination functions relating to the United Nations system.<sup>96</sup> Setting out the procedure for the Council sessions, the Assembly called for an initial Organizational Session which would, *inter alia*, select themes for a coordination segment.<sup>97</sup> Following the Organizational session, the Assembly called for a Substantive session organized in several segments. These segments would include a high-level segment to consider policy themes, and a coordination segment devoted to

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<sup>92</sup> E/1989/95, paras. 57 and 69.

<sup>93</sup> Ibid., Annex I.

<sup>94</sup> E S C resolution 1989/114, sect. I, paras. 4 and 5.

<sup>95</sup> Ibid., sect. I and III. The Council reiterated these decisions in subsequent resolutions. See E S C resolution 1990/69. See also G A resolution 45/264.

<sup>96</sup> G A resolution 45/264, Annex, sect. II, para. 4.

<sup>97</sup> Ibid., sect. III, para. 5.

coordination of both policies and activities of the specialized agencies with discussion focused around one or more themes.<sup>98</sup> The work of the Council in 1992 was conducted in accordance with the new guidelines.

30. The Assembly subsequently identified further measures aimed at enhancing the role of the Council, recognizing "...an urgent need to discuss ways of enabling the specialized agencies to perform better their mandated functions on the basis of enhanced coordination guidance from the Economic and Social Council."<sup>99</sup> The Assembly called for the coordination segment of the Council to be followed by a set of agreed conclusions containing specific recommendations to parts of the system for implementation.<sup>100</sup> The Assembly also defined the functions for the operational activities segment more specifically<sup>102</sup> to include: providing the United Nations<sup>102</sup> system with cross-sectoral coordination and overall guidance on a system-wide basis, including objectives, priorities and strategies in the implementation of policies; monitoring the division of labour between and cooperation within bodies of the United Nations system conducting field-level coordination; and providing orientation and recommendations to relevant inter-agency coordination mechanisms to support and enhance their role.<sup>103</sup> Further recommendations concerned the establishment of a general segment. The Assembly

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<sup>98</sup> Ibid. Additional segments would include one on operational activities to focus on the follow-up to policy recommendations and decisions of the Assembly and the coordination of operational activities on a system-wide basis. Ibid.

<sup>99</sup> G A resolution 48/162, Annex I, para. 5.

<sup>100</sup> Ibid., Annex I, sect. III, para. 14. In this regard, the Secretary-General had noted that the outcome of the Coordination Segment was not as authoritative as it might have been. See A/47/534.

<sup>102</sup> G A resolution 48/162, Annex I, sect. III, paras. 15 and 16. A report of the Secretary-General had noted some issues with the first Operational Activities Segment that had not resulted in policy recommendations. See A/47/534.

<sup>103</sup> G A resolution 48/162, Annex I, sect. III, para. 16 (a-c and f).

called for the organization of this segment so as to recognize the distinction between economic and social issues in the draft agenda.<sup>104</sup>

31. Reference may also be made to the involvement of the Council in system-wide coordination of administrative matters, notably the administration of the Common System. By resolution 46/191 B, the Assembly called upon the Council to review and where appropriate strengthen applicable sections of the relationship agreements between the United Nations and member organizations of the Common System to enhance comparability and further adherence to the goals and objectives of the Common System.<sup>105</sup>

*iii. The Secretary-General*

32. Stressing the leadership role of the Secretary-General, as Chairman of the ACC, in the coordination of the United Nations system at the inter-secretariat level,<sup>106</sup> the Organization recognized the need to strengthen the role of the Secretary-General with respect to coordination.<sup>107</sup> A number of decisions of the Organization called upon the Secretary-General to implement measures for restructuring involving coordination with the specialized agencies.<sup>108</sup> While much initial restructuring focused on

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<sup>104</sup> G A resolution 48/162, Annex I, sect. III, para. 17. The Economic and Social Committees of the Council were subsumed into the plenary as of 1994 with the Council plenary considering and taking action on the reports and recommendations in this segment. Ibid.

<sup>105</sup> Particularly reference was made to the Agreement between the United Nations and the International Telecommunications Union (ITU). G A resolution 46/191 B, para. 11. The JIU suggested the establishment of specific mechanisms for the issue, such as an inter-sessional committee of the Council on coordination matters. See E/1993/119.

<sup>106</sup> See E S C resolution 1991/67, sect. II, para. 2. See also G A resolution 46/189, sect. VI, para. 2.

<sup>107</sup> See, e.g., G A resolution 44/200, para. 12. See also report of the Twenty-fifth Joint Meeting of the ACC and CPC, which reported that many participants emphasized the important role of the Secretary-General in overall leadership in coordination. E/1990/123, para. 25.

<sup>108</sup> See G A resolutions, 44/194, sect. I, para. 5; 47/214 B sect. IV, para. 1 and 48/162, para. 2. See also E S C resolution 1989/114, sect. IV, para. 26.

internal reforms notably restructuring of departments of the Secretariat, some of the restructuring directly related to the coordination of activities on a system-wide basis, such as activities in Africa or Least Developed Countries (LDCs).<sup>109</sup> A further report of the Secretary-General noted that future efforts would be directed at improving linkages among sectoral agencies, as well as in the field.<sup>110</sup>

33. Reference may be made to the question of respect for privileges and immunities of personnel of the United Nations system, and the related issue of their safety and security in light of increasing attacks.<sup>111</sup> In this context, the Secretary-General, both as Chief Administrative Officer of the United Nations and as Chair of the ACC, took the lead role in efforts to promote observance of privileges and immunities on a system-wide basis. The Secretary-General also undertook efforts to coordinate security measures on a system-wide basis, including the prescription of standardized security rules and procedures for all personnel affiliated with the United Nations or its specialized agencies.<sup>112</sup>

*b. Subsidiary Bodies*

34. While many decisions affecting the role of subsidiary bodies in the coordination of the specialized agencies were directed at individual bodies, consideration was given to the function and mandate of subsidiary bodies as a whole.<sup>113</sup> In response to requests from both the Assembly<sup>114</sup> and the Council,<sup>115</sup>

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<sup>109</sup> See Secretary-General report on restructuring, A/C.5/47/88. The emphasis on coordination in such sectors was noted by the Assembly, which also advocated attention to other areas such as science and technology for development. See G A resolution 47/212 B sect. II, para. 3, and sect. III, para. 4.

<sup>110</sup> A/48/428.

<sup>111</sup> See discussion *infra*.

<sup>112</sup> See discussion *infra*.

<sup>113</sup> See, e.g., G A resolutions 44/200, para. 14, 45/264, Annex, para. 6, and 46/235, Annex. See also E S C resolution 1989/114, para. 6.

<sup>114</sup> G A resolution 44/103.

<sup>115</sup> E S C resolution 1990/69.

the Secretary-General presented a report on the United Nations intergovernmental structure and functioning, which contained a number of recommendations concerning the role of subsidiary bodies in light of the needs of the United Nations system.<sup>116</sup> Principal among these was the need for greater specialization among subsidiary bodies to enhance the role of the Council in system-wide matters, and a more sectoral approach to the work of those bodies.<sup>117</sup> Following the review of subsidiary bodies,<sup>118</sup> the Assembly called for specific attention to reviewing the roles and coverage of existing subsidiary bodies responsible for coordination.<sup>119</sup>

*i. Administrative Committee on Coordination (ACC)*

- 35.** As stated above, various bodies in the Organization recognized the need for enhanced coordination within the United Nations system.<sup>120</sup> They therefore considered the work and functioning of the ACC in several areas. This included revision of its principal document – the annual overview report — to make it more forward-looking, identifying coordination problems and action to be taken.<sup>121</sup>
- 36.** The ACC also undertook a review of its own method of work and structure. It approved new guidelines for procedure of work, deciding to concentrate on two or three substantive issues per

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<sup>116</sup> A/45/714.

<sup>117</sup> Ibid., paras. 49- 51, 53 and 55. In this context, the Secretary-General noted that subsidiary bodies of the Council and the Assembly in the economic and social sectors discuss much the same issues with the same degree of detail and expertise. The Secretary-General therefore concluded that “[g]reater specialization in the work of some of the subsidiary intergovernmental bodies, particularly those which are required to address specific issues of a technical nature, may, therefore, present a useful alternative to the existing modalities.” Ibid., para. 52. In the event, the existing Economic and Social Committees of the Council were subsumed into the Plenary as of 1994 while the Council established several specialized committees. See G A resolution 48/162.

<sup>118</sup> See G A resolutions 45/264, Annex, para. 6, and 46/235, Annex, paras. 1 and 3.

<sup>119</sup> G A decision 47/454.

<sup>120</sup> See G A resolution 47/214, sect. IV, para. 1. See also CPC report, A/47/16 and discussion supra.

<sup>121</sup> See decisions undertaken at the twenty-fifth Joint Meeting of the ACC and CPC, E/1990/123. These were endorsed by both the Assembly and the Council. See G A resolution 45/254 B and E S C decision 1990/270.

session.<sup>122</sup> It further established a task force to review and make policy recommendations.<sup>123</sup> Both the Assembly and the Council welcomed this effort.<sup>124</sup> With increasing attacks on personnel of the United Nations and specialized agencies, the ACC further undertook consideration and development of specific measures to be applied system-wide for the protection and safety of such personnel.<sup>125</sup> For its part, the CPC repeatedly emphasized the need for the ACC to improve coordination in the field at the country-level.<sup>126</sup> In this regard, the ACC indicated its intention to focus on strengthening the resident coordinator system.<sup>127</sup>

*ii. International Civil Service Commission (ICSC)*

37. While the Assembly reaffirmed the central role of the ICSC in regulating and coordinating the conditions of service for organizations in the common system,<sup>128</sup> several developments prompted consideration of the authority and role of the ICSC. Actions by several specialized agencies prompted the Assembly to remind members of the Common System of organizations to fully respect the decisions of the Assembly on ICSC recommendations, and to refrain from seeking to establish additional entitlements for staff.<sup>129</sup> Emphasizing the obligation of specialized agencies to cooperate

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<sup>122</sup> E/1993/81, sect. I and para. 14.

<sup>123</sup> E/1994/19.

<sup>124</sup> See G A resolution 47/214, sect. IV, para. 1 and E S C decision 1993/313.

<sup>125</sup> See discussion *infra* on security of personnel.

<sup>126</sup> A/46/16, para. 452, and A/49/16, para. 62.

<sup>127</sup> E/1995/21. The strengthening of coordination at the field level under the resident coordinator had been emphasized by the CPC. See A/46/16, para. 452. See also discussion of the resident coordinator system in *Supplement 6* under the study of this Article.

<sup>128</sup> See, e.g., G A resolutions 45/268, para. 3, and 49/223.

<sup>129</sup> G A resolution 46/191 B, paras. 5 and 7. The Assembly warned that failure to abide by such decisions could prejudice the claim of organizations to enjoy the benefits of participation in the Common System. *Ibid.*

and consult with the ICSC,<sup>130</sup> the Assembly requested that the ICSC propose measures to enhance both adherence to the Common System, and the responsiveness of the Common System to the needs of different members.<sup>131</sup> A subsequent JIU report made recommendations on the further consolidation of the common system, including an enhanced role for the ICSC in regulating and coordinating the conditions of service.<sup>132</sup>

**38.** In addition, action on the part of the Administrative Tribunal of the International Labour Organization (ILOAT) prompted the Assembly to further seek means by which the views of the ICSC could be presented in cases bearing on ICSC recommendations. To this end, the Assembly requested that the Secretary-General examine the feasibility of amending the Statute of the ICSC and/or relationship agreements between the United Nations and specialized agencies with a view to ensuring a coordinated response in all appeals involving conditions of service of staff of the common system, as well as the feasibility of introducing arrangements similar to those under the rules of procedure of the United Nations Administrative Tribunal and the Rules of Court of the Administrative Tribunal of the International Labour Organisation, with established mechanisms for providing timely notice of such cases to the International Civil Service Commission, to enable the Commission to intervene in appeals before those Tribunals involving decisions or recommendations of the Commission or any other common system issues; and to report thereon to the General at its forty-ninth session.<sup>133</sup> The Secretary-General responded that it would be inappropriate to undertake an amendment of either the

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<sup>130</sup> Ibid., para. 8.

<sup>131</sup> Ibid., para. 10.

<sup>132</sup> E/1993/119. The ACC did not fully concur with the JIU proposals. See E/1993/119/Add.1.

<sup>133</sup> G A resolution 48/224, sect. VI, para. 7.

relationship agreements or the ICSC Statute.<sup>134</sup> On the question of intervention, the ACC's Consultative Committee on Administrative Questions noted that a recent amendment to the ILOAT Rules of Court provided a mechanism for notification of a complaint to a third party if ILOAT agreed that the third party might want to make a submission, suggesting a similar amendment might be made to UNAT's Rules.<sup>135</sup> A majority of the CCAQ indicated no objection to a revision providing for *amicus curiae* submissions to the Tribunals limited to technical information.<sup>136</sup> However, the CCAQ noted that some organizations had expressed opposition to the principle of ICSC intervention.<sup>137</sup> Staff Unions also questioned amendment to allow intervention by the ICSC, arguing that the ICSC makes its own recommendations and decisions whether right or wrong and should be wholly responsible for them.<sup>138</sup>

39. The Secretary-General recommended that the General Assembly request that he proceed with efforts to amend the rules of the Tribunals to allow for factual or technical submissions by the ICSC.<sup>139</sup> The Secretary-General further suggested that the Assembly request the Governing Bodies of the Common System organizations to promptly inform the Executive Secretaries of the ICSC and UNJSB of

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<sup>134</sup> A/49/450, para. 12. With reference to the question of amending relationship agreements, the Secretary-General noted that the question of such amendments was under review by the ACC and Council, pursuant to General Assembly resolution 46/191B, para. 11. The ACC had already indicated that review or amendment of such relationship agreements would not be beneficial. See E/1993/119/Add.1. See also consideration by the ACC's Consultative Committee on Administrative Questions (CCAQ), ACC/1994/4.

<sup>135</sup> See ACC/1994/4, para. 107.

<sup>136</sup> ACC/1994/14, para. 189. Other organizations, however, argued that it was not reasonable to expect the ICSC to avoid taking a position in a case in which its decisions were being challenged. *Ibid.*

<sup>137</sup> *Ibid.*, paras. 109-111.

<sup>138</sup> See A/C.5/49/33, para. 39, comments of the Federation of International Civil Servants' Associations [hereinafter FICSA]. FICSA also pointed out that the flaws of the particular decisions prompting ILOAT action had been pointed out to the ICSC when it made its decision. *Ibid.*, paras. 39 and 40.

pending litigation involving matters in their respective sphere of competence to allow due incorporation into Respondent Answers, or in separate submissions to the Tribunal.<sup>140</sup> The Assembly at its forty-ninth session requested that the Secretary-General consult with UNAT and ILOAT with a view towards amending their rules to allow for ICSC participation.<sup>141</sup>

40. The General Assembly also examined the ICSC's method of work in elaborating conditions of service across the system during the period under review.<sup>142</sup> At its forty-fourth session, the Assembly requested that the Secretary-General, with the ACC, and staff representatives review the functioning of the ICSC.<sup>143</sup> Reporting to the forty-sixth session, the ACC presented a series of recommendations on: appointments to the Commission, participation of the ACC and staff representatives in instances where ICSC recommendations are altered, and clarification of the roles of ICSC officers.<sup>144</sup> The Assembly took note of the views of the ACC and ICSC, encouraging the ICSC to pursue further improvements.<sup>145</sup>

## 2. RECOMMENDATIONS FOR THE COORDINATION OF PROGRAMME PLANNING

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<sup>139</sup> A/49/480, paras. 13 and 14. The proposed amended Rules for ILOAT would differ from those proposed for UNAT because the more limited powers of the UNJSB to make submissions to ILOAT were justified because UNAT had direct jurisdiction over pension cases pursuant to the UNJSB Regulations. *Ibid.*, para. 4.

<sup>140</sup> ACC/1994/14, para. 188.

<sup>141</sup> G A resolution 49/223, sect. X, paras. 2 and 3.

<sup>142</sup> See G A resolution 43/226, sect. II. See consideration under the study of this Article in *Supplement 7*.

<sup>143</sup> G A resolution 44/198, sect. II, para. 1. To this end, the ICSC agreed to set up a working group to consider the issue. A/45/30.

<sup>144</sup> See A/46/275.

<sup>145</sup> G A resolution 46/191, sect. I, para. 3. The Assembly subsequently expressed its regret at the continuing suspension of participation of FICSA in the work of the Commission. G A resolution 48/224, sect. I. See also G A resolution 49/223 sect. II, para. 2.

