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Travel briefs, ACC meeting

Folder 2 of 2

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WBG Archives



ITALY

4/28/69
(Rome)

Prime Minister Aldo Moro (entertained)

"

Dr. Guido Carli, Governor, Banca d'Italia

"

Pope Paul VI
Cardinal Roy, Chairman of the Pontifical Commission for Justice
and Peace

4/29/69
(Rome)

Msgr. Gremillion, Secretary of the Commission for Justice and Peace

"

Emilio Colombo, Minister of Finance

(ACC meeting list and schedule also attached)

24 April 1969

TUESDAY, 29 APRIL

9.30 - 12.00

PROGRAMME FOR 47TH ACC MEETING

FAO Headquarters, 28-29 April 1969

The following arrangements have been made:

MONDAY, 28 APRIL

9.30 - 11-45

Private meeting (India Room)
Building A, Room 327, third floor**

11.45 - 12.00

Departure of buses from in front of Building A for the Vatican (invitees to the Prime Minister's official luncheon are kindly requested to board the bus marked "A" and others the bus marked "B" to and from the Vatican). ✓

12.30

Papal Audience (ladies are not included in this function). Ceremony includes opening address by U Thant, response by His Holiness the Pope, followed by the Secretary-General introducing to the Pope the Executive Heads of Agencies and Programmes who are requested to occupy the front seats. ✓

13.45

Luncheon given by the Prime Minister of Italy at Villa Madama (invitees have separate invitation cards).

16.00

Regular meeting
(Philippines Room, Building C, Room 277. Take lift to 2nd floor and follow directions to Building C).

19.00

Cocktail given by Mr. F. Aquino, Executive Director, World Food Programme in Mohammed V Room (8th floor, building B). All persons attending the meeting are invited.

20.00

Dinner given by DG of FAO at FAO Restaurant. Invitees have separate invitation cards. (Same floor as cocktail, follow directions).

** Executive Heads' offices are located on the first floor of the same building. A separate list about the rooms allotted to them and their respective phone numbers has been issued.

WB/87792

TUESDAY, 29 APRIL

9.30 - 13.00

Regular meeting (Philippines Room, C-277)

13.15

Secretary-General and Executive Heads have been invited by Minister Bosco (Minister for Special Political Affairs) to a luncheon at the Farnesina, c/o the Accademia dei Lincei, Via della Lungara. (Invitees, who have separate invitation cards, will be transported by bus from the front of Building A to the Farnesina and will return in time for the meeting).

15.00

Regular meeting (Philippines Room, C-277)

18.00

Secretary-General leaves for flag hoisting ceremony at the UN Social Defence Research Institute. Meeting will be continue if not concluded by then.

21.00

Invitation by Italian Government to attend a performance of Aida at the Opera (black tie not required). Tickets will be issued to all those (including ladies) who wish to attend.

N.B. The Preparatory Committee will meet on Wednesday, 30 April at 9.30 a.m. in the Philippines Room, C-277.

Executive Heads' offices are located on the first floor of the same building. A separate list about the rooms allotted to them and their respective phone numbers has been issued.

LIST OF PARTICIPANTS TO ACC, ROME, 28-29 APRIL 1969

<u>Organization</u>	<u>Name</u>	<u>Hotel</u>	<u>FAO Room No. Building</u>	<u>Ext.</u>
UNITED NATIONS	U Thant Secretary-General (Chairman)	Grand Tf 489011	A-367	4289/ 4249
	Ph. de Seynes Under-Secretary-General for Economic and Social Affairs	Eden Tf 482401	A-114	4302
	L. N. Kutakov Under-Secretary-General for Political and Security Council Affairs		A-122	4280
	C. V. Narasimhan Chef de Cabinet	Grand	A-122	4280
	A. A. Stark Under-Secretary-General for Administration and Management		A-122	4280
	V. Winspeare-Guicciardi Under-Secretary-General Director-General, UN Office at Geneva	Circolo della Caccia Tf 6791271	A-122	4280
	*Martin Hill Assistant Secretary-General for Inter-Agency Affairs (Rapporteur)		A-103	3618
	Albert Dollinger Special Representative in Europe for Co-ordination and ACC Affairs		A-102	4082
	I. T. Kittani Director, Executive Office of the Secretary- General	Grand	A-122	4280
	Al Noor Kassum Secretary of the ACC		A-102	4082