41. Following its decision to discontinue Cross-Organizational Programme Analyses (COPAs) in 1988,<sup>146</sup> the Council decided on a number of criteria defining the content and format of the thematic analyses replacing COPAs.<sup>147</sup> The criteria included the requirement that thematic analyses be forward-looking, and contain policy options. The Council requested information on, *inter alia*: relationship between the fields, sectors, and activities of the bodies of the United Nations system concerned; conclusions and recommendations of intergovernmental bodies of the system; a review of the relevant policy decisions and recent, ongoing and planned programmatic activities relating to the theme and its system-wide implementation; problems and potential need for action system-wide; and co-ordinated measures to translate legislative mandates and overall guidelines into programmes, taking into account the structure and competence of organizations of the system.<sup>148</sup>
42. For its part, the CPC stressed the need for greater coordination in both policy-making and programmatic activities.<sup>149</sup> Noting the Council's decision to end COPAs, the CPC nevertheless concluded that there was a need for programme analyses across the system.<sup>150</sup> Regarding the new system-wide thematic analyses, the CPC recommended that they provide a more qualitative assessment of the status of coordination in particular sectors of United Nations activities and suggest action-oriented, forward-looking recommendations on ways and means to improve it.<sup>151</sup> The CPC

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<sup>146</sup> See E S C resolution 1988/77.

<sup>147</sup> E S C resolution 1989/114, para. 4.

<sup>148</sup> *Ibid.*, para. 4 (a-g).

<sup>149</sup> A/44/16, paras. 328 and 329. By decision 1990/281, the Council recommended that the Assembly request that the CPC prepare a draft guideline governing the preparation and revision of system-wide action and medium-term plans, and the relationship between the United Nations medium-term plan and the two instruments.

<sup>150</sup> *Ibid.*, para. 333.

<sup>151</sup> *Ibid.*, para. 332.

subsequently encouraged the ACC to move forward with the development of system-wide action plans.<sup>152</sup>

43. Reference may be made to the revision of the Medium-term Plan, which the Assembly repeatedly reaffirmed as the principal policy directive of the United Nations.<sup>153</sup> The General Assembly endorsed<sup>154</sup> the recommendation of the CPC,<sup>155</sup> regarding the development of a new format. The Secretary-General presented suggestions for a new format that included replacement of the introduction by a policy-level “perspective” to contain, *inter alia*, directions for United Nations action, taking into account the distribution of competence in the system.<sup>156</sup> The CPC welcomed the prototype.<sup>157</sup>

44. In the context of operational activities for development, the Assembly identified the need for a more integrated and coordinated programming of cooperation itself among organizations of the system with programming processes based on national programme frameworks.<sup>158</sup> With respect to operational activities for development, the Assembly pointed to the need to shift from a project-approach to a programme approach; a shift, in the view of the Assembly, implying the need to develop more programme-oriented mechanisms for the provision of cooperation.<sup>159</sup> In this context, the Assembly reaffirmed the importance of the already established triennial policy review of operational activities

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<sup>152</sup> A/46/16.

<sup>153</sup> G A resolutions 45/253, para. 2, and 47/214, para. 3.

<sup>154</sup> G A resolution 47/214.

<sup>155</sup> A/47/16, Part II, para. 21.

<sup>156</sup> See A/48/277, especially para. 15. A revised and further prototype of a new format was presented to the forty-ninth session. See A/49/301.

<sup>157</sup> A/49/16, para. 110. Consideration was to be undertaken by the Assembly at its resumed forty-ninth session in 1995. G A decision 49/464.

<sup>158</sup> G A resolution 44/211, para 17.

of the United Nations system for harmonizing programme cycles and improving programme evaluation.<sup>160</sup>

### 3. RECOMMENDATIONS FOR THE COORDINATION OF ADMINISTRATIVE AND BUDGETARY MATTERS

#### *a. Budgetary and accounting practices*

45. The coordination of budgetary practices among specialized agencies emerged as a significant question during the period, particularly with regard to the harmonization and standardization of budgetary techniques.<sup>161</sup> A JIU report concluded that the budgets of organizations of the system were far from the desired degree of harmonization, recommending the introduction of programme budgets and planned outputs by those organizations that did not already have them.<sup>162</sup> Taking note of the JIU report with appreciation,<sup>163</sup> the Assembly requested that the JIU continue its work on the subject.<sup>164</sup> However the Advisory Committee on Administrative and Budgetary Questions (ACABQ), commenting on the JIU report, expressed reservations over the continuous efforts to achieve harmonization and standardization, warning against harmonization and standardization becoming “ends unto themselves.”<sup>165</sup>
46. Subsequent attention shifted to the development of common accounting standards. A report to the following session of the Assembly by the Panel of External Auditors stated that there were no
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<sup>159</sup> Ibid. See also resolution 47/199, para. 43.

<sup>160</sup> G A resolution 46/219, paras. 17, 18 and 24.

<sup>161</sup> See discussion under the study of this Article in *Supplement 7*.

<sup>162</sup> A/45/130, paras. 130 and 131. The ACC provided a response to the JIU report in which it accepted the objectivity of the report but differed with this recommendation. A/45/130/Add.1.

<sup>163</sup> G A resolution 45/237, para. 4.

<sup>164</sup> G A decision 45/450.

common accounting standards in the United Nations system, a state of affairs which led to differences in the treatment of certain items.<sup>166</sup> The Panel urged the adoption of common standards based on those of the International Accounting Standards Committee.<sup>167</sup> Pursuant to the request of the Assembly,<sup>168</sup> the Secretary-General outlined a set of common accounting standards to be applied by organizations of the system.<sup>169</sup> The Secretary-General stressed that important to the consideration and development of such standards was the degree of latitude to be given to different organizations based on their needs, and the question of the future amendments to such standards.<sup>170</sup> The Assembly requested that organizations implement the standards for financial statements ending in 1993.<sup>171</sup>

*b. Cooperation with other intergovernmental organizations*

47. Renewed attention was given to the issue of cooperation between organizations of the United Nations and other international and regional organizations during the period. In this context, the Assembly placed significant emphasis on the formulation and formalization of coordination arrangements through regular and periodic meetings, and established focal points, between organizations of the

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<sup>165</sup> A/45/798, paras. 167-171, especially para. 170. The Assembly also took note of the ACABQ report in its decision 45/450.

<sup>166</sup> A/46/346, para. 4.

<sup>167</sup> Ibid., para. 8. The ACABQ reiterated this recommendation. See A/46/546.

<sup>168</sup> See G A resolution 47/211, para. 20 and decision 46/445.

<sup>169</sup> A/48/530. An earlier report had been presented to the forty-seventh session. See A/47/443. The standards were developed in cooperation with the ACC's Consultative Committee on Administrative Questions (CCAQ) and the Panel of External Auditors.

<sup>170</sup> A/48/530, paras. 7 and 9. The Panel of External Auditors recommended that the standards be a "living document". Ibid.

<sup>171</sup> G A resolution 48/216 C, para. 2. This was the recommendation of the Secretary-General. A/48/530, para. 107. The Assembly requested application of the standards to the United Nations Joint Staff Pension Fund in the following session. G A resolution 49/224, sect. VI, para. 2. A subsequent report by the Board of Auditors concluded that there was general compliance with the standards among organizations. A/49/214, annex, para. 7. See also G A resolution 49/216 D welcoming this development.

United Nations system and these outside bodies. In this regard, contemporary political, economic, social and other developments in different regions prompted recognition of the need and benefits of increased cooperation.<sup>172</sup> Consequently, such recommendations embraced organizations in a diversity of regions, including the Southern African Development Coordination Conference,<sup>173</sup> the Caribbean Community,<sup>174</sup> the Latin American Economic System,<sup>175</sup> and the Organization of the Islamic Conference.<sup>176</sup>

48. A continuing priority was the intensification of cooperation between organizations of the United Nations system and the Organization of African Unity (OAU),<sup>177</sup> with the Organization considering the question of cooperation at every session.<sup>178</sup> This call was reiterated by the ACC in its annual report.<sup>179</sup> Such cooperation, it was envisaged, would encompass a wide range of areas including involvement in the OAU's own initiatives, notably the establishment of an African Economic Community (AEC).<sup>180</sup> Proposals specific to the AEC highlighted joint action in regional economic integration in which the human dimension and capacity-building activities would be accorded top priority through the development of regional master plans on the sectoral level leading to a

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<sup>172</sup> See, e.g., report of the Secretary-General on cooperation between the United Nations and the Organization of American States, A/45/490, para. 17.

<sup>173</sup> G A resolutions 44/231, 46/160, and 48/173.

<sup>174</sup> G A resolutions 46/8 and 49/141.

<sup>175</sup> G A resolutions 44/4, 45/5, 46/12, 48/22 and 49/6.

<sup>176</sup> See G A resolutions 44/8, 46/13 and 48/24.

<sup>177</sup> For the prior period see discussion under the study of this Article in *Supplement 7*, para 35.

<sup>178</sup> See G A resolutions 44/17, 45/13, 46/20, 47/148, 48/25, and 49/64.

<sup>179</sup> E/1995/21, para. 35 (l).

<sup>180</sup> See G A resolutions 44/17, para. 11, 47/148, para. 15, 48/25, para. 14, and 49/64, para. 14. The OAU adopted a resolution on the establishment of an African Economic Community at the outset of the period. Ratification of the treaty establishing the Community was adopted by the OAU in 1991. See A/47/453/Add.1, para. 11.

comprehensive continental master plan.<sup>181</sup> Additional recommendations called for cooperation with the OAU on the issue of decolonization.<sup>182</sup> Following the 1990 meeting, the Assembly effectively endorsed these proposals for joint action, calling for future meetings to adopt new measures and to review progress in implementing prior proposals.<sup>183</sup>

49. Joint meetings between the specialized agencies and the OAU gave rise to proposals for joint action on a broad spectrum of issues such as food and agriculture and the development of a common African agricultural programme,<sup>184</sup> refugees and conflict resolution including training and post-conflict rehabilitation<sup>185</sup> and implementation of the United Nations New Agenda for Development of Africa in the 1990s.<sup>186</sup> In addition, proposals emerging from the annual meetings addressed coordination measures specific to particular areas of joint action. These included setting up a joint United Nations/OAU system wide inter-agency task force in the establishment of the AEC,<sup>187</sup> establishing focal points for working-level technical issues with respect to food and agriculture,<sup>188</sup> and joint secretariat services in the follow-up to the United Nations Conference on Environment and Development.<sup>189</sup>

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<sup>181</sup> A/46/468/Add.1, para. 11.

<sup>182</sup> See G A resolutions 44/102, para. 3(d) and 45/35, para. 3(d).

<sup>183</sup> G A resolutions 46/20, para. 18, 47/148, para. 19, 48/25, para. 20, 49/64, para. 22.

<sup>184</sup> A/46/468/Add.1, sect. B. The OAU had undertaken preparation of such a programme. In this regard, it was agreed that new areas of cooperation outside of the common agricultural programme between OAU and United Nations agencies and organizations should be explored bilaterally. *Ibid.*, para. 18.

<sup>185</sup> A/46/468/Add.1, sect. C. See also A/48/475/Add.1, paras. 22 and 23.

<sup>186</sup> A/47/453/Add.1, para. 25. See discussion *infra*.

<sup>187</sup> A/46/468/Add. 1, para 14 (c). The joint task force would work out a comprehensive and integrated work programme for the implementation of the proposed AEC on the basis of the priorities and policy guidelines of the OAU. *Ibid.*

<sup>188</sup> A/46/468/Add.1, para. 18.

<sup>189</sup> See A/48/475/Add.1, para. 34.

50. During the period under review, the General Assembly took decisions regarding expanded cooperation between the Organization of American States (OAS) and the specialized agencies in light of developments in, for example, specific countries such as Haiti and Nicaragua.<sup>190</sup> A general meeting between the OAS and organizations of the United Nations system was organized for the first time in 1991,<sup>191</sup> and the Assembly considered the issue at every other session during the period.
51. At the first general meeting, organizations similarly called for improvements in organizational arrangements for cooperation in a number of substantive areas.<sup>192</sup> These included, in the environment, joint meetings and collaboration at the policy and technical level, as well as intersectional meetings in, for example, the environment, development, natural resources and energy.<sup>193</sup> The establishment of focal points was called for in other areas, such as disaster prevention.<sup>194</sup> This approach was endorsed by the Assembly, which called for inter-agency sectoral and focal point meetings on areas of priority.<sup>195</sup> The Assembly also called for a second general meeting to be held in 1993 to review and

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<sup>190</sup> See G A resolutions 45/10, and 47/20, para. 7. For example, the Assembly in resolution urged States Members and other international organizations to increase their humanitarian assistance to the Haitian people, specifically encouraging in this context the strengthening of institutional coordination among United Nations agencies and the OAS. *Ibid.*

<sup>191</sup> This followed the recommendation of the Assembly at its forty-third session. See G A resolution 43/4, para. 3. See also the report of the Meeting, A/47/498/Add.1.

<sup>192</sup> These included the environment, drug abuse, women, disaster prevention and relief, children, rural development and indigenous people. A/47/498/Add.1. A prior Secretary-General report had highlighted a number of areas for improvement. A/45/490.

<sup>193</sup> A/47/498/Add.1, para. 22 (a-k).

<sup>194</sup> *Ibid.*, para. 25. In the issue of children and development, the meeting recommended an exchange of studies and the establishment of new mechanisms for cooperation. *Ibid.*, para. 27.

<sup>195</sup> G A resolution 47/11, paras. 7 and 8. A sectoral meeting on natural disaster management in the Americas was held in 1994 recommending specific cooperation measures such as semi-annual meetings of agencies for programme review and the development of a joint OAS/United Nations disaster management plan. See A/49/450, paras. 73-83, especially para. 81. The conclusions of the meeting were approved by the Assembly in resolution 49/5.

appraise progress.<sup>196</sup> The Assembly approved the recommendations of the second meeting by resolution 49/5.<sup>197</sup>

*c. Personnel Questions*

52. During the period under review, a number of issues arose in the context of coordination of administration and management of personnel affecting the United Nations and the specialized agencies, resulting in the Organization placing great stress on preserving the cohesion of the Common System, and the identification by the Assembly of actions, including those of individual specialized agencies seen to be detracting from the unified approach to conditions of service.<sup>198</sup> In this context, the Assembly reaffirmed its commitment to a single unified United Nations common system as the cornerstone for the regulation and coordination of conditions of service of the United Nations common system.<sup>199</sup> Continuous attention was devoted to the functioning of the ICSC, which was reaffirmed as having a central role in regulating and coordinating the conditions of service of the common system.<sup>200</sup>

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<sup>196</sup>The second meeting identified particular programmes within the various areas for cooperation between the OAS and organizations of the system, including specific activities to be undertaken by the specialized agencies. A/49/450, paras. 62-72. New priority areas for cooperation were also identified including human rights, poverty, trade, health and refugees. *Ibid.*, para. 72.

<sup>197</sup> A third meeting was called for in 1995. G A resolution 49/5, para. 8.

<sup>198</sup> See G A resolutions 44/199, sect. IV, 45/245, sect. VI, para. 1, 45/241, 46/191 A, sect. II and 49/223, I, para. 2. See also discussion *supra*.

<sup>199</sup> G A resolution 49/223. As noted, the Assembly pointed out that failure to respect its decisions on the recommendations of the ICSC or the United Nations Joint Staff Pension Board (UNJSB) could prejudice the ability of member specialized agencies to participate in the system. G A resolution 46/191 B, para. 5. In this context, the Assembly stressed that the actions of individual specialized agencies should not be invoked as a precedent. *Ibid.*, para. 6.

<sup>200</sup> See G A resolutions 44/198, sect. II, para. 1. , 46/191, sect. I, para. 3, and 49/223, sect. II, para. 2.

*i. Pay and conditions of service*

53. One area of concern prompting greater attention to coordination was that of pay and benefits. At a special session at the outset of the period, the ACC expressed its grave concern that conditions of service were being eroded.<sup>201</sup> The ACC also observed that the conditions of employment in the Common System were unfavourable in comparison with other multilateral organizations.<sup>202</sup> In a subsequent statement, the ACC further warned that the continuing circumstances risked the cohesion of the Common System.<sup>203</sup> For its part, the ICSC undertook a comprehensive review of the conditions of service of professional and higher categories of staff.<sup>204</sup> These included a range of issues such as: competitiveness and remuneration, the use of the comparator and the application of the Noblemaire principle, mobility and hardship, motivation and productivity and the range of benefits and allowances. The Assembly largely endorsed these recommendations.<sup>205</sup>
54. At the same time, the Assembly also advocated the development of personnel management across the system. The ICSC was requested to resume active consideration of such matters.<sup>206</sup> At its forty-seventh session, the Assembly urged the ICSC to give equal attention to the development of sound
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<sup>201</sup> ACC/1989/DEC/21.

<sup>202</sup> ACC/1989/DEC/8.

<sup>203</sup> A/C.5/47/25.

<sup>204</sup> See A/44/30 and A/45/30. The review had been requested by the Assembly in resolution 42/221.

<sup>205</sup> See G A resolution 44/198 sect. I. Additional matters included raising the mandatory retirement age. *Ibid.*, sect. III A.

<sup>206</sup> See G A resolutions 45/241, sect. XII, para. 1, and 46/191 A, sect. VIII.

personnel management in the common system as remuneration, including recruitment forecasting, human resources planning, performance management, and staff development and training.<sup>207</sup>

*ii. The advancement of women*

55. As in the past, both the Assembly and the Council took decisions with regard to the representation of women throughout the United Nations system.<sup>208</sup> The issue of the representation of women was identified as a problem particular to the specialized agencies. At the outset of the period, the ACC observed that while the United Nations system was regarded as a model for a civil service wherein women had equal opportunity, organizations of the system had achieved less progress in bringing women into management levels than the Secretariat. The ACC went on to declare that its organizations would recommit themselves to full implementation of their responsibilities under the *Nairobi Forward-looking Strategies* in programmes, policies and personnel practices.<sup>209</sup> For its part, the Assembly consistently called on Member States to assist in increasing the representation of women in professional posts by, *inter alia*, nominating more women candidates to specialized agencies, and creating national rosters of women candidates to be shared between the Secretariat and specialized agencies.<sup>210</sup>

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<sup>207</sup> G A resolution 47/216, sect. VII. See also 47/226, sect. I. The role undertaken by the ICSC in performance management was welcomed by the Assembly in resolution 49/223.

<sup>208</sup> See G A resolutions 44/75, 44/185 C, 44/198 III B, 45/239 C, 45/125, 47/93, 47/216 VI, 48/106, 49/167, and 49/212 III, para. 2, and E S C resolutions 1989/29, 1990/3, 1991/17, 1992/14, 1993/9, and 1994/6. See discussion under the Study of this Article in *Supplement 7*, paras. 41 and 42.

<sup>209</sup> ACC/1989/DEC/28. The Nairobi Forward-looking Strategies, referenced by the ACC in this regard, had cited the conclusion that political, economic and social development was limited by the absence of women in decision-making, observing that women rarely participate in the work of the United Nations. See A/Conf.116/28/Rev.1, paras 306 and 315. See also discussion under the study of this Article in *Supplement 7*.

<sup>210</sup> G A resolution 44/75, para. 4, 45/125, para. 2, 46/100, para. 3, 47/93, para. 5, 48/106, para. 7, 49/167, para. 10.

56. As indicated above, The promotion and recruitment of women in professional and managerial positions was a primary emphasis. The application of targets or quantitative objectives was specifically identified as a useful tool in improving the status of women system-wide.<sup>211</sup> Following the recommendations of the Commission on the Status of Women,<sup>212</sup> both the Assembly and the Council requested that the Secretary-General take measures to increase the number of women employed throughout the United Nations system, especially the number of women in senior policy-level and decision-making posts in order to achieve an overall participation rate of 35% of the total by 1995.<sup>213</sup> Particular concern centered on the participation rate of women in posts at the Director (D-1 level) and above, which remained unreasonably low, the Assembly urged the Secretary-General to accord priority in recruitment and promotion of women to achieving a target of 25% by 1995 for the most senior level within the United Nations system and specialized agencies in which representation was below average.<sup>214</sup> Reporting to the forty-seventh session, the ICSC recommended to the specialized agencies a programme of measures aimed at improving the status of women, including

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<sup>211</sup> See comments of the ICSC, A/47/30, para. 296 (b). See also A/45/30, para. 279(e). For 1990 a target of 30% had been established for the Secretariat for the representation of women in posts subject to geographical distribution in the prior period. G A resolution 40/258B, para. 3. See also report of the Secretary-General, A/C.5/40/30, para. 27. The General Assembly had called for the Secretary-General and the specialized agencies to establish five-year targets for the representation of women in professional and decision-making positions following the Assembly's endorsement of the *Nairobi Forward-looking Strategies*.

<sup>212</sup> E/1990/25, ch. I, draft resolution 1.

<sup>213</sup> See E S C resolution 1990/3, para. 1. See also G A resolutions 45/125, para. 1, 48/106, para. 3 and 49/167, para. 5. A parallel resolution on the recommendation of the Fifth Committee called for the achievement of similar targets within the Secretariat. See G A resolution 45/239 C, para. 2.

<sup>214</sup> Ibid. See also G A resolution 47/93. While reiterating these targets at its forty-ninth session, the General Assembly nevertheless expressed its concern that the level of appointments may not be sufficient to achieve the objectives. G A resolution 48/222, sect. III, para. 1.

proposals concerning recruitment, promotion and conditions of service.<sup>215</sup> The programme called for the development of an overall strategy, a statement of commitment from the executive head, career training, the participation of women on personnel and administrative boards, and specification of relative factors in guidelines on appointment and promotion.<sup>216</sup> Further recommendations concerned working conditions including flexible working hours, part-time work for professional staff, child-care facilities, and measures to improve working climate such as policies on sexual harassment.<sup>217</sup> The Assembly endorsed these measures,<sup>218</sup> subsequently urging the Secretary-General to examine existing workplace conditions for women within the system.<sup>219</sup>

57. During the period, the Commission on the Status of Women continued to monitor and formulate recommendations on the status of women system-wide.<sup>220</sup> The General Assembly further requested that the ICSC consider and recommend measures on the recruitment, promotion and conditions of service of women within the common system of organizations.<sup>221</sup> The General Assembly also urged

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<sup>215</sup> A/47/30, para. 296. These recommendations followed the recommendations of a Working Group of the Commission on the Status of Women. It was the view of the ICSC that these recommendations should represent a minimum set of objectives. *Ibid.*, para. 291.

<sup>216</sup> *Ibid.* para. 296 (b) – (e) and (h). Measures to facilitate spousal employment were also called for; the ICSC recommended the creation of reciprocal arrangements among organizations for employing spouses. *Ibid.*,(h)(ii).

<sup>217</sup> *Ibid.*, para 296 (f), (g) and (j). The programme also included emphasis on follow-up mechanisms, reporting obligations and accountability. This involved the establishment of a focal point for the improvement of the status of women at a sufficiently authoritative level to ensure that the mandate was carried out, regular reporting progress, reinforcement of individual managers' accountability. *Ibid.*, para. 296 (k).

<sup>218</sup> G A resolution 47/216, sect. VI, para. 1. The ICSC was requested to report regularly on implementation of recommendations and on new initiatives. *Ibid.*, para. 2.

<sup>219</sup> See G A resolutions 48/106, para. 2, and 49/167, para. 6.

<sup>220</sup> See E/1990/25. See also E S C resolution 1989/29, para. 5 and 1990/3. The role of the Commission in this capacity was established by the General Assembly under resolution 40/108.

<sup>221</sup> See G A resolutions 44/198 B, 45/241, and 47/216, sect. VI.

organizations to provide information on special measures for the recruitment of women to the ICSC to enable the Commission to review progress.<sup>222</sup>

58. A number of specialized agencies expressed reservations over the adoption of such comprehensive measures on the employment of women across the United Nations system. In this regard, it had been noted in the ICSC programme that modalities for setting quantitative targets might differ among agencies.<sup>233</sup> Some organizations indicated that they had not been traditionally attractive to female candidates and faced problems recruiting women for higher-level positions.<sup>234</sup> Additionally, the ACC in its comments, cited the need to give first priority to qualifications and competence of staff in recruitment, and raised questions as to the implications for geographical distribution of facilitating career progression.<sup>235</sup>

*iii. Privileges and immunities, and the security of United Nations personnel*

59. The question of respect for privileges and immunities of staff of the United Nations system remained a significant concern in the period under review. Prior to the period, the General Assembly had requested review and modification of measures to enhance the safety and protection of international

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<sup>222</sup> G A resolution 44/198 B.

<sup>233</sup> A/47/30, para. 296 (a).

<sup>234</sup> See A/48/30, paras. 238 and 239.

<sup>235</sup> ACC/1992/6, para. 112. Budgetary constraints were also noted. Ibid., para. 113.

civil servants.<sup>236</sup> From the outset of the period under review, the Secretary-General reported on the continuing and substantial increase in the number — and, later, range — of violations of the privileges and immunities of officials.<sup>237</sup> As the Secretary-General observed, such violations “inevitably complicated the implementation of important tasks assigned to the organizations of the United Nations system.”<sup>238</sup> In this regard, the Secretary-General explained that the end of the Cold War had resulted in consensus on the role of the Organization as a central instrument for the preservation of peace, resulting in demands that the system as a whole undertake missions where the security situation was tenuous at best.<sup>239</sup> In this context, the Secretary-General stressed that questions of respect for privileges and immunities in the United Nations system assume even greater importance, as the presence of personnel from the United Nations system in dangerous areas had led to the targeting of officials because of their activities and functions on behalf of the United Nations.<sup>240</sup>

60. Questions related to respect for privileges and immunities were discussed at each session of the General Assembly during the review period,<sup>243</sup> and the United Nations Security Co-ordinator

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<sup>236</sup> See G A resolution 43/225, paras. 4 and 13. See also consideration under the Studies of Articles 100 and 105 in *Supplement 7*.

<sup>237</sup> See A/C.5/44/11, para. 8, and A/C.5/46/4, para. 6, A/C.5/47/14, paras. 6-8, A/C.5/48/5, paras. 5-7, A/C.5/45/10, paras. 15-20.

<sup>238</sup> A/C.5/46/4, para. 6.

<sup>239</sup> A/C.5/47/14, para 4. This development was also highlighted in the Secretary-General’s report, “An agenda for peace,” where he outlined a role for organizations in preventative diplomacy in light of the new consensus. See A/47/277, para 15.

<sup>240</sup> A/C.5/47/14, para. 6.

<sup>243</sup> Despite adopting a biennial approach to consideration of personnel questions at its forty-sixth session, the General Assembly nevertheless called for annual reporting and consideration of the question of respect for privileges and immunities. See G A decisions 46/477 and 47/457 C.

regularly convened *Ad Hoc* Inter-Agency meetings on security matters to consider co-ordination questions.<sup>244</sup>

61. While at least one organization cited the need to maintain a flexible response in view of the diversity of circumstances surrounding incidents,<sup>246</sup> the principal organs affirmed the central role of the Organization in providing a co-ordinated response to the increasingly serious attacks. During the period, the Assembly underscored the authority of the Secretary-General in resolving issues of privileges and immunities throughout the system. The General Assembly repeatedly called upon the Secretary-General and Chief Administrative Officer to continue to act personally as a focal point in ensuring observance of privileges and immunities throughout the system by using all means available to him.<sup>247</sup> Particular attention was also given to enhancing the role of the United Nations Security Coordinator in resolving security matters, serving as focal point in ensuring inter-agency cooperation, as well as in formulating detailed recommendations for system-wide security measures.<sup>248</sup> The Secretary-General, stressing that any initiatives dealing with the security and safety of personnel should apply to all staff members serving with organizations of the system,<sup>249</sup> recommended that the

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<sup>244</sup> These meetings occurred at least every other year during the period under review, being convened in 1989, 1991, 1992 and 1994. See ACC/1989/18, ACC/1991/19 and ACC/1994/19. Only two meetings had been convened in the six years prior to the period under review.

<sup>246</sup> See comments of the Food and Agriculture Organization, A/C.5/44/11, annex II, para. 18, and A/C.5/45/10, annex II, para. 20.

<sup>247</sup> G A resolutions 44/186, para. 16, and 45/240, para. 15. See also G A resolution 47/28, para. 7. The President of the Security Council, on behalf of the Council, similarly called on the Secretary-General to make recommendations for enhancing the safety of personnel. S/25493, paras. 5 and 8.

<sup>248</sup> See A/C.5/44/11, para. 26, A/C.5/45/10, para. 25, A/C.5/46/4, para. 17 and A/C.5/47/14, para. 28. See also ACC annual overview report, E/1992/11/Add.1, para. 112.

<sup>249</sup> A/C.5/49/6, para. 6. The Secretary-General had previously observed that it was "...not practical nor desirable to make a categorical distinction between personnel acting under a mandate of the Security Council and other personnel acting under other mandates." Consequently, the Secretary-General asserted that all recommendations

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Security Co-ordinator assume direct responsibility for dealing with governments in issues involving arrest and detention of officials through the designation of special envoys, thereby removing responsibility from local Designated Officials or agency representatives who might otherwise be compromised should a strong position be taken.<sup>250</sup> Additional consideration concerned the development of a cadre of officials with appropriate field experience under the Security Co-ordinator to act as regional security advisors. In addition, the roles of various organizations and bodies was highlighted in relation to their respective spheres of competence.<sup>251</sup>

62. Initial consideration in the *ad hoc* inter-agency meetings focused on specific substantive measures to respond to perceived problems in coordination. However, the increasing number of fatalities and missions undertaken by the system led to broader programmatic or policy responses.<sup>253</sup> In the latter category, recommendations involved, for example, the integration of security matters in planning of future activities of the system,<sup>254</sup> a policy of maintaining a legal link between organizations and their

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would apply *mutatis mutandis* to all categories of personnel associated with the work of the United Nations. A/48/349, para. 3. This point was similarly emphasized by the Staff Unions. See A/C.5/49/33, para. 22.

<sup>250</sup> See A/C.5/44/11, para. 6, ACC/1991/19, para. 6. In this regard, the ACC observed that the Designated Official is usually the Resident Co-ordinator. ACC/1989/18, para. 3.

<sup>251</sup> Such as that of the ITU in the standardization and co-ordination of communications. See ACC/1989/18, para. 10 and ACC/1991/19, para. 26.

<sup>253</sup> In this regard, it should be recalled that following the rise in attacks, the president of the Security Council on behalf of the Council specifically requested that the Secretary-General report on existing arrangements for the protection of United Nations personnel and make recommendations for enhancing the safety and security of personnel. S/25493, para. 8.

<sup>254</sup> A/48/349, para. 28.

detained or arrested officials,<sup>255</sup> and consideration in advance by the Security Council of what collective measures should be applied where the purpose is being systematically frustrated by violations of privileges and immunities, including consideration of Chapter VII measures implicating a threat to peace and security.<sup>256</sup> The Special Rapporteur of the Commission on Human Rights recommended the freezing of recruitment of nationals of a State found to be violating privileges and immunities.<sup>257</sup>

63. The ACC examined several substantive measures for application across the system. These included, for example, the standardization of communication equipment,<sup>258</sup> a uniform format for identification cards for all staff at all duty stations,<sup>259</sup> and the adjustment of terminology for security alerts.<sup>260</sup> Measures for the well-being of staff included the development of standardized security training modules for agencies to ensure that all field staff had comparable training,<sup>261</sup> life or accident

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<sup>255</sup> ACC/1991/19, para 8. The legal link would be maintained through continued contract renewal, if necessary, until such time as the matter was legally resolved. The staff unions recommended additional measures. See A/C.5/48/17, para 16.

<sup>256</sup> A/C.5/47/14, para. 27. These were further elaborated in a subsequent report of the Secretary-General where he suggested that provisions, including the application of privileges and immunities, could be incorporated into Security Council resolutions calling for missions. A/48/349, para. 35.

<sup>257</sup> E/CN.4/Sub.2/1992/19, para. 39.

<sup>258</sup> ACC/1989/18, paras. 9 and 10. At the 1989 *ad hoc* inter-agency meeting the importance of reliable communication to the security of personnel of the system was reaffirmed. The ITU and the Security Co-ordinator were given the task of establishing a more effective system where a wide disparity of available equipment and frequency allocations had been identified. Subsequent consideration emphasized the further need to standardize. See ACC/1991/19, para. 25.

<sup>259</sup> ACC/1991/19, para. 3.

<sup>260</sup> ACC/1989/18, para. 7. This adjustment would reflect current practice whereby initial alerts involved the evacuation of non-essential staff and dependents rather than full-scale evacuation.

<sup>261</sup> ACC/1994/19, Para. 43. This recommendation was also made by the Special Rapporteur of the Commission on Human Rights, E/CN.4/Sub.2/1982/19, para. 45.

insurance available for staff in hazardous duty stations on a system-wide basis,<sup>262</sup> and the development of a stress management programme.<sup>263</sup> The Assembly welcomed the results of *ad hoc* inter-agency meeting, urging the strengthening of inter-agency cooperation in ensuring the safety of personnel system-wide,<sup>264</sup> though not all measures met with approval.<sup>265</sup>

64. A significant development was the elaboration of the Convention on the Safety of United Nations and Associated Personnel.<sup>266</sup> The Secretary-General had noted that he was conscious of the need to clarify the precise nature, scope and functional character of privileges and immunities.<sup>267</sup> The Secretary-General proposed the elaboration of a comprehensive new international instrument to codify and develop international law relating to the security and safety of United Nations forces and personnel,

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<sup>262</sup>Insurance had been introduced by the ACC because of the negative developments concerning security. Costs were allocated among the organizations by the Security Coordinator. ACC/1991/19, paras. 15 and 16. The CCAQ initially raised the measure in 1989, stressing that there should be coverage for staff required to work or visit “danger zones,” though no consensus was reached. See ACC/1989/6, para 55. The *ad hoc* inter-agency meeting 1991 recommended the extension of the scheme to locally-recruited staff as well as internationally-recruited general service and field service staff for service-incurred events. ACC/1991/19, paras. 16 -18.