If there is no response at the extension assigned, please call ext. 3870 to leave a message

* Accompanied by wife

WI/87901

<u>Organization</u>	<u>Name</u>	<u>Hotel</u>	<u>FAO Room No.</u> <u>Building</u>	<u>Ext.</u>
<u>UN (cont'd)</u>	*E.K. Baumgarten Director, UN Information Centre, Rome			
	F.K. Lister Secretary of the Preparatory Committee	Massimo d'Azeglio Tf 460646	A-102	4082
	Miss Jane Jopling Assistant Secretary of the ACC Preparatory Committee		A-102	4082
	L. Lemieux Private Secretary to the Secretary-General	Grand Tf 489011	A-368	4289/ 4249
	Donald Thomas Personal Administrative Assistant to the Secretary-General	Grand		
	George Pogue	Grand		
<u>UNCTAD</u>	Manuel Perez-Guerrero Secretary-General		A-121	4238
	*P. Cofdan Secretary of the Conference and Director, Division for Conference Affairs and External Relations		A-121	4238
<u>UNIDO</u>				
<u>ILO</u>	D.A. Morse Director-General	Excelsior Tf 489031	A-109	3075
	K.R. Tidmarsh Executive Assistant to the Director-General	Excelsior	A-112	3953
	J. Lemoine Officer-in-Charge International Organizations Branch	Excelsior	A-112	3953

* Accompanied by wife
11/8/50

Organization	Name	Hotel	FAO Room No. Building	Ext.
<u>FAO</u>	*A.H. Boerma Director-General	Hotel A.D. Davies Secretary-General	B404	3153/ 3154
	J.V.A. Nehemiah Director, International Agency Liaison Division	Hotel Colin Gosh Secretary-General	B466	3420/ 3641
<u>UNESCO</u>	René Maheu Director-General	Hotel Nazionale Head of External Section Tf 689251	A-108	3132
	M. Doo Kingué Director, Bureau of Relations with Inter- national Organizations and Programmes	Hotel Steward Ekinah Director-General Tf 672446	A-112	3953
<u>WHO</u>	M.G. Candau Director-General	Hotel Hilton Director Tf 3151	A-107	4239
	*M.R. Sacks Chief, Programme Co-ordination	Hotel Sir Herbert Brockley UN Assistant	A-113	4287
	Mrs. Y. Warner Personal Assistant	Hotel P.G. Hoffman Assistant	A-113	4287
<u>IBRD</u>	*Robert S. McNamara President	Hotel Mr. Khan Hassler Tf 672651	A-106	4046
	*F. Consolo Special Representative for UN Organizations	Hotel Hassler Tf 672651/ 682651	A-118	4235
	R. Steckhan Personal Assistant to President	Hotel J. Colmar Chef de Cabinet	A-118	4235
<u>IMF</u>	Gordon Williams Special Representative to the UN	Hotel Grand Tf 489011 Executive Director	A-118	4235
<u>ICAO</u>	B.T. Twigt Secretary-General	Hotel J.V. Moore Secretary-General Tf 672446	A-120	4237
<u>UPU</u>	M. Rahi Director-General	Hotel R. Gervoisier Director of UPU Liaison Office in Europe	A-115	4225
	M. Farine First Secretary	Hotel Santa Prisca 570009	A-113	4287
<u>ITU</u>	M. Mili Secretary-General		A-115	4225