<sup>263</sup> The development of such a programme was recommended by a number of bodies including the Secretary-General, the Commission on Human Rights and the General Assembly. See A/C.5/47/14, para. 31, E/CN.4/Sub.2/1982/19, para. 44, and G A resolution 49/238, para. 2. Additional substantive measures included reimbursement measures for evacuation or residential arrangements, and compensation for damage to personal effects. See ACC/1991/19, paras. 21, 28 and 35.

<sup>264</sup> G A resolution 49/238, para. 2.

<sup>265</sup> Hazard pay — as distinct from hardship pay — had been introduced in 1984 for dangerous situations. The ICSC approved in 1994 a range of hazard pay of 10-30% of the base pay depending on the degree of hazard. See A/49/30, paras. 288-291. See further G A resolution 49/223, sect. VI, requesting that the ICSC reconsider its decision.

<sup>266</sup> Adopted by the General Assembly at its forty-ninth session. See G A resolution 49/59, para. 1.

<sup>267</sup> A/C.5/44/11, para. 5.

<sup>269</sup> A/48/349. This proposal was informed in part by a proposal suggesting a convention aimed at the protection of United Nations peacekeeping missions. See S/25667, annex. The Secretary-General in his report however had emphasized the risk confronting categories of civilian personnel, suggesting further the extension of privileges and immunities under such an agreement to contractors and non-governmental organizations (NGOs). A/48/349, paras. 3 and 34. See also A/AC.242/1, para. 12.

and incorporate the developments arising from more recent practice.<sup>269</sup> The scope of application of the Convention, adopted by the General Assembly at its forty-ninth session, specifically defined “United Nations and associated personnel” to include officials and other personnel of the specialized agencies, though extending only to operations maintaining international peace and security, or where there exists an exceptional risk to safety.<sup>270</sup> The Convention further called for State parties to take steps to protect personnel and for the prompt release and return of such personnel if captured or detained.<sup>271</sup>

*d. Other Matters*

65. Additional consideration was given to a range of measures related to the coordination of information systems and the sharing of information electronically across the system during the period under review. Information-sharing was an area to which the ACC devoted specific attention, creating a Senior-level Task Force to review and make policy recommendations on the subject, as well as the structure and role of its Advisory Committee for the Coordination of Information Systems (ACCIS).<sup>272</sup> A 1991 resolution of the Council called for more effective use of existing coordination mechanisms with a view to regular consultation and coordination concerning informatics.<sup>273</sup> The Council further stressed the priority it attached to easy, economical and uncomplicated access to

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<sup>270</sup> G A resolution 49/59, annex, articles 1 and 2.

<sup>271</sup> *Ibid.*, articles 7 and 8. Additional provisions concerned measures and responsibilities of State Parties to prosecute those responsible for attacks on personnel. *Ibid.*, articles 9-20.

<sup>272</sup> E/1994/19, para. 13. On the recommendation of its Task Force, the ACC decided to discontinue the ACCIS and establish instead an Information Systems Coordination Committee. E/1994/19, para. 18.

<sup>273</sup> E S C resolution 1991/79, para 1. In this regard, the United Nations Educational, Scientific and Cultural Organization (UNESCO) had requested for inclusion in the agenda an item on international cooperation in the field of informatics. See E/1989/39.

growing computer databases of the United Nations.<sup>274</sup> A series of decisions of the Assembly also urged specialized agencies in this context to cooperate and interact to reduce existing disparities in information flows at all levels.<sup>275</sup>

## **B. The Making of Recommendations in Substantive Areas**

### **1. RECOMMENDATIONS IN ECONOMIC GROWTH AND DEVELOPMENT**

#### *a. Overall development concerns*

**66.** The Declaration on International Economic Cooperation, adopted at the Eighteenth Special Session of the Assembly in 1990, aimed at revitalizing economic growth and development in developing countries.<sup>276</sup> Citing a deterioration in the position of developing countries, and the opportunities and challenges resulting from the transformation of eastern European States, the Member States of the Assembly proclaimed their commitment to urgently promoting international economic cooperation. In this context, the Declaration recognized the important role of the United Nations system in revitalizing development in the 1990s, and the responsibility of specialized agencies, in particular, in revitalizing growth.<sup>277</sup>

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#### **1.**

<sup>274</sup> See E S C resolutions 1992/60, para. 1, and 1994/46, para. 1.

<sup>275</sup> See G A resolutions 44/50, 45/76, 46/73, 47/73, 48/44 and 49/38.

<sup>276</sup> G A resolution S-18/3.

<sup>277</sup> *Ibid.*, annex, para. 36. See also E S C resolution 1990/54, and G A resolutions 45/234 and 46/174 reaffirming this commitment.

67. A significant aspect of revitalization efforts lay in the provision of coordinated assistance to States in the transition to market-oriented economies.<sup>278</sup> The Assembly repeatedly stressed activities in support of privatization, demonopolization and deregulation, inviting the Secretary-General to give attention to coordination of the United Nations system in the field.<sup>279</sup> In this context, the Organization gave specific recognition to the need to promote cooperation between the United Nations and the Bretton Woods Institutions, namely the World Bank and the International Monetary Fund.<sup>280</sup>
68. In the provision of assistance to developing countries, the Assembly gave repeated consideration to human resources and capacity-building for development.<sup>281</sup> The Assembly called upon the Secretary-General to report on ways and means of strengthening the coordination of activities of the system in human resources development, requesting the formulation of specific proposals for enhancing inter-agency coordination.<sup>282</sup> The Assembly further called for organizations of the system to strengthen operational activities in human resources development in particular by improving coordination and developing a multi-sectoral integrated approach at the national and regional level.<sup>283</sup> In this regard, the CPC had identified human resources development as an issue for future programme analysis across the system.<sup>284</sup>

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<sup>278</sup> See G A resolution 47/187, para. 3.

<sup>279</sup> G A resolution 47/171, para. 1. See also G A resolution 48/180 stressing activities on the part of the system in support of public/private partnerships and entrepreneurship. Additional resolutions stressed the promotion of cooperatives. See G A resolutions 44/58, para. 2, 47/90, paras. 5 and 6, and 49/155, para. 5.

<sup>280</sup> See G A resolutions 47/181 and 48/181, para. 2. See also report of the Secretary-General, A/48/317, para. 7.

<sup>281</sup> This was stressed initially in the Assembly resolution concerning the comprehensive review of operational activities for development in its forty-fourth session. See G A resolution 44/211, para. 3. See also G A resolution 46/219, para. 27.

<sup>282</sup> See G A resolutions 45/191, para. 17, and 46/143, para. 8. See also A/46/461 and A/48/364.

<sup>283</sup> G A resolution 48/205, para. 6.

<sup>284</sup> A/44/16, para. 333.

69. Additional attention was given to the coordination of activities in the eradication of poverty,<sup>285</sup> as well as industrial development.<sup>286</sup> In regard to the latter, the Assembly requested that the ACC undertake consideration of ways to foster cooperation in the system in industrial development and diversification.<sup>287</sup> Repeated consideration was also given to activities of the system in support of the right to development.<sup>288</sup> The Secretary-General was requested to report to the fiftieth session of the Assembly on *inter alia* activities of the specialized agencies in support of the Declaration on the Right to Development.<sup>289</sup>

*b. Operational activities for development and the International Development Strategy*

70. Following a report of the DG DIEC on operational activities for development,<sup>290</sup> the Assembly adopted a resolution at its forty-fourth session with a triennial policy review of operational activities for development of the system.<sup>291</sup> There had been recognition on the part of the specialized agencies of the need to adapt development programmes in light of the major changes in the development scene in recent years.<sup>292</sup> The resolution adopted by the Assembly provided a comprehensive set of recommendations to organizations of the system on the coordination of operational activities for

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<sup>285</sup> See, e.g. G A resolutions 44/212, 47/197 and 49/110.

<sup>286</sup> See G A resolutions 45/196, 47/153 and 49/108.

<sup>287</sup> Ibid. Industrial Development had been the subject of a COPA for 1990. See A/44/16, para. 330 and A/45/16, paras. 370- 384. The CPC highlighted the lead role of UNIDO in the coordination of activities, and identified issues related to industrial development, including the question of the environment, and the role of women.

<sup>288</sup> See G A resolutions 44/62, 45/97, 46/123, 47/123 and 49/183. See also G A resolution 41/128, annex containing the “Declaration on the Right to Development”.

<sup>289</sup> G A resolution 49/183, para. 11.

<sup>290</sup> A/44/324.

<sup>291</sup> G A resolution 44/211.

<sup>292</sup> See ACC/DEC/1989/4.

development. Overall, the Assembly stressed a more decentralized approach to operational activities for development with a strengthened framework and focus on programming at the country-level.<sup>293</sup> In this context, the Assembly adopted a number of provisions directed towards reinforcing the leadership of the resident coordinator.<sup>294</sup> In addition, the Assembly stressed the need to improve coordination with respect to programming, recognizing the need to shift from a project-oriented approach to a programme-oriented one.<sup>295</sup> The Assembly also called for greater integration and coordinated programming based on the overall national framework as set out by Governments with harmonized programme cycles.<sup>296</sup> Further recognition was given to the role of the DG DIEC with the Assembly requesting that organizations of the system fully cooperate with him.<sup>297</sup>

71. In subsequent resolutions the Assembly reaffirmed the overall approach and the focus to coordination through the resident coordinator.<sup>298</sup> The Secretary-General was given particular responsibility for strengthening the resident coordinator system,<sup>299</sup> while the resident coordinators were called upon to establish mechanisms for field-level coordination.<sup>300</sup> The Assembly recommended a coordinated approach with respect to programme evaluation and management auditing.<sup>301</sup> At its subsequent triennial review during the forty-seventh session, the Assembly requested that inter-agency

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<sup>293</sup> G A resolution 44/211, paras. 14, 15 and 23.

<sup>294</sup> Ibid., para. 15. This included a clarified mandate for the ACC and closer cooperation of field representatives with the resident coordinator. Ibid.

<sup>295</sup> Ibid., para. 17.

<sup>296</sup> Ibid.

<sup>297</sup> Ibid., paras. 28 and 32.

<sup>298</sup> G A resolution 46/219. In this context, the Assembly advocated expansion of limits to field-level authority for modifying, canceling and adding activities and shifting resources. G A resolution 47/199, para. 25.

<sup>299</sup> Ibid., para. 38.

<sup>300</sup> Ibid., para. 40.

<sup>301</sup> Ibid., paras. 30 and 34.

coordination mechanisms, in particular the Joint Consultative Group on Policies, give priority to simplifying and harmonizing procedures related to project formulation, and agree on a common United Nations system-wide manual of procedures for programme component and project formulation.<sup>302</sup>

72. Regarding the formulation of an International Development Strategy (IDS) for the Fourth Development Decade, the twenty-fourth joint meeting of the ACC and CPC recommended a new strategy that would be realistic with clear guidelines for implementation.<sup>303</sup> In this regard, the Assembly noted that the 1980s were marked by a widening gap in economic growth and trade imbalances, and concluded that the goals and objectives of the IDS for the Third Development Decade were for the most part unattained.<sup>304</sup> To this end, the Secretary-General identified four major themes for a new IDS including acceleration of economic growth, the central theme of human development, poverty alleviation and environmental protection, concluding that coordination was necessary at all levels.<sup>305</sup>
73. The IDS recognized that organizations of the system have a special responsibility for the pursuit of the goals and objectives of the IDS, calling for closer inter-agency cooperation and coordination, as

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<sup>302</sup> Ibid., para. 33.

<sup>303</sup> E/990/4, para. 6. See also consideration by the Assembly. G A resolutions S/18-3 and 45/199. See further G A resolutions 48/185 and 49/92.

<sup>304</sup> See G A resolutions S/18-3, annex, para. 5, and resolution 45/199, annex, para. 2.

<sup>305</sup> Ibid., para. 10 and 35. The IDS remained a subject of consideration at the subsequent joint meeting. See E/1991/143. In this context, the chair of the CPC noted that emphasis should be placed on adopting policies and programmes that facilitate implementation of the IDS. Ibid., para. 8.

<sup>309</sup> Ibid., paras. 103 and 104.

well as organizational measures that strengthen the contribution of the system to development.<sup>309</sup>

Particular recognition was given to the role of the Secretary-General in this context both in submitting recommendations to assist in review and appraisal and in using the means he deems appropriate in facilitating a solution to debt problems.<sup>310</sup>

74. In calling for implementation of the Revitalization Declaration and the IDS, the Assembly requested that the Secretary-General report to the forty-ninth session on implementation.<sup>311</sup> In his report to the forty-ninth session, the Secretary-General expressed the view that the intensification of the globalization process in the first half of the 1990s confirmed the validity of the premises of the Revitalization Declaration and the IDS.<sup>312</sup> In discussing the role of the United Nations system, the Secretary-General noted that several factors had had repercussions on the work of the system in implementing IDS, notably, the diversion of resources from the long-standing IDS objectives to emergency crises in light of the escalation in internal conflict and civil strife.<sup>313</sup> The Assembly took note of the report of the Secretary-General with interest, requesting a further report to its fifty-first session.<sup>314</sup>

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<sup>310</sup> Ibid., paras. 106 and 112.

<sup>311</sup> G A resolution 47/152, para. 3. At its forty-eighth session, on the recommendation of the Second Committee, the Assembly requested that the Secretary-General include in his report information on difficulties encountered in implementation of the Revitalization Declaration and the IDS. G A resolution 48/185, para. 5.

<sup>312</sup> A/49/328, para. 2.

<sup>313</sup> The Secretary-General also identified the transition from centrally-planned to market-based economies. Ibid., paras. 107-109. See also main conclusions, Ibid., para. 8. Nevertheless, the Secretary-General emphasized that the system had played a significant role in accomplishing the objectives of the IDS. The Secretary-General noted in particular the participation of transitioning economies in the GATT, the IMF and the World Bank. Ibid., paras 7 and 110.

<sup>314</sup> G A resolution 49/92, paras. 1, 4 and 5.

*c. Specific Aspects of Development*

*i. Regional and national development initiatives*

75. At a regional level, the coordination of activities with respect to Africa remained a predominant concern.<sup>315</sup> As noted, this emphasis on Africa included a policy on the part of the Organization on cooperation by specialized agencies with the OAU.<sup>316</sup> Recommendations also invited cooperation with other regional bodies in Africa.<sup>317</sup>
76. A cause of this continuing attention was recognition of developing economic problems in the region and the perceived lack of success of the prior United Nations Programme of Action for African Economic Recovery and Development 1986-1990.<sup>318</sup> While there was recognition that the reworking of programmes of the United Nations system had been real and sustained, the Assembly concluded that this was insufficient to change policy dialogue;<sup>319</sup> the failure of economic reforms was cited as a principal cause of this result.<sup>320</sup> This circumstance resulted in the declaration by the Assembly of the United Nations New Agenda for Development in the 1990s, which aimed to accelerate the

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<sup>315</sup> See discussion under the study of this Article in *Supplements 6 and 7*.

<sup>316</sup> See, e.g., G A resolutions 44/17, 45/13 and 49/64. See also discussion under “Cooperation with other international organizations” *supra*.

<sup>317</sup> Such as the Southern African Development Coordination Conference. See G A resolution 44/221 and 48/173.

<sup>318</sup> See G A resolution 46/151, annex, sect. I. The assessment derived from a report called for in resolution 45/78 A. See A/46/41. The assessment was specific to point out the areas of “non-success” and that these did not make the programme a failure. G A resolution 46/151, annex, sect. I, paras. 11 and 12.

<sup>319</sup> *Ibid.*, para. 6.

<sup>320</sup> See G A resolutions 46/20, and 46/151, Annex I, para. 10. A review of the programme cited the fact that only two thirds of the African countries pursued sustained economic reforms. *Ibid.* The Programme of Action had been adopted by the Assembly prior to the period at its Thirteenth Special Session. G A resolution S – 13/2, annex. See also discussion under the Study of this Article in *Supplement 7*, para. 59.

transformation, diversification and growth of the African economy, and enhance self-reliance.<sup>321</sup> In this context, the Agenda identified a specific role for the United Nations system, and the specialized agencies in particular, to identify programmes consistent with the Agenda as well as contribute to follow-up.<sup>322</sup> Reiterating its decision at the forty-eighth session, the Assembly called for the Secretary-General to consult with the specialized agencies on issues related to the diversification of the African economy.<sup>323</sup>

77. As identified in the New Agenda for Development, one of the major programmes for Africa was the Second Industrial Development Decade for Africa (1991-2000),<sup>324</sup> and in this context, the Assembly urged the specialized agencies, including financial institutions, to adopt an integrated approach to implementation of the programme for the Decade.<sup>325</sup> The Assembly affirmed the role of UNIDO in particular in providing support for and evaluation of implementation of the Decade.<sup>326</sup> The Assembly emphasized the integration of relevant provisions of Agenda 21 of the United Nations Conference on Environment and Development (UNCED) with the programme for the Decade.<sup>327</sup>

78. Additional decisions of the Assembly in the period relating to Africa concerned questions of a humanitarian or political nature. Resolutions related to South Africa continued to include calls for

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<sup>321</sup> Ibid., sect. II, para. 6. A list of goals included, for example, efforts in life expectancy, the integration of women, nutrition and so forth was included. Ibid., para. 7.

<sup>322</sup> Ibid., paras. 39 and 40.

<sup>323</sup> G A resolution 48/214, paras. 12 and 17. Organizations of the system were also called upon to implement the Declaration resulting from the Tokyo International Conference on African Development. Ibid., para. 25.

<sup>324</sup> G A resolution 46/151, sect. II, para. 12.

<sup>325</sup> G A resolution 47/177, paras. 4 and 7. The Second Decade had been proclaimed by resolution 44/237 and the programme adopted by decision 46/458. See also E S C resolution 1991/81.

<sup>326</sup> See G A resolutions 47/177, para. 9 and 49/107, paras. 6 and 7.

<sup>327</sup> G A resolution 47/177, para. 5. See Report of the United Nations conference on Environment and Development, A/Conf.151/26/REV.1, vols. I-III, United Nations Sales No. E.93.I.8.

coordinated action on the part of specialized agencies.<sup>328</sup> This included continued opposition to *apartheid*, and, following negotiations and the transition to democracy, the coordination of activities of specialized agencies in assistance to the country.<sup>329</sup> With the large number of refugees and displaced persons as a result of strife and civil war, the Assembly made repeated appeals to the system to provide material, financial and technical assistance.<sup>330</sup> Organizations were, *inter alia*, called upon to strengthen the emergency response capacity of the Office of the High Commissioner for Refugees.<sup>331</sup> Bearing in mind the particularly serious problem of the Sudano-Sahel region, the Assembly also continued to recommend a coordinated response to combating desertification and drought in Africa, inviting relevant specialized agencies to take action including participation in the elaboration and subsequent implement of an international convention.<sup>332</sup>

79. Reference may also be made to a number of decisions in which the General Assembly urged the specialized agencies to act in support of peace, democracy and development in Latin America. Aside from cooperation with various regional bodies,<sup>333</sup> the Assembly also decided to place renewed emphasis on the Special Plan for Economic Cooperation in Central America, extending it for an

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<sup>328</sup> See, e.g., resolutions 44/136, 45/176. See also Declaration on Apartheid and its Destructive Consequences adopted at the Sixteenth Special Session, resolution S/16-1. See also discussion under the Study of this Article in *Supplement 7*.

<sup>329</sup> G A resolution 46/79, para. 17. The Secretary-General was specifically requested to ensure such coordination. *ibid.*, para. 18. See also resolution 48/159, para. 20.

<sup>330</sup> G A resolution 46/108, para. 6 and 47/107, para. 6.

<sup>331</sup> G A resolution 49/174, para. 7. In this context, the Assembly noted the experience in Rwanda as a particular example.

<sup>332</sup> See G A resolution 44/172 B. See also resolutions 48/191, para. 5, and 49/234, paras. 7 and 10.

<sup>333</sup> See, e.g., G A resolutions 45/5, para. 5, 46/12, para. 5, and 49/6, para. 5. See also discussion *supra* on the Organization of American States.

additional three years.<sup>334</sup> Specialized agencies were, *inter alia*, called upon to participate actively and adopt measures for the implementation of activities in support of the goals and objectives of the Plan, as well as support projects of countries within the machinery of the Plan.<sup>335</sup>

**80.** The Assembly also maintained its practice of addressing recommendations to specialized agencies for activities in support of individual States. The Assembly cited a range of factors, including the global economic situation and the impact of natural disasters as giving rise to the particular need for individual assistance to selected States.<sup>336</sup> Recommendations called for activities of specialized agencies in support of individual States as a result of financial crisis,<sup>337</sup> humanitarian crisis such as the impact of refugees,<sup>338</sup> and as a consequence of natural disasters.<sup>339</sup> In this context, the Assembly drew attention to the results of the Second United Nations Conference on LDCs, which identified the need for programmes in a number of areas.<sup>340</sup> Repeated calls were also made for assistance on the part of specialized agencies in response to contemporary political and military conflict as in the case of Afghanistan,<sup>341</sup> Rwanda,<sup>342</sup> and the former Yugoslavia.<sup>343</sup>

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**1.**

<sup>334</sup> See G A resolution 45/231, para. 2. For the plan, see A/42/949, annex. See also G A resolution 42/231. The involvement of specialized agencies in the implementation of the Plan is discussed under the study of this Article in *Supplement 7*.

<sup>335</sup> G A resolutions 45/231, para. 8, and 46/170, para. 4.

<sup>336</sup> G A resolutions 45/230 and 47/159.

<sup>337</sup> See, e.g., G A resolutions 45/230, 45/257 and 47/159.

<sup>338</sup> See, e.g., G A resolutions 45/232, 47/157, 47/179 and 48/198.

<sup>339</sup> See e.g., G A resolutions 47/169, 48/8 and 48/234.

<sup>340</sup> See G A resolution 45/230. See also report of the conference, A/45/695.

<sup>341</sup> See, e.g., resolutions 47/119 and 49/140.

<sup>342</sup> G A resolution 48/211.

<sup>343</sup> G A resolutions 48/210 and 49/21 A.

*ii. Least Developed Countries (LDCs)*

- 81.** Citing the continuing deterioration in the overall socio-economic situation, the Assembly repeatedly drew particular attention to the needs of the LDCs.<sup>344</sup> In this context, the Second United Nations Conference on the LDCs, convened in 1990,<sup>345</sup> approved a Programme of Action for the Least Developed Countries in the 1990s, which included a global framework of issues such as debt, trade, and economic and technical cooperation as well as measures in specific development issues aimed at developing human capacities.<sup>346</sup> The Programme also contained provisions for implementation, follow-up and monitoring review at the secretariat level that included measures for mobilization and coordination.<sup>347</sup> The Assembly repeatedly urged, *inter alia*, the organizations of the system to take immediate and concrete steps to implement the Programme as a matter of urgency.<sup>348</sup>
- 82.** In terms of implementation, the Assembly called upon organizations to establish or strengthen focal points in each agency for LDCs in order to involve them actively in the implementation of the Programme.<sup>349</sup> The Secretary-General was requested to ensure full mobilization and coordination in the implementation and follow-up.<sup>350</sup> Inter-agency consultations on the follow-up to the Programme

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**1.**

<sup>344</sup> G A resolutions 44/220, 45/206, 46/156, 46/209, 47/173, 48/171, 49/98. In this regard, The proclamation of the IDS observed that the number of LDCs instead of declining had actually increased. G A resolution 45/199, annex, sect. IV and para. 99.

<sup>345</sup> A/CONF.147/18. The Assembly had decided to convene the Conference to review progress in LDC development at its forty-second session. See G A resolution 42/177. See also discussion of LDCs under the study of this Article in *Supplement 7*, paras 52-54.

<sup>346</sup> A/CONF.147/18, sects. III and IV.

<sup>347</sup> *Ibid.*, sect. VI, para. 142. See also Secretary-General report, A/45/695, para. 11.

<sup>348</sup> G A resolutions 45/206, para. 4, 46/156, para. 2, 48/171, para. 2, 49/98, para. 1.

<sup>349</sup> G A resolution 45/206, para. 15, 46/156, para. 10. This point was reiterated at the first inter-agency consultative meeting in 1991 on the follow-up to the Programme, which called for such focal points to be of a substantive nature, with adequate capacity, and capable of review and appraisal at the sectoral level. See E/1992/11/Add.1, para. 60.

<sup>350</sup> G A resolutions 45/206, para. 13, 46/156, para. 9, 48/171, para. 7.

emphasized the important role of the specialized agencies in providing financial and technical assistance, as well as advocacy and advice to LDCs.<sup>351</sup> Limitations identified in the progress of implementation led the Assembly to decide to convene a High-level Intergovernmental Meeting on the Mid-term Global Review of implementation in 1995.<sup>352</sup> The Assembly invited organizations to undertake sectoral appraisals in their respective fields and convene an inter-agency meeting to ensure mobilization and coordination in preparation for the review.<sup>353</sup>

*iii. Land-locked and Island Developing States*

**83.** A specific concern identified in the context of the LDC Programme of Action was the particular problems confronting island developing and land-locked States.<sup>354</sup> Special attention to the circumstances of such States on the part of the system had been emphasized in the context of the World Conference on Natural Disaster Reduction.<sup>355</sup> In regard to island developing states, the Assembly recommended that organizations respond positively to their particular needs in recognition of specific problems arising from such factors as natural disasters, constraints on transport and communications, distances from market centers, limited internal markets, depletion of non-renewable resources and adverse effect of sea level rise.<sup>356</sup> In 1994, the first Global Conference on Sustainable

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**1.**

<sup>351</sup> See E/1992/11/Add.1, paras. 58 and 62. A second consultation in 1992 discussed the strategic approach of the United Nations system in implementation. The meeting highlighted three main tasks for agencies: information and advocacy; policy advisory functions and resource mobilization; and the funding and delivery of agency's own assistance programmes. E/1993/47/Add.2, para. 18. The ACC endorsed this approach and guidelines were issued to headquarters and field structures of the organizations. See also E/1993/81, para. 61.

<sup>352</sup> G A resolution 49/98, para. 4.

<sup>353</sup> *Ibid.*, para. 4(d) and (e).

<sup>354</sup> See A/CONF.147/18, paras. 125 – 127.

<sup>355</sup> See the “Yokohama Strategy for a Safer World”, A/Conf.172/9, ch. I, Annex, para. 9. See also discussion *infra*. The G A called for implementation of the Yokohama Strategy by resolution 49/22.

<sup>356</sup> G A resolutions 45/202, para. 10, 47/186, para. 8, and 49/100.

Development of Small Island Developing States was convened.<sup>357</sup> The Conference resulted in a Programme of Action for the Sustainable Development of Small Island Developing States, which included a call for the United Nations system to give special priority to implementation in light of their environmental vulnerability.<sup>358</sup> The Programme of Action was endorsed by the General Assembly at its forty-ninth session, calling for the organizations to implement the commitments reached at the Conference and take action in follow-up.<sup>359</sup>

## 2. RECOMMENDATIONS IN SOCIAL DEVELOPMENT AND CONCERN

### *a. Advancement of Women*

**84.** Expressing concern at the slow progress in the advancement of women and indications of a regression in their status, the Organization placed renewed emphasis on implementation of the Nairobi Forward-

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### 1.

<sup>357</sup> See A/CONF.167/9. The Assembly decided to convene the Conference at its forty-seventh session. See G A resolution 47/189, para. 1. The General Assembly requested that the Secretary-General establish in close cooperation with, *inter alia*, organizations of the system, a focal point at an appropriate level to service fully the preparations for the Conference. *Ibid.*, para. 13.

<sup>358</sup> A/CONF.167/9, Annex II and para. 66. The Programme of Action consisted of 14 priority themes, many calling for assistance on the part of the international community in environmental measures. *Ibid.*, Annex II, Section XI, para. 52 (ii).

<sup>359</sup> G A resolution 49/122, paras. 2 and 4.

<sup>363</sup> See G A resolutions 44/77 and 45/129. See also E S C resolutions 1990/14 and 1990/15. In this context, the recommendations and conclusions arising from the first review and appraisal of the implementation of the Nairobi Forward-looking Strategies identified the existence of obstacles to implementation. See E S C resolution 1990/15, annex, para. 2. The Nairobi Forward-looking Strategy was adopted at the 1985 World Conference to Review and Appraisal of the Achievements of the United Nations Decade for Women.

looking Strategies for the Advancement of Women (Forward-looking Strategies) adopted in 1985.<sup>363</sup> Recommendations to the specialized agencies on the implementation of the Forward-looking Strategies were made at every session.<sup>364</sup> In this context, the specialized agencies were requested to integrate activities for the advancement of women into a variety of development programmes<sup>365</sup> from the environment<sup>366</sup> to industrial development,<sup>367</sup> as well as the conditions of rural women,<sup>368</sup> and the convening of the Fourth World Conference on Women in 1995.<sup>369</sup>

85. Throughout the period, the Assembly consistently reaffirmed the central role of the Commission on the Status of Women (CSW) in matters related to the advancement of women, urging organizations of the system cooperate fully with it.<sup>370</sup> Coordination in the implementation of recommendations was further effected through *ad hoc* inter-agency meetings held under the auspices of the ACC annually.<sup>371</sup> In this regard, the 1994 *ad hoc* inter-agency meeting recommended that the ACC give urgent attention to regularizing the *ad hoc* inter-agency meeting on women as one of its subsidiary bodies beyond 1995 and strengthen its mandate and terms of reference in light of the results of the

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<sup>364</sup> G A resolutions 44/77, para. 2, 45/129, para. 2, 46/98, para. 3, 47/95, para. 3, 48/108, para. 3, 49/161, para. 3.

<sup>365</sup> G A resolutions 44/171, and 46/98, para. 20, and E S C resolution 1989/41, paras. 3 and 4.

<sup>366</sup> The United Nations Conference on Environment and Development (UNCED) adopted Agenda 21 which dealt in part with global action for women towards sustainable and equitable development, including action on the part of organizations of the system to ensure that women were fully integrated into all policies, programmes and activities. See Report of United Nations Conference on Environment and Development 1992, vol. I United Nations Sales No E.93.I.8.

<sup>367</sup> See report of the Committee for Programme and Coordination (CPC), A/45/16, para. 384.

<sup>368</sup> The Geneva Declaration on Rural Women, adopted at the Summit on the Economic Advancement of Rural Women, contained a number of policy prescriptions and strategies addressed, *inter alia*, to specialized agencies for the economic advancement of rural women. A/47/308, Annex. The Assembly urged organizations of the system to take the Geneva Declaration into account in carrying out programmes, inviting relevant governing bodies to consider the adoption of specific measures to meet the special need of rural women. G A resolution 47/174, para. 3.

<sup>369</sup> G A resolutions 45/129, para. 8, and 46/98, para. 9, and E S C decision 1992/272.

<sup>370</sup> G A resolutions 44/77, para. 5, 45/129, para. 5, 46/98, para. 5, 47/95, para. 5, 48/109, para. 5, 49/161, para. 5.

Forth World Conference on Women.<sup>372</sup> At the national level, organizations of the system were urged to cooperate with the Resident Coordinator, particularly in preparation for the Fourth World Conference on Women in 1995.<sup>373</sup> A draft Platform of Action was also drawn up for the Fourth World Conference to serve as a means for continued implementation of the Forward-looking Strategies.<sup>374</sup> With the goal of equality by the twenty-first century, the Platform contained specific reference to activities on the part of the specialized agencies on a number of themes including human rights,<sup>375</sup> access to capital,<sup>376</sup> and participation in conflict resolution.<sup>377</sup> A statement of the 1994 *ad hoc* inter-agency meeting declared the Platform to be the framework for concerted action at the international, national and local levels for achieving the objectives of the Nairobi Forward-looking Strategies for the rest of the decade and beyond.<sup>378</sup>

- 86.** The coordination of activities in combating violence against women represented an area of particular attention in the period. Concerned that violence against women was an obstacle to the Forward-looking Strategies, the Assembly, at its forty-eighth session, proclaimed the Declaration on the Elimination of Violence against Women.<sup>379</sup> The Declaration specifically addressed the specialized
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### 3.

<sup>371</sup> ACC/1989/PG/3, ACC/1990/PG/13, E/1991/42/Add.2, E/1992/11/Add.1, ACC/1992/9, ACC/1993/9, ACC/1994/8.

<sup>372</sup> ACC/1994/8, para. 2.

<sup>373</sup> See report of the *ad hoc* Inter-agency Meeting on Women. ACC/1994/9, para. 4 (a). CSW resolution 36/8, Section B, para. 2. An *ad hoc* inter-agency committee for the conference was established as a structure for ensuring coordination in preparation. E/CN.6/1994/9, para. 4.

<sup>374</sup> E/CN.6/1994/10.. See also Commission on the Status of Women [hereinafter CSW] resolution 36/8, Sect. A, para. 7. The Secretary-General proposed that a further draft Platform be elaborated based on the deliberations of the CSW at its thirty-eighth session. E/CN.6/1994/10, para. 5.

<sup>375</sup> *Ibid.*, sect. B.

<sup>376</sup> *Ibid.*, sect. C.

<sup>377</sup> *Ibid.*, sect. H.

<sup>378</sup> ACC/1994/8, Annex III, para. 2.

<sup>379</sup> G A resolution 48/104. The Council expressed similar concern. See E S C resolutions 1991/18 and 1993/26.

agencies, asking that they contribute to the recognition and realization of the rights and principles of the Declaration, by, *inter alia*, promoting awareness, and encouraging coordination and exchange among organizations of the system.<sup>380</sup> Recommendations were also addressed to specialized agencies with respect to ongoing international conflicts. At its forty-eighth session, the Assembly, citing reports of widespread rape and abuse of women and children in the former Yugoslavia, urged, *inter alia*, relevant organizations, including the World Health Organization (WHO) to provide victims appropriate assistance for their rehabilitation and to extend support to community-based assistance programmes.<sup>381</sup>

*b. Drug Control and Trafficking*

87. The Organization gave new emphasis on enhancement and coordination of drug control activities in the period under review.<sup>382</sup> The seventeenth special session of the General Assembly devoted to the question of international cooperation against the illicit production, supply, demand, trafficking and distribution of narcotic drugs adopted a Global Programme of Action towards improving such cooperation.<sup>383</sup> A United Nations System-Wide Action Plan on Drug Abuse Control, called for at the Seventeenth Special Session,<sup>384</sup> was adopted as a tool for the coordination of activities and policies of

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<sup>380</sup> G A resolution 48/104, article 5. Recommendations included fostering international and regional cooperation, and analyzing trends in violence against women, promoting the formulation of guidelines or manuals on the subject. *Ibid.*, Article 5 (a-h).