<u>Organization</u>	<u>Name</u>	<u>Hotel</u>	<u>FAO Room No.</u>	<u>Ext.</u>
<u>WMO</u>	*D.A. Davies Secretary-General	A.H. Boerma Director-General	A-116	4225/ 4227
<u>IMCO</u>	*Colin Goad Secretary-General	J.V.A. Nohemish Director, International Agency Liaison Division	A-116	4225/ 4227
	Lord Dunrossil Head of External Relations Section	Rene Mahor Director-General	A-113	4287
<u>IAEA</u>	Sigvard Eklund Director-General	M. Doo Kingue Director, Bureau of TF 673446	A-117	4227
<u>GATT</u>	*Olivier Long Director-General	Relations with Inter- national Organisations and Programmes	A-120	4237
<u>UNICEF</u>	*H.R. Labouisse Executive Director	M.G. Candau Director-General TF 3151	A-123	4282
	Sir Herbert Broadley UNICEF Consultant	de la Ville *M.R. Searles Chief of Co-ordination TF 688941	A-123	4282
<u>UNDP</u>	*P.G. Hoffman Administrator	Mrs. Y. Warner Personal Assistant	A-124	4296
	Mir Khan	Massimo *Roberto d'Azeglio Press TF 460646	A-113	4287
<u>UNHCR</u>	Prince Sadruddin Aga Khan High Commissioner for Refugees	Excelsior Special Representative for UN Organisations	A-119	4236
	J. Colmar Chef de Cabinet	R. Steckhan Personal Assistant to Principi TF 841071	A-112	3953
<u>UNITAR</u>	Chief S.O. Adebo Executive Director	Gordon Williams Special Representative to the UN	A-116	4227
<u>UNRWA</u>	L.V. Michelmore Commissioner-General	A.T. Twist Secretary-General	A-119	4236
	R. Courvoisier Director of UNRWA Liaison Office in Europe	M. Rabi Director-General	A-113	4287
		M. Farine First Secretary TF 570009		
		M. Mill Secretary-General		

<u>Organization</u>	<u>Name</u>	<u>Hotel</u>	<u>FAO Room No. Building</u>	<u>Ext.</u>
<u>WFP</u>	*F. Aquino Executive Director		A-105	4083
<u>ACABQ</u>	J.P. Bannier Chairman	Forum Tf 672446		
<u>Joint Inspection Unit of the UN</u>	R. Macy Chairman C.S. Jha H.R. Wilmot Executive Secretary			
<u>ACC SECRETARIAT</u>	F.K. Lister		A-102	4082

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Long-distance calls: Dial 3164/3600 to book your call

FAO Exchange: Dial "2"

PROGRAMME FOR 47TH ACC MEETING

FAO Headquarters, 28-29 April 1969

Sun *5:30 Grand Hotel - a short walk*

The following arrangements are envisaged:

<u>Monday, 28 April</u>	9.30 - 12.00	Private meeting (India Room A-327)
	12.30	Papal Audience (Transport will be arranged.* It is presumed that ladies will not be in this function).
	13.45	Luncheon by the Italian Government at Villa Madama
	16.00 - 18.00	Regular meeting (Philippines Room - C-277)
	19.00	Cocktails given by Mr. F. Aquino, Executive Director, World Food Program (Mohammed V Room)
	20.00	Dinner given by DG at FAO Headquarters to Heads of Delegation, etc. (no ladies) same building.
<u>Tuesday, 29 April</u>	9.30 - 13.00	Regular meeting (Philippines Room C-277)
	10:00	<i>Emilio</i>
	13.15	<i>Alonso</i> Secretary-General has a separate luncheon engagement ✓
	15.00	<i>FAO-Seg</i> Regular meeting (Philippines Room - C-277)
	18.00	Secretary-General leaves for Flag Hoisting ceremony
	21.00	Invitation by Italian Government to attend a performance of Aida at the Opera (black tie not required).

* Transport will be arranged on 28th from FAO to Vatican, from Vatican to Villa Madama for the luncheon and back to FAO.

SPECIAL PRIVATE MEETING

DAY Sunday, April 27

TIME 5.30 p.m.

PLACE Grand Hotel, U Thant's Suite

ATTENDANCE So far as I have been informed, only the executive heads; no one besides U Thant from the UN.

PROBABLE TOPIC

ACC organization, operations, Secretariat (including FAO proposal)

The purpose of this meeting is, primarily, to have a frank discussion on the organization and working of ACC, its Preparatory Committee and its Secretariat.