<sup>381</sup> G A resolutions 48/143, para. 8, and 49/205, para. 15.

<sup>382</sup> See G A resolution 44/16.

<sup>383</sup> G A resolution S-17/2, annex.

<sup>384</sup> S-17/2, Annex - Political Declaration, , para. 24. The initiative for such a Plan began before the Seventeenth Special Session as a recommendation of the ACC and CPC. See E/1990/4, paras. 72 and 75.

specialized agencies on drug abuse control.<sup>385</sup> Further development took place in regard to the creation of a coordination mechanism in the United Nations International Drug Control Programme based in Vienna.<sup>386</sup> The Organization also sought to underscore the involvement of the United Nations in the fight against drugs through the proclamation of the period from 1991 to 2000 as the United Nations Decade Against Drug Abuse.<sup>387</sup>

**88.** The Global Programme of Action, adopted at the Seventeenth Special Session, set out to strengthen and enhance the capabilities of the United Nations in achieving more effective and coordinated cooperation at the international, national and regional levels to the threat posed by illicit production and trafficking of narcotic drugs and psychotropic substances.<sup>388</sup> In this context, the Global Programme of Action called upon the specialized agencies to give a higher level of priority in their programmes of work to international measures to combat illicit production, supply, demand, trafficking, and distribution of narcotic drugs and psychotropic substances.<sup>389</sup> The specialized agencies, *inter alia*, were also asked to play a more active part in assisting the United Nations in its role as an advisory center for collecting, analyzing and disseminating information in the field of reduction of illicit demand,<sup>390</sup> as well as supporting States in following up implementation of the Global Programme.<sup>391</sup> Specific agencies were also identified and called upon to perform various mandates of the Global Programme of Action, which correlated with their area of specialty. For

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<sup>385</sup> See G A resolution 49/168, sect. IV, para. 1. See also Report of the Economic and Social Council to the General Assembly, "Agreed Conclusions", A/49/3/Rev.1, ch. III sect. B, para. 34.

<sup>386</sup> G A resolution 45/179, para. 3.

<sup>387</sup> S-17/2, Annex, Political Declaration, para. 29.

<sup>388</sup> S-17/2, Annex, paras. 4, and 25.

<sup>389</sup> S-17/2, Annex, para. 23.

<sup>390</sup> *Ibid.*, para. 12.

example, the International Labour Organization (ILO) was invited to provide advice on education programmers to reduce drugs in the workplace, the WHO was encouraged to assist in developing training materials to ensure that medical practitioners are well trained in prescribing narcotic drugs, and the International Civil Aviation Organization (ICAO) was invited to work with States to suppress illicit trafficking of such substances.<sup>392</sup>

**89.** The twenty-fourth Joint Meeting of the ACC and CPC noted scope for strengthening coordination, proposing a system-wide plan of action prepared by the ACC and leading to specific actions to be carried out by organizations of the system.<sup>393</sup> The recommendation was endorsed by the Assembly in resolution 44/141, which requested that the Secretary-General, in his capacity as Chairman of ACC, coordinate, at the inter-agency level, the development of such a plan.<sup>394</sup> In light of the adoption of the Global Programme of Action, the System-Wide Plan underwent continuing revision throughout the period.<sup>395</sup> Both the Assembly and the Council endorsed revision in light of the Special Session, noting in particular the need to incorporate the creation of the United Nations International Drug Control Program.<sup>396</sup>

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<sup>391</sup> Ibid., This was reiterated in Assembly resolution 45/148 para. 5.

<sup>392</sup> Ibid., paras. 21, 24 and 58.

<sup>393</sup> E/1990/4, paras. 73 and 74.

<sup>394</sup> G A resolution 44/141, para. 3.

<sup>395</sup> An initial Plan prepared under the auspices of the United Nations office in Vienna in early 1990 was revised at an *ad hoc* inter-agency meeting to take into account the results of the Seventeenth Special Session. See ACC/1990/PG/1. See also E/1990/4 para 5. In presenting the initial Plan, the Secretary-General had identified the need to update it in light of changing circumstances. See E/1990/39 and Add.1. This had also been recognized by the ACC itself, which noted that the novelty of the plan, its complexity and the record time in its formulation implicated a need for revision. E/1991/4, para. 44.

<sup>396</sup> G A resolution 45/179, para. 10, and E S C resolution 1990/87, para. 3.

90. Expressing its concern over limited progress by the agencies in incorporating drug problems in their programmes of activities, the Assembly subsequently called for the creation of agency-specific implementation plans by the agencies, and for the ACC to update the system-wide Plan to include provision for such agency-specific plans.<sup>397</sup> The revised System-Wide Action Plan finally consisted of three parts: (a) the strategic orientation of the Plan; (b) the reports of activities the previous year; and (c) forward looking agency-specific implementation plans with the following areas of concern: (i) prevention and demand reduction; (ii) treatment, rehabilitation and social reintegration; (iii) supply reduction; (iv) suppression of illicit traffic; and (v) multi-sectoral activities.<sup>398</sup> Both the Assembly and the Council subsequently expressed support for the Plan as a vital tool for coordination.<sup>399</sup> However, the Council recognized the need to sharpen its focus through greater definition of shared goals and indications for how to translate the Plan into concrete operational projects at the field level.<sup>400</sup>

91. In terms of coordination machinery, the ACC's Inter-Agency Meeting of Coordination in Matters of International Drug Control, renamed the Subcommittee on Drug Control,<sup>401</sup> was recognized as a critical working tool for achieving coordination among the specialized agencies in the formulation and implementation of the Plan, reaffirming that it should be used to focus on and overcome difficulties in coordination.<sup>402</sup> In addition, the United Nations International Drug Control Programme

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<sup>397</sup> G A Resolution 47/100 paras. 2 and 5. The revision was presented to the Assembly through the Council, see A/48/178. See also revised Plan presented to the forty-ninth session of the Assembly, A/49/139.

<sup>398</sup> A/49/139, para. 8. Contributions to the Plan were received from ILO, UNESCO, IMO, UNIDO and WHO. *Ibid.*, para. 10.

<sup>399</sup> G A resolution 49/168, sect. IV, para. 1. See also agreed conclusion of the Council at its coordination segment, A/49/3/Rev.1, sect. III, ch. B.

<sup>400</sup> *Ibid.*, para. 34. Conclusions also endorsed by the Assembly, see G A resolution 49/168, sect. IV, para. 3.

<sup>401</sup> For reasons of brevity. E/1993/18 para. 1

<sup>402</sup> A/49/3/Rev.1, agreed conclusions.

(UNDCP) was established as a main coordination mechanism in light of the recognition that the new dimensions of drug menace necessitated a more comprehensive approach to international drug control and a more efficient coordinated structure in order to enable the United Nations to play a central role to combat this threat.<sup>403</sup> It was also decided that the UNDCP should participate in the work of the ACC.<sup>404</sup>

92. Reference should also be made to the declaration of the period of 1991-2001 as the United Nations Decade against Drug Abuse, which sought implementation of the Global Programme of Action at the national, regional and international level.<sup>405</sup> A coordinator was appointed to promote and monitor international efforts, as well as to inform the Organization of developments.<sup>406</sup>

*c. Crime Prevention*

93. Recognition of the increasingly international character of crime resulted in greater emphasis on the role of the United Nations in global efforts to combat it in the period under review. The Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held in 1990, adopted “international cooperation” as its theme,<sup>407</sup> noting a growing discrepancy between world-wide crime

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<sup>403</sup> A/46/480. By resolution 45/179, the Assembly had welcomed the proposal of the Secretary General, following a report of a Group of Experts, to unify the United Nations structure for drug abuse control and requested the Secretary General create this single drug control programme entitled UNDCP.

<sup>404</sup> E/1992/11/Add.1, para. 102.

<sup>405</sup> S-17/2, para. 29.

<sup>406</sup> G A resolution 46/103, para. 11.

<sup>407</sup> This was pursuant to a resolution of the Council. See E S C resolution 1989/69, para. 13. See also G A resolution 44/72. See further report of the Congress, A/Conf.144/28.

prevention needs and the United Nations response.<sup>408</sup> Considering the results of the Congress, the Assembly called for the question of crime to be given a higher priority in the United Nations system.<sup>409</sup> Recommendations included activities ranging from the prevention of smuggling of illegal aliens<sup>410</sup> to the promotion of rules and guidelines with respect to juvenile crime.<sup>411</sup> A consequence of these recommendations was greater attention devoted to coordination among the specialized agencies on crime prevention, and mechanisms to achieve such coordination.<sup>412</sup>

94. During the period, a significant number of recommendations to the specialized agencies derived from United Nations Congresses on the Prevention of Crime. The Milan Plan of Action, adopted at the Seventh United Nations Congress, had recognized that the multi-sectoral and inter-disciplinary nature of crime prevention demands the coordination of various agencies.<sup>413</sup> The Eighth Congress further adopted a number of draft resolutions recommended to the Assembly for adoption, which included specific recommendations to specialized agencies.<sup>414</sup> These included, for example, calls for the specialized agencies to assist in the promotion and implementation of rules and guidelines in criminal justice, to collaborate on the use of children in criminal activities, and to give a high priority to

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<sup>408</sup> Ibid. See also consideration by the Secretary-General, A/45/629, para. 76. Delegations recognized that the internationalization of crime called for effective multilateral efforts for crime prevention and control, and that the United Nations should be the focal point for such efforts. A/Conf.144/28, ch. IV, para. 85.

<sup>409</sup> See G A resolution 45/121.

<sup>410</sup> See G A resolution 48/102.

<sup>411</sup> See, e.g., G A resolutions 45/113 and 45/122.

<sup>412</sup> See report of the Secretary-General on implementation of the Eighth Congress recommendations. A/45/629, para. 89. See also E S C resolution 1992/22.

<sup>413</sup> A/Conf.121/22/Rev.1, Ch. I, para. 3. The Assembly reaffirmed the Milan Plan at the outset of the period. G A resolution 44/72, para. 2.

<sup>414</sup> See A/Conf.144/28, ch. I, sect. A.

systemization and computerization projects for criminal justice.<sup>415</sup> Specialized agencies were also subsequently urged to assist in the activities of the United Nations Crime Prevention and Criminal Justice Programme, which was created subsequently.<sup>416</sup>

95. During the period, the Assembly emphasized the role of the Secretary-General in coordinating activities of the specialized agencies.<sup>417</sup> The Assembly called upon the Secretary-General to translate the various recommendations of the Eighth Congress into action and provide adequate follow-up,<sup>418</sup> as well as give the Crime Prevention Programme a high priority and function in the coordination of crime prevention activities carried out by United Nations entities.<sup>419</sup> Further to this request, the Secretary-General was also requested to undertake the Programme's operationalization by strengthening and coordinating activities in the field notably through the development of advisory services, training programmes and other collaborative mechanisms.<sup>420</sup> The pivotal role of the Committee on Crime Prevention and Criminal Justice in providing guidance in this field and through the preparation of congresses and the coordination of United Nations activities was also recognized.<sup>421</sup> The Committee was upgraded to a Commission on Crime Prevention and Criminal Justice in 1992<sup>422</sup> and tasked with planning, coordination and implementation of activities related to

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<sup>415</sup> Ibid. The Assembly endorsed implementation of the Congress recommendations by the specialized agencies. G A resolution 45/121, para. 9. See also report of the Secretary-General, A/45/629, para. 95.

<sup>416</sup> G A resolution 46/152, para. 8.

<sup>417</sup> See G A resolution 48/103.

<sup>418</sup> G A resolution 45/121, para. 11.

<sup>419</sup> G A resolution 46/152.

<sup>420</sup> Ibid., annex, paras. 17 and 18. See also E S C resolution 1993/34, sect. III, para. 7. The Secretary-General reported on the development of such services and programmes in the United Nations system to the forty-ninth session. See A/49/593, sect. III.

<sup>421</sup> See E S C resolution 1989/68.

<sup>422</sup> E S C resolution 1992/1.

crime prevention.<sup>423</sup> Nevertheless the Secretary-General repeatedly identified problems in coordination, citing a lack of resources both monetary and human.<sup>424</sup>

96. The smuggling of aliens was a particular issue in which the Organization addressed recommendations to the specialized agencies.<sup>425</sup> At its forty eighth session, the Assembly requested that the specialized agencies, in particular the International Maritime Organization and International Civil Aviation Organization consider ways and means to enhance international cooperation to combat the smuggling of aliens.<sup>426</sup> Additional concern included organized crime regarding which the Commission on Crime Prevention was requested to act as a focal point.<sup>427</sup> With the United Nations Conference on the Environment and Development (UNCED),<sup>428</sup> the Council further suggested the inclusion of protection of the environment in crime prevention programmes as one of three priority themes to guide the work of the Commission on Crime Prevention.<sup>429</sup> In this regard, the Secretary-General, who had been requested to implement the recommendations of the Congress,<sup>430</sup> was specifically requested to consider undertaking activities in the field of environmental crime under the United Nations crime prevention and criminal justice programme.<sup>431</sup>

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<sup>423</sup> E S C resolution 1992/22.

<sup>424</sup> A/ 45/629, para. 89. The Secretary-General specifically referenced problems in coordination identified in a note by the Secretariat regarding coordination between the programme of human rights in the administration of justice and the programme of crime prevention and criminal justice. E/CN.4/Sub.2/1994/WG.1/CRP.1.

<sup>425</sup> G A Resolution 48/102.

<sup>426</sup> *Ibid.*, para. 11.

<sup>427</sup> E S C resolution 1994/12, para. 12.

<sup>428</sup> See discussion *infra*.

<sup>429</sup> E S C Resolution 1992/22, sect. VI. See also resolutions of the Eighth Congress, A/Conf.144/28, Ch. I, sect. C. By resolution 45/121, the Assembly had welcomed the resolutions adopted by the Eighth Congress.

<sup>430</sup> See G A resolution 45/121, para. 11.

<sup>431</sup> E S C resolution 1993/28, para. 2.

3. RECOMMENDATIONS IN THE ENVIRONMENT, ENERGY AND NATURAL DISASTERS

*a. The Environment*

97. The extensive consideration given by the Organization in the period to questions of protection and preservation of the environment resulted in a number of decisions directed at the coordination of the policies and activities of the specialized agencies. A primary focus of these recommendations was the preparation, implementation and follow-up to UNCED held in 1992.<sup>432</sup> While the programme that emerged from UNCED, Agenda 21, prompted a number of recommendations respecting the environment in general, consideration and recommendations were also directed to specialized agencies with respect to activities in a number of specific areas, such as climate change,<sup>433</sup> the marine environment,<sup>434</sup> and environmental emergencies.<sup>435</sup>
98. By resolution 44/228, the Assembly called for UNCED to be held in 1992, identifying among the Conference objectives the promotion of international cooperation within the United Nations system in monitoring environmental threats, the recommendation of measures to the system, and the specification of the responsibility among organizations for implementation of UNCED recommendations.<sup>436</sup> The Secretary-General was called upon to ensure the coordination of contributions from the specialized agencies through the ACC.<sup>437</sup> Following UNCED, the Assembly, at its forty-seventh session, gave specific attention to the issue of coordination in implementation of

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<sup>432</sup> See Report of the United Nations conference on Environment and Development, A/Conf.151/26/REV.1, vols. I-III, United Nations Sales No. E.93.I.8.

<sup>433</sup> See G A resolutions 45/212, para. 21 and 47/195, para. 9.

<sup>434</sup> See G A resolutions 45/197, para. 4 and 47/192, para. 11.

<sup>435</sup> See discussion *infra*.

<sup>436</sup> G A resolution 44/228, sect. I, para. 15. By resolution 45/211, the Assembly called on organizations of the system to continue to give their full support to the preparatory process for UNCED.

Agenda 21. It requested that all specialized agencies strengthen and adjust their activities programmes and medium-term plans in line with Agenda 21 and the agreements and commitments reached at UNCED.<sup>438</sup>

99. Particular consideration was given to the creation of mechanisms within the United Nations system.

At the outset of the period, a decision of the United Nations Environment Programme (UNEP) reaffirmed its essential role as the central catalyzing, coordinating and stimulating body in the field of the environment within the United Nations system, and stressed the urgent need for further developing and strengthening that role.<sup>439</sup> Additional mechanisms were established in the context of UNCED.<sup>440</sup> The Assembly specifically endorsed the institutional arrangements to follow-up UNCED called for in Agenda 21 programme, particularly the creation of a Commission on Sustainable Development.<sup>441</sup> In its resolution, the Assembly requested that the Council establish the Commission as one of its functional commissions with the responsibility to enhance international cooperation and rationalize decision-making towards the integration of environmental and development issues, to monitor implementation of Agenda 21 throughout the United Nations system, and to provide recommendations to the Assembly through the Council.<sup>442</sup> The ACC adopted a statement in which it

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<sup>437</sup> G A resolution 44/228, sect. II, para. 10.

<sup>438</sup> See G A resolutions 47/190 and 47/191.

<sup>439</sup> UNEP decision 15/1, sect. I. To this end, UNEP outlined various developments in its structure. The Assembly welcomed this decision in resolution 44/229, reaffirming UNEP's mandate. See also G A resolution 48/174.

<sup>440</sup> Assembly decision 44/464, established a secretariat for UNCED with responsibility to coordinate support for UNCED from the system.

<sup>441</sup> G A resolution 47/191, para. 1. See also chapter 38 of Agenda 21.

<sup>442</sup> *Ibid.*, paras. 2 and 3. The Assembly also recommended that the Commission adopt a multi-year thematic programme to ensure an integrated approach to all environmental and development components, and linkages between the sectoral and cross-sectoral issues. *Ibid.*, para. 12.

stated that it looked forward to policy-guidance from the Commission, drawing to the commission's attention the key issue of coordination in the United Nations system in the area of the environment.<sup>443</sup>

100. The ACC undertook particular consideration of its functioning with respect to issues of the environment, making the follow-up to UNCED one of its main substantive areas of consideration for 1992.<sup>444</sup> Following the recommendations of its Task Force on Environment and Development,<sup>445</sup> the ACC established an Inter-Agency Committee on Sustainable Development (IACSD) to constitute an intermediate level between coordination of technical work and ACC decision-making.<sup>446</sup> The Commission, at its second session in 1994, emphasized IACSD capacity-building, calling on the United Nations system, through the IACSD and its task managers, to coordinate such activities.<sup>447</sup> The IACSD was also called upon to assess the response of the United Nations system to Agenda 21 for submission to the ACC in preparation for the Special Session of the Assembly planned for 1997.<sup>448</sup> For its part, UNEP established in 1994 an Inter-Agency Environment Coordination Group (IAEG) to support UNEP's mandate and foster collaboration in the system.<sup>449</sup> Among the areas of

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<sup>443</sup> See E/1993/81, para. 33. Another key issue was financing, and in this regard, the Assembly had called for specific involvement and coordination on the part of the Secretariat with financial institutions of the United Nations system. See G A resolution 47/191, paras. 23 and 32.

<sup>444</sup> See E/1993/81, sect. II. See also comments of the UNEP executive director that the ACC remain the central body for coordination in the field of the environment. UNEP/GC.17/2/add.1.

<sup>445</sup> The Task Force was created at its first regular session in 1992. E/1993/81, para. 30.

<sup>446</sup> Ibid. In this regard, the ACC recognized that none of the existing inter-agency mechanisms had the requisite functions, experience or capacities to fulfill this requirement.

<sup>447</sup> E/1994/33/Rev.1.

<sup>448</sup> ACC/1994/17.

<sup>449</sup> UNEP/GC.18/36/Add.1.

consideration by the IAEG was the replacement of the system-wide medium term programme by a strategic document.<sup>450</sup>

101. As noted above, a particular area of concern through the period was coordination with respect to monitoring threats and the response to environmental emergencies. The Assembly had called for this issue to be an objective of UNCED itself<sup>451</sup> – recognizing the need to strengthen international cooperation in this area.<sup>452</sup> Coordination with respect to environmental emergencies arising from different causes was considered. The issue of the environmental consequences of armed conflict was considered by the ACC<sup>453</sup> as well as the Assembly.<sup>454</sup> Particular attention was given to the consequences of the Gulf War with the Assembly calling upon organizations of the system to assess deterioration.<sup>455</sup>

102. Additional consideration was given to the impact of radiation– and to action on the part of the specialized agencies, notably the International Atomic Energy Agency (IAEA), in this field.<sup>456</sup> Of particular concern was the need for action to address the consequences of the accident at the Chernobyl nuclear power plant. Several decisions of the Organization called for coordinated response on the part of the specialized agencies.<sup>457</sup>

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<sup>450</sup> UNEP/GC.18/36.

<sup>451</sup> G A resolution 44/228, sect. I, para. 15 (t).

<sup>452</sup> G A resolution 44/224, para. 1.

<sup>453</sup> See E/1992/11, para. 29.

<sup>454</sup> G A resolution 47/37.

<sup>455</sup> See G A resolutions 46/216 and 47/151.

<sup>456</sup> See G A resolutions 45/171 and 46/44.

<sup>457</sup> See E S C resolutions 1990/50 and 1991/51; and G A resolutions 45/190 and 46/150.

*c. Disaster relief*

103. Taking note with appreciation the report of the Secretary-General<sup>458</sup>, the Assembly, at its forty-fourth session, proclaimed the International Decade for Natural Disaster Relief beginning on 1 January 1990.<sup>459</sup> In the same resolution the Assembly requested that the Secretary General establish a special high-level council,<sup>460</sup> and a scientific and technical committee<sup>461</sup> consisting of experts from the organizations of the system to work in close association with the Office of the United Nations Disaster Relief Coordinator (UNDRO), to provide substantive and secretarial support for activities in disaster relief. During its following sessions, the Assembly emphasized the important responsibility of the system as a whole for promoting international co-operation in order to mitigate natural disasters, provide assistance and co-ordinate disaster relief, preparedness and prevention.<sup>462</sup> Following its endorsement of a proposal on a World Conference on Natural Disaster Reduction,<sup>463</sup> the Assembly called for participation by all United Nations bodies and specialized agencies.<sup>464</sup> The Conference, and the Yokohama Strategy for a Safer World it adopted,<sup>465</sup> emphasized the role of the United Nations system, stressing that effective coordination of international disaster management, in particular by the United Nations system, was paramount to an integrated approach to disaster

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<sup>458</sup> A/44/322. The Secretary-General proposed the establishment of a steering committee composed of all relevant entities of the United Nations system financed from extra-budgetary and United Nations system sources. ¶8 and 25.

<sup>459</sup> G A resolution 44/236.

<sup>460</sup> *Ibid.*, Annex, para 11.

<sup>461</sup> *Ibid.*, Annex, para 12.

<sup>462</sup> G A resolutions 45/185 and 46/149.

<sup>463</sup> G A resolution 46/149, para. 3.

<sup>464</sup> G A resolution 48/188, para 12. As well, specialized agencies were requested to participate in the preparatory process.

<sup>465</sup> A/CONF.172/9, ch. I, Annex I, para. 13 (q).

reduction and should, therefore, be strengthened.<sup>466</sup> The Assembly called upon, *inter alia*, the specialized agencies to participate actively in the implementation of the Plan of Action contained in the Yokohama Strategy for a Safer World.<sup>467</sup>

**104.** Following consultations by the Secretary-General, the Assembly adopted a resolution containing measures to fulfill the goal of strengthening coordination in humanitarian assistance to victims of natural disasters.<sup>468</sup> Highlighting the fact that inadequate resources had been a major constraint on effective United Nations response in the past, the resolution requested that the Secretary General designate a high-level official as emergency relief coordinator, to assist him personally to respond to emergencies and work in cooperation with the relevant organizations and entities of the system dealing with humanitarian assistance.<sup>469</sup> The high-level official would act as a central focal point, combining the coordination functions of representatives for major and complex emergencies, as well as the United Nations Disaster Relief coordinator.<sup>470</sup> The Emergency Relief Coordinator would also chair a newly established Inter-Agency Standing Committee.<sup>471</sup> At the country level, the resident coordinator would coordinate humanitarian assistance of the system.<sup>472</sup>

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<sup>466</sup> The Yokohama Strategy for a Safer World also emphasized strengthening the capacity of the system to assist in the reduction of losses from natural and related technological disasters, including coordination and evaluation of activities through the Decade and other mechanisms for the Year 2000 and beyond. *Ibid.*, chap. I, Annex para. 9 (r).

<sup>467</sup> G A resolution 49/22, para. 16.

<sup>468</sup> G A resolution 46/182, Annex.

<sup>469</sup> *Ibid.*, para 34.

<sup>470</sup> *Ibid.*, paras. 34 and 35. The role of the Emergency Relief Coordinator was emphasized in subsequent resolutions. See G A resolutions 47/168, and 48/37, paras. 18 and 19.

<sup>471</sup> G A resolution 46/182, Annex, para 38.

<sup>472</sup> *Ibid.*, para 39.

4. RECOMMENDATIONS IN AGRICULTURE, SCIENCE AND TECHNICAL COOPERATION

*a. Food and agriculture*

**105.** Citing developments in the Uruguay Round to liberalize trade in agriculture and increases in malnutrition and hunger, Assembly resolutions stressed the need to keep food and agriculture at the centre of global attention.<sup>473</sup> In this context, a review of coordination issues by the World Food Council (WFC) at its sixteenth session concluded that coordination problems in the United Nations system persist at the country level with international agencies perceived as competing excessively. The Council welcomed the proposal of the Secretary-General for the creation of an inter-secretariat consultative mechanism among the four Rome-based food organizations, requesting that the President of the WFC consult with the heads of concerned agencies and the DG DIEC in this regard.<sup>474</sup> The Assembly welcomed the conclusions and recommendations of the WFC, urging that the WFC improve coordination of national and intentional action in this context, and continue to make recommendations for appropriate policies.<sup>475</sup>

**106.** The Assembly also repeatedly called on specialized agencies to assist in technical cooperation with developing countries.<sup>476</sup> Additional recommendations were addressed to multilateral institutions to improve coordination and cooperation in food and agricultural development, and support of small and medium-sized agro-industry.<sup>477</sup> While this was recognized as the primary

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<sup>473</sup> See, e.g., G A resolutions 45/207, and 49/103, para. 8.

<sup>474</sup> A/45/19, paras. 28 and 29.

<sup>475</sup> G A resolution 45/207, paras. 1 and 22.

<sup>476</sup> G A resolutions 45/207, para. 23, and 47/149, para. 9. See also G A decision 45/444 (a).

<sup>477</sup> G A resolutions 47/149, para. 5, and 49/103, para. 10.

responsibility of developing countries,<sup>478</sup> the Assembly stressed the critical need for coordinated international action in issues of world food and hunger.<sup>479</sup> Particular concern was expressed with respect to pest-control and food-related diseases,<sup>480</sup> as well as issues of freshwater resources,<sup>481</sup> and nutrition.<sup>482</sup> Throughout the period, attention was drawn to the role of the WFC. The Assembly recognized the role of the WFC in the United Nations system and in making policy recommendations.<sup>483</sup> In this regard, the Assembly expressed concern over the governance arrangements of the WFC and its relations with specialized agencies.<sup>484</sup> The Assembly also made reference to the leading role of the FAO in the United Nations system in assisting countries in agricultural and rural development.<sup>485</sup>

*b. Peaceful Uses of Outer Space*

**107.** At the outset of the period under review, the ACC observed that the level of cooperation among organizations of the system with respect to peaceful uses of outer space could be greatly increased.<sup>486</sup> Emphasis fell on co-ordination among organizations of the system in support of specific activities.<sup>487</sup>

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<sup>478</sup> G A decision 45/444.

<sup>479</sup> 45/207, para. 17, and 47/150, para. 1.

<sup>480</sup> Ibid.

<sup>481</sup> G A resolution 49/103, paras. 11-13 and 15.

<sup>482</sup> G A resolution 45/207, para. 19. The Assembly noted the decision of the FAO and WHO to convene an international conference on the subject, stressing the need to focus on specific rules and practical action. Ibid.

<sup>483</sup> G A resolution 45/207, para. 22, and 45/218, para. 1.

<sup>484</sup> Ibid. See also G A resolution 47/150.

<sup>485</sup> G A resolution 45/207, para. 14

<sup>486</sup> E/1989/18, para. 226.

<sup>487</sup> See ACC/1989/PG/8, para. 16, ACC/1990/PG/9, para. 2, and ACC/ 1991/PG/12, para. 31.

**108.** While co-ordination continued to be achieved through ACC *ad hoc* inter-agency meetings, it was recognized at the outset of the period in these meetings that they were one of the few, and, in some cases only, mechanisms for co-ordination in the system.<sup>488</sup> In this context, the General Assembly at its forty-fourth session, stressed the role of the Committee on the Peaceful Uses of Outer Space (COPUOS) — and its various subcommittees, such as the Science and Technology Subcommittee and the Legal Subcommittee, — in achieving a co-ordinated approach to outer space activities on the part of the system.<sup>489</sup> This recommendation was reiterated during the period.<sup>490</sup> Additional emphasis was placed on the role of various specialized agencies within their field of competence.<sup>491</sup> Reaffirming the recommendations of the Second United Nations Conference on the Exploration and Peaceful Uses of Outer Space (UNISPACE II),<sup>492</sup> the General Assembly further called for the promotion and creation of regional approaches to cooperation in peaceful uses of outer space by organizations of the United Nations system.<sup>493</sup>

**109.** With regard to specific activities, aside from continued implementation of UNISPACE II, new attention was given to activities on the part of the system in support of the International Space

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<sup>488</sup> See, e.g., ACC/1989/PG/8, para. 19.

<sup>489</sup> G A resolution 44/46, paras. 4, 8 and 29.

<sup>490</sup> See, e.g., G A resolutions 45/72, para. 28, and 47/67, para. 32.

<sup>491</sup> The General Assembly repeatedly identified the specific role of the ITU in matters related to the delimitation of outer space. See G A resolutions 44/46, para. 4(b), 45/72, para. 4(b), 46/45, para. 4(b). The role of the FAO was also emphasized with respect to, for example, remote sensing of natural resources. See ACC/1990/PG/9, para. 37.

<sup>492</sup> See G A resolutions 44/46, para. 18, 45/72, para. 17, and 47/67, para. 18. UNISPACE II called for, *inter alia*, the specialized agencies to coordinate on the United Nations Programme on Space Applications, and stimulating closer integration of specialized agencies in outer space matters. See A/CONF.101/10, paras. 430-436.

<sup>493</sup> See G A resolutions 44/46, para 15; 45/72, para 14; 46/45, para 15; 47/67, para 15; 48/39, para 17; and 49/34, para 20. These followed the consistent recommendations of COPUOS, see A/44/20, paras 52-53; A 45/20, paras 47-49; and A/49/20, paras 52-54. The General Assembly also endorsed the recommendations of the Scientific and Technical Committee working group, which called for specialized agencies to provide active support to the United

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Year in 1992.<sup>494</sup> Planning involved the participation of specialized agencies in educational and promotional activities.<sup>495</sup> Additional attention was given to the matter of co-ordination in the application of space technology. Impetus was given to the coordination of remote-sensing activities in the wake of the UNCED in 1992, as the ACC *ad hoc* inter-agency meeting observed that remote sensing would have a unique role in contributing to the implementation of the UNCED plan of action.<sup>496</sup> Additional consideration was given to convening a Third Conference on Peaceful Uses of Outer Space,<sup>497</sup> and implementation of the Programme on Space Applications.<sup>498</sup>

110. The Assembly also gave consideration to the possibility of creating an international space organization. The organization was intended “to serve as a focal point for broad international cooperation for the exploration and use of outer space exclusively for peaceful purposes; [and] to
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Nations in the international effort to establish regional centers for space science and technology education in developing countries. See G A resolution 45/72, para 10. See also A/AC.105/456, Annex II, para 4 (n).

<sup>494</sup> COPUOS in its report to the forty-fourth session of the Assembly had recommended the designation of 1992 as International Space Year to promote international cooperation in peaceful uses of outer space. A/44/20, para. 117. This proposal was endorsed by the General Assembly. See G A resolutions 44/46, paras 20-21, and 45/72, para 20

<sup>495</sup> ACC/1989/PG/8, paras. 23-24 and ACC/1990/PG/9, paras. 25-27. Activities of the specialized agencies included an international training course, workshops on natural disasters, and a funding campaign for a Centre for Space Science and Technology Education. See A/AC.105/445/Add.6, p. 4.

<sup>496</sup> The meeting concluded that remote sensing would have a unique role in contributing to the implementation of UNCED’s Agenda 21 in providing the only means for continuous global monitoring of changes on Earth’s surface and its atmosphere, and facilitating the exchange of information and transfer of data required for solution of Agenda 21 tasks. ACC/1992/28, para 35. See also Agenda 21, A/CONF.151/26/Rev.1. The issue of coordination within the United Nations system on remote-sensing was the subject of an in-depth review undertaken by the ACC’s *ad hoc* Inter-Agency Meetings. See ACC/1989/PG/8, paras. 11-20 and ACC/1990/PG/9, para. 18.

<sup>497</sup> COPUOS proposed a UNISPACE III to consolidate the momentum of International Space Year and to broaden the scope of international cooperation. See A/47/20, para 51. After initially endorsing consideration of the subject, the General Assembly subsequently emphasized examining other means of achieving the goals set for such a conference. See G A resolutions 47/67, para 20, 48/39, para 24 and 49/34, paras 26-27.