The ACC Secretariat, under Martin Hill, was originally, and until recently, situated in the Department of Economic and Social Affairs - ESA (Philippe de Seynes), with Martin Hill having two functions: Deputy Under-Secretary for ESA and Representative of the Secretary-General to the Specialized Agencies. In the former capacity, he deputized for Philippe de Seynes and exercised a moderating influence on the activities of the various departments of ESA. With a recent reorganization, Martin Hill was nominated Assistant Secretary-General for Inter-Agency Affairs, and whilst still administratively within the ESA Department, he no longer acts as de Seynes' deputy. As a result of this change, the various sections of ESA began putting pressure on de Seynes for more independence of action and more operational activities, thus tending to encroach into the activities of certain Specialized Agencies. Because of his subordinate position to de Seynes, it has been difficult for Martin Hill to act with total independence.

There are three alternatives before the ACC: the first is to leave things as they are; some of the agency heads, however, (notably Candau and Morse), annoyed at de Seynes' "empire building", wish to free Hill from the former's general supervision, locate his office either directly under the Secretary-General, or even in Geneva.

A transfer to the 38th floor would not change Hill's present organization. The transfer to Geneva, as envisaged by certain members of ACC, would completely alter the set up. The ACC Secretariat would become a completely independent body, outside UN administratively, with the UN a member like any other Specialized Agency. The ACC Secretariat budget would be shared by the participating agencies, which might also be asked to supply some staff.

There have been discussions on this problem at previous ACC meetings, although no one has so far really faced the issue; apparently the time has now come to do so.

During Mr. Woods' term, the Bank's position has been one of "non-intervention" in this type of UN/agencies "politicking". Over the past four or five years, the Bank's relationship with the UN in general - de Seynes' department in particular, and Martin Hill's ACC Secretariat - has developed satisfactorily on a strictly "non-partisan" basis. I strongly recommend that this position be maintained, and that the Bank not involve itself in these discussions.

The Bank's position towards the UN is one of willing cooperation on concrete and well-defined problems of interest to the Bank and in the solution of which the Bank thinks it can play a useful role. It must be remembered that the Bank's position vis-à-vis the UN, as compared with that of the major agencies, is a very different and enviable one. This is, of course, due to the very different constitutional provisions governing the Bank's role and activities (recognized by the agreement with the UN), as well as its financial independence from member States for its budget. Other agencies, including the UN, working strictly on a "programme basis" within operating and administrative budgets which are scrupulously (and not always fairly) scrutinized by their members who finance them, tend to be over-sensitive of their prerogatives and fields of competence whenever there is a tendency (though not necessarily an attempt) to overlap or duplicate in those "grey" areas which are inevitable in such a broad field as social and economic development.

Another matter which may be discussed at this special private meeting, or will certainly be taken up at the Monday morning and afternoon sessions, refers to the Preparatory Committee.

The members of the Preparatory Committee are defined as "deputies" of the executive heads. In the early days, they were in fact high level representatives and authoritatively spoke for, and acted on behalf of, their agencies. But with the ever increasing volume of the agencies' work, with the proliferation of UN bodies requiring increased coordination, there has unfortunately been a general lowering of the level of representation, and the Preparatory Committee has been reduced to a weak consultative body which limits its work to preliminary consideration of all items (both important and secondary) in, at times, an atmosphere of low-level inter-agency power play (occasionally tempered by Hill). A long and detailed report is usually sent on to ACC with the mildest of recommendations on a variety of topics, and it was thus left to the agency heads to take all decisions. This unsatisfactory procedure ended by greatly diminishing the importance of the ACC meetings, as the titular members, who were supposed to meet to discuss major policy issues arising from their agencies' activities, were snowed under a mass of trifling details which took up the little time they had.

In fact, Mr. Williams (IMF) and I are the only members of the Preparatory Committee who are empowered to speak for their agencies and their heads and do so. We have always pressed the Preparatory Committee to "practice what it preaches": i.e. to reduce the ACC agenda to a minimum of really important issues which require high-

level sanction and to take definite action on routine or less important matters. It is only at this last meeting that we have seen any indication of a more active trend in this direction. Document R/749 (attached) gives a rather detailed picture of the situation.

I have received from Washington copies of the FAO memorandum of April 2, together with Demuth's memorandum to you of April 7 and his reply of April 8 to Wells. In case you do not have them with you, they are attached. I understand from the FAO Representative at the Preparatory Committee that the reaction of Morse (ILO) was favourable,* and that the proposal has now gone to the Secretary-General for his comments. It seems extremely unlikely that the comments from the agencies, including the UN, will be received in time to prepare a note in final form for submission to the Sunday meeting. The proposal in its original form (April 2) will therefore be the basis for discussion at the meeting.

As you will see in V, discussion of this item will continue during the afternoon of the 28th and, if necessary, on the morning of the 29th. The report of the Preparatory Committee (R.749 attached) goes further into the matter (see pages 5 - 9).

* Martin Hill tells me that Morse is not favourable.

ACC CLOSED SESSION

DAY Monday, April 28

TIME 9.30 a.m. to 12.00 noon

PLACE FAO Headquarters, India Room

ATTENDANCE The executive heads of the agencies, with U Thant in the chair; the heads of the UN Programme and Operating Agencies; senior officials of the UN.

At this meeting, the Secretary-General briefs the heads of agencies on the world political situation as seen by him and the UN. He gives confidential and detailed information on his activities and personal initiatives in connection with peace-keeping operations, world trouble spots and matters in which the UN is not directly involved (Vietnam). Questions are asked freely, no records are kept.

Matters which agency heads do not wish to discuss in the regular open meeting may be raised at this meeting. I understand that the following items may be discussed:

- (a) organization and functioning of ACC (see my notes on III);
- (b) arrangements for the 25th anniversary of the UN (we have had a letter on this and have answered sympathetically, but stating that "so far", the Bank had no special arrangements or celebrations in view);
- (c) relationship with ICSAB - International Civil Service Advisory Board (the Bank, like the Fund, is not involved);
- (d) inspectors (The Bank and Fund are excluded from the terms of reference of the inspection unit).

The matter of decolonization and implementation by specialized agencies of General Assembly resolutions may also be raised.

As you know, the whole matter is still under discussion with the intergovernmental bodies of the UN (ECOSOC, Fourth Committee, General Assembly). It has a purely political slant; the African and some Asian (notably India) delegates bring the matter up regularly "aided and abetted" by the USSR and Bulgaria (non-members of the Bank), the other socialist countries not intervening. The Bank's latest difficulty is in connection with the Russian amendment to resolution 2426, recommending that the Bank "withdraw" its loans and credits to Portugal and South Africa. The Bank's proposed reply to this illegal recommendation is, I understand, still being discussed with the EDs and I shall have the up to date situation in Rome.

This aspect of the resolution was not raised at the Preparatory Committee. I appreciated the delicacy of the Russian Under Secretary-General for Political Affairs who led the discussion on political matters. I do not suppose that you will wish to discuss this, nor do I expect that the Secretary-General will raise it.

The Preparatory Committee discussed the report of the inter-agency meeting on African refugees organized by the High Commissioner, which I attended. Based on El-Emary's comments on this meeting, I made a brief statement indicating that the Bank, through its mission in Nairobi and the Agricultural Development Service, could make a contribution through the provision of technical services to assist in planning and executing refugee relief programmes. I had brought El Emary's comments to your attention in relation to a possible visit to you by the High Commissioner. These notes are attached.

Because of your first appearance at ACC and the general interest in the expansion of Bank activities, you might be asked to comment on these, as well as on the Pearson Commission. I might add that subsidiary bodies of ECOSOC have expressed an interest in the Pearson Commission and have addressed themselves to me. In order to underline the complete independence of the Commission from the Bank, I have referred them to Hamilton, who has given information on the Commission's work.

AGENDA AND TIMETABLE FOR THE ACC'S REGULAR MEETINGS

Rome, 28-29 April

- I. Meeting on the afternoon of Monday, 28 April
 - A. Review of the functioning of Inter-Agency machinery for Co-ordination ^{1/}
 - B. Population
 - C. United Nations Development Decade

- II. Meeting on the morning of Tuesday, 29 April
 - D. Administrative questions
 - E. Meeting with the Inspectors

- III. Meeting on the afternoon of Tuesday, 29 April
 - F. Consultations on current developments and problems
 - G. Matters raised in the report of the Preparatory Committee
(Items requiring the attention of ACC would be listed as was done last year)
 - H. Review of developments in technical co-operation activities
 - I. Any other matters

^{1/} To be continued on the morning of April 29, if necessary

DISCUSSION OF A FEW TOPICS

DAY Monday, April 28

TIME 4 p.m.

PLACE FAO Headquarters, Philippines Room

ATTENDANCE The executive heads and their deputies, with U Thant in the chair; the heads of the UN Programme and Operating Agencies; officials of UN.

This type of meeting is an experiment following on my suggestion to de Seynes and Hill that you would be more interested in a free discussion of a few topics rather than the deadly boring routine consideration of the Preparatory Committee. At previous meetings the executive heads were so snowed under by a mass of "minutiae" that they never had time to exchange views and ideas on important topics.

A. Review of the functioning of Inter-Agency machinery for co-ordination

This item is dealt with in detail in III.

B. Population

The agencies, the UN and governments are very interested in the Bank's entry into this field, which is briefly mentioned in the draft ACC report to ECOSOC (see VII). Since the fall of 1967, Bank staff has been in close touch with the UN Secretariat dealing with population questions and a satisfactory working relationship has been established. Bank representatives are now regularly attending meetings of the ACC Sub-Committee on Population. Assurances have been given me that the UN and its Regional Commissions would regularly notify the Bank of meetings dealing with this sector. At the meeting of the Population Commission (which is an inter-governmental body of experts and a subsidiary organ of ECOSOC) representatives of the agencies will be expected to make statements on the activities of their respective organizations in the Fall of 1969. I will, of course, inform the Economics Department. In view of your meeting with Candau, etc., there is really nothing for me to add on this matter.

C. United Nations Development Decade

The discussion of this item at the Preparatory Committee was not very fruitful. Practically each of the sectoral agencies complained that the sector of its particular competence had not been given adequate consideration. Complaints were also voiced that papers and studies prepared within the UN (UN Centre for Development Planning, Committee for Development Planners, i.e. Tinbergen) had been forwarded to inter-governmental organs without prior consultation with the agencies. This, by the way, has now become a standard complaint of FAO, WHO, etc.

Ask for report on services of Indian program of De Seynes' activities views of R. P. Schull be done; hunting source funds -

The DD.II picture is really confused because of the number of bodies dealing with it and their different compositions and points of view. On the sectoral side there are the ACC Sub-Committee for DD.II (which Hoffman and Kamarck attend), the UN Centre for Development Planning and the Committee of Development Planners - all three, in fact, controlled or guided by the UN (de Seynes). On the political side, there is the 54-member Preparatory Committee nominated by the General Assembly and its "rival", the 45(?) -member Trade and Development Board of UNCTAD. There are numerous meetings of each body and one is led to wonder if and when their work will converge. A note of sanity has been introduced by the realistic position of the Bank, the wisdom of which is receiving recognition. On various occasions the Bank has warned against giving exaggerated importance to, and concentrating too much on, a "global development strategy" which, in practice, would result in the requirements of the individual developing countries being overlooked. I am attaching a note from Hoffman indicating the position he took on DD.II at the ACC Sub-Committee, including his views on an "appraisal" machinery (and the possible role of the Bank), which you approved. (See also R.749, page 12.)

ACC REGULAR MEETING

DAY Tuesday, April 29

TIME 9.30 to 1 p.m. and 3 p.m. to 6/7 p.m.

PLACE FAO Headquarters, Philippines Room

ATTENDANCE The executive heads and their deputies, with U Thant in the chair; the heads of the UN Programme and Operating Agencies; officials of the UN.

MORNING SESSION

- D. Administrative questions
- E. Meeting with inspectors

Though the whole morning session will be devoted to items D and E, the ACC organization item may be taken up again if it has not been concluded on the afternoon of the 28th. (In this case, and should you be interested, you should ask the Secretary-General to take it up first.)

Neither the Bank nor the Fund are involved in either of these items. The Bank (and the Fund