<sup>498</sup> The Programme on Space Applications derived from the General Assembly endorsement to promote practical applications in space technology, and create a liaison mechanism for activities of specialized agencies. See G A resolutions 2453 (XXIII) B, para. 12 and 2601 (XXIV) A, para. 8. Throughout the period, the Assembly reaffirmed

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coordinate efforts undertaken by States and international organizations in the context of peaceful space activities.”<sup>499</sup> Some delegations believed that consideration of the subject would facilitate an exchange of views towards a mutually acceptable solution to many outstanding issues. Other delegations, however, stated that the creation of new international machinery would undermine the functions of COPUOS.<sup>500</sup> For its part, at its forty-eighth session, the Assembly recommended that the principle of using improved space technologies, for the benefit of all people, be ensured either through existing international organizations, or, where necessary, through the establishment of new ones.<sup>501</sup>

#### 5. RECOMMENDATIONS IN HEALTH AND MEDICINE

- 111.** Resolutions continued to address recommendations to the specialized agencies in relation to the prevention and control of the Acquired Immunodeficiency Syndrome (AIDS).<sup>502</sup> The Director-General of the WHO presented a global strategy for the prevention and control of AIDS to the forty-fifth session of the Assembly.<sup>503</sup> Taking note of the report with appreciation, the Assembly requested that the Secretary-General, in collaboration with the heads of various specialized agencies, mobilize the experience of the system in the strategic planning of multi-sectoral projects.<sup>504</sup> Other
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the continuing participation of specialized agencies in the programme. See G A resolutions 44/46, paras (8(a)(ii) and 13; 46/45, paras 7(a)(ii) and 12; and 49/34, paras 13(a)(ii) and 18.

<sup>499</sup> See A/AC.105/L.171, section I. See also COPUOS' report to the forty-fourth session of the General Assembly. A/44/20, para 23.

<sup>500</sup> See A/44/20, para 23. See also A/45/20, para 23; and A/46/20, para 25.

<sup>501</sup> G A resolution 48/39, para 40. See also G A resolution 49/34, para 41. This followed from a recommendation of the Secretary-General. See A/48/221, para 5.

<sup>502</sup> See G A resolutions 45/87, 46/203 and 47/40. See also discussion under the Study of this Article in *Supplement 7*.  
<sup>503</sup> A/45/256.

<sup>504</sup> G A resolutions 45/187 paras. 1 and 2. See also 46/203, para. 6. The Director-General of the WHO presented a report on further implementation of such a Global Strategy to the forty-sixth session. A/46/171.

recommendations concerned support on the part of specialized agencies for an International Forum on Health, in which the Assembly emphasized the crucial role of women in health and development.<sup>505</sup>

112. Particular consideration was given during this period to the coordination of activities in the prevention and control of malaria in light of the resurgence of the disease in the 1980s.<sup>506</sup> The Economic and Social Council made the coordination of activities of the United Nations system in the prevention of malaria one of the themes of its coordination segment in 1993.<sup>507</sup> The Secretary-General presented a report on coordination in the system, identifying both measures at the global, regional and country level to improve coordination and roles for specific specialized agencies.<sup>508</sup> While supporting the recommendations of the Secretary-General, the Council, in an set of agreed conclusions nevertheless cited the need for greater specificity, notably in goals, workplans and resource allocations, including allocations from Bretton Woods institutions.<sup>509</sup> The Council called for further detail including options for coordination at its 1994 session.<sup>510</sup> Reaffirming the agreed conclusions of the Council, the Assembly recognized the WHO as lead agency in this field, inviting it

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<sup>505</sup> See G A resolution 46/17.

<sup>506</sup> A WHO Ministerial Conference adopted a Global Malaria Control Strategy in 1992.

<sup>507</sup> E S C resolution 1993/205.

<sup>508</sup> E/1993/68, sect. IV. These included the WHO in research, the FAO in safe food storage, and UNESCO in education. Activities at the regional and global level included, for example, the creation of broad policies for development, the designation of lead agencies, the creation of an early warning system and the balancing of investment on the part of specialized agencies at the regional and global level. *Ibid.*, paras. 87-88, 94-95. They also included, for example, the formation of country-level coordinating groups under the host government and the joint analysis of resources on the part of the specialized agencies at the country-level. para. 112.

<sup>509</sup> A/48/3/Rev.1, Ch. III B, paras. 2, 19 and 20. The Secretary-General was requested to present a report including this material collaboration with the WHO and other organizations of the system. *Ibid.*

<sup>510</sup> E S C resolution 1994/34, paras. 2, 4 and 5. This followed a report of the Secretary-General, presenting observations identifying issues and problems in coordination. E/1994/60 and paras. 80-91.

<sup>512</sup> *Ibid.*, para. 10.

to promote mobilization of organizations of the system to provide and to elaborate a plan of action detailing coordination of all related activities against malaria.<sup>512</sup>

## 6. RECOMMENDATIONS IN INTERNATIONAL POLITICAL AND SECURITY ISSUES

### *a. Decolonization*

**113.** The year 1990 marked the thirtieth anniversary of the Declaration on the Granting Independence to Colonial Countries and Peoples,<sup>513</sup> and concern over the implementation of this Declaration served as the basis for recommendations addressed to the specialized agencies for the coordination of policies and activities. Both the General Assembly and the Council specifically addressed the implementation of the Declaration by specialized agencies and organizations of the United Nations system in repeated resolutions adopted by vote throughout the period.<sup>514</sup> In this context, the Organization repeatedly reaffirmed that the recognition by the principal organs of the United Nations of the legitimacy of the struggle of colonial peoples to exercise their right of self-determination entails, as a corollary, the extension by specialized agencies of all necessary moral and material assistance to peoples and national liberation movements.<sup>515</sup> The Assembly further called for,

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<sup>513</sup> G A resolution 1514 (XV).

<sup>514</sup> G A resolutions 44/85, 47/16, and 48/47. See also E S C resolutions 1989/95 and 1991/68. Separate resolutions in the same session addressed the implementation of the Declaration in general. See, e.g. resolution 44/101 and 48/52.

<sup>515</sup> See G A resolutions 44/85, para. 3, 45/18, para. 3 and 47/16, para. 5, and E S C resolutions 1991/68, para. 3 and 1993/55, para. 3. These resolutions were adopted by vote.

*inter alia*, the specialized agencies to report on implementation of relevant resolutions on the issue of decolonization.<sup>516</sup>

**114.** The principal organs took decisions in this context with regard to activities in support of the Decade for the Eradication of Colonialism (1990-2000) as declared by the Assembly in resolution 43/47. Pursuant to the request of the Assembly, the Secretary-General submitted a Plan of Action for promoting the Decade.<sup>517</sup> The role of the specialized agencies was specifically addressed under the Plan, particularly in the creation of concrete mechanisms for international assistance and to facilitation of representation of Non-Self-Governing Territories (NSGTs) in international fora.<sup>518</sup> The Plan of Action, as endorsed by the Assembly in resolution 46/81, invited, *inter alia*, the United Nations system to support and participate in its implementation.

**115.** Assistance to NSGTs was a particular focus of recommendations during the period. In a series of reports, the President of the Council emphasized the need for specialized agencies to strengthen existing measures and formulate additional programmes of assistance to NSGTs.<sup>520</sup> The impact of natural disasters was identified as a primary basis for such action with both the Assembly and the Council repeatedly cited the impact of such events on these Territories as a justification for

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<sup>516</sup> See G A resolutions 44/85 and 45/18. This call included specific reference to assistance to Non-Self-Governing Territories (NSGTs).

<sup>517</sup> A/46/634/Rev.1.

<sup>518</sup> *Ibid.*, sect. V and paras. 19 and 24.

<sup>520</sup> See E/1990/72, para. 3 and E/1991/116, para. 3. The President reported on the matter annually during the period reiterating this recommendation.

assistance from the specialized agencies.<sup>521</sup> The impact of natural disasters also led the Assembly to call for assistance by specialized agencies to individual NSGTs.<sup>522</sup>

*b. Terrorism*

116. Further consideration was given to coordination with respect to the issue of international terrorism during the period under review.<sup>523</sup> Noting the important achievements of the ICAO and the International Maritime Organization (IMO) in adopting two Conventions on aspects of international terrorism at the outset of the period, the Assembly requested that other specialized agencies, particularly the Universal Postal Union (UPU) and the IAEA, consider further measures to be taken within their respective spheres of competence.<sup>524</sup> The Assembly also called upon the Secretary-General to seek the views of Member States on ways and means of enhancing the role of both the United Nations and the specialized agencies in combating international terrorism.<sup>525</sup>

117. In this regard, a number of States had advocated fixing the central role of the United Nations in coordinating efforts against international terrorism. They proposed the establishment of a centre within the United Nations Secretariat with corresponding bodies in specialized agencies to serve as an international infrastructure for operational cooperation and coordination in the prevention and

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<sup>521</sup> G A resolutions 45/18, para. 12, 46/65, paras. 8 and 14, and 47/16, paras. 4 and 15, and E S C resolutions 1990/60, para. 8, and 1991/68, paras. 8 and 9.

<sup>522</sup> See, e.g., G A resolutions 44/46, para. 10, 45/25, para. 12, and 47/27 B, sect. IV, paras. 3 and 7.

<sup>523</sup> See also prior discussion under the Study of this Article in *Supplement 7*, paras. 81-83.

<sup>524</sup> G A resolution 44/29, para. 13. The Assembly welcomed these achievements. *Ibid.*, paras. 10 and 11. This call was reiterated in the forty-sixth session. See G A resolution 46/51, para. 11.

<sup>525</sup> *Ibid.*, para. 15.

suppression of international terrorism.<sup>526</sup> However, other States favoured undertaking action through the reactivation of the *Ad Hoc* Committee on International Terrorism.<sup>527</sup>

118. Following consideration in the Sixth Committee during the forty-ninth session, the General Assembly adopted a “Declaration on Measures to Eliminate International Terrorism.”<sup>530</sup> The Declaration contained a specific affirmation that the United Nations and the specialized agencies must make every effort to combat and eliminate terrorism.<sup>531</sup> Emphasis in the Declaration was placed on the elimination of terrorism through, *inter alia*, strengthening international cooperation and the enhancement of coordination between the United Nations and the relevant specialized agencies.<sup>532</sup> The Secretary-General was invited to follow implementation and report to the Assembly at its fiftieth session.<sup>533</sup>

*c. The Middle East and Palestine*

119. In the context of the Middle East, the Organization placed new emphasis on the issue of coordination in the activities and policies of the specialized agencies in assistance to the Palestinians following the convening, outside United Nations auspices, of the Conference to Support Middle East Peace and the signature of the Declaration of Principles on Interim Self-Government Arrangements in

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<sup>526</sup> See A/C.6/44/4. See also A/C.6/44/SR.21, paras. 7 and 11, and A/C.6/44/SR.22, para. 33. The Secretary-General was requested to solicit the views of member States on such proposals. G A resolution 44/29, para. 15.

<sup>527</sup> See A/C.6/46/SR. 15, para. 37.

<sup>530</sup> G A resolution 49/60, para. 1.

<sup>531</sup> *Ibid.*, annex, sect. III, para. 9.

<sup>532</sup> *Ibid.*, para. 12. In this context, the Secretary-General would assist in implementation through, *inter alia*, reviewing existing possibilities within the United Nations system for assisting States in organizing training courses on combating crimes connected with international terrorism. *Ibid.*, para. 10.

<sup>533</sup> G A resolution 49/60, para. 5.

1993.<sup>534</sup> Welcoming the results of the Conference,<sup>535</sup> the Assembly, in a resolution adopted by consensus, stated its view that an active United Nations role in assisting the implementation of the Declaration of Principles could make a positive contribution, calling upon the organizations of the system to intensify assistance to the Palestinian people and improve coordination through an appropriate mechanism under the auspices of the Secretary-General.<sup>536</sup> The Assembly further requested that the Secretary-General ensure the coordination of work of the system and mobilize financial, technical, economic and other assistance.<sup>537</sup> Prior decisions in the period had been adopted by vote, and reiterated recommendations for assistance by organizations to the Palestinian people, primarily in educational and health-related areas,<sup>538</sup> though recommendations also addressed overall practices in other matters.<sup>539</sup> However, in a series of reports, the Secretary-General observed that developments in the peace process presented new challenges to the United Nations system since unanimity around assistance to the Palestinians allowed for a multiplicity of actors in a complex and sensitive region in which traditional United Nations coordinating mechanisms had been

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<sup>534</sup> In this context, the Assembly repeatedly reaffirmed, by recorded vote, its view that the question of Palestine was at the core of the conflict in the Middle East. See, e.g., G A resolutions 44/40A, para. 1, 45/83 A, para. 1. and 46/82 A, para. 1.

<sup>535</sup> The convening of such a Conference had been called for by the Assembly. See G A resolution 45/68, para. 2.

<sup>536</sup> G A resolution 48/213, paras. 6 and 7. The Assembly also urged, *inter alia*, international financial institutions of the United Nations system to extend economic and social assistance to the Palestinian people in order to assist in the development of the West Bank and Gaza. *Ibid.*, para. 5.

<sup>537</sup> *Ibid.*, para. 10.

<sup>538</sup> See G A resolutions 44/47 D, 44/48A., para. 18, 46/46 D, and 46/47 A, para. 18. See also E S C resolution 1989/96.

<sup>539</sup> Notably the policy of non-recognition of the annexation of the occupied territories. By resolution 44/48 A, the Assembly reiterated its call to States and specialized agencies not to recognize any changes or provide aid which might be used for annexation. See also G A resolution 45/74 A and 46/74 A.

inapplicable.<sup>540</sup> The Secretary-General therefore cited the need to establish a specific mechanism to ensure coordination and the intensification of international assistance.<sup>541</sup> To this end, citing the authority for such a mechanism under Assembly resolution 48/213, the Secretary-General announced his intention to appoint a Special Coordinator as focal point for all United Nations economic, social and other assistance to the Palestinians in the Occupied Territories.<sup>542</sup>

**120.** As outlined by the Secretary-General, the Special Coordinator would serve under the auspices of the Secretary-General to provide overall guidance to and facilitate coordination among the respective agencies to ensure an integrated and unified approach to social and economic development,<sup>543</sup> liaise with donor countries, multilateral lending organizations, as well as convene inter-agency meetings.<sup>544</sup> Early coordination efforts were to be directed at those specialized agencies that were about to launch new programmes.<sup>545</sup> Noting the actions of the Secretary-General, the Assembly stressed the importance of the appointment of the Special Coordinator and of the steps

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<sup>540</sup> A/C.5/48/81, paras. 4 and 5. See also A/C.5/48/71 and A/49/263. The Secretary-General observed, the circumstances faced by the United Nations in the West Bank and Gaza “are unique and without parallel in the history of the Organization,” since few United Nations agencies or programmes had been able to operate. A/C.5/48/81, para. 4.

<sup>541</sup> A/C.5/48/71, para. 6, and A/C.5/48/81, para. 5.

<sup>542</sup> A/C.5/48/71, para. 7. The initial appointment was proposed for the Assistant Secretary-General Level; this was later changed to Under-Secretary General level to allow for consultations at the highest level with the concurrence of the Assembly. See A/C.5/48/81, para. 6. See also G A decision 48/495. Additional staff requirements were outlined to provide for operational needs for the Office of Special Coordinator.

<sup>543</sup> A/C.5/48/71, para 7.

<sup>544</sup> Ibid., paras. 8 and 10, See also A/C.5/48/81, para. 13. The first such inter-agency meeting was held in June of 1994. See A/49/263, para. 9. Activities of the United Nations outside of the sectoral briefs of specific agencies, such as support for the implementation of the Declaration of Principles and the establishment of a civilian authority would also be the direct responsibility of the Special Coordinator. A/C.5/48/71, para. 9.

<sup>545</sup> A/C.5/48/81, para. 12.

undertaken by the Secretary-General to ensure the achievement of a coordination mechanism for United Nations activities throughout the occupied territories.<sup>546</sup>

121. Throughout the period, the Organization requested that the specialized agencies act in close cooperation with the Palestine Liberation Organization in providing assistance to the Palestinian people.<sup>547</sup> Later decisions following the Conference called upon organizations of the system to intensify assistance in accordance with the priorities set forth by the Palestinian Authority with the emphasis on national capacity building.<sup>548</sup>

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<sup>546</sup> G A resolution 49/21 N, para. 4. The Secretary-General was requested to report to the fiftieth session of the Assembly through the Economic and Social Council on implementation of the resolution providing an assessment of assistance received and needs unmet. *Ibid.*, para. 10.

<sup>547</sup> See G A resolutions 44/235 C, para. 2, 45/183, para. 4, 46/201, para. 3, 48/213, para. 5 and 49/21 N, para. 5.

<sup>548</sup> See G A resolution 49/21 N, para. 6, and E S C resolution 1994/29, para. 6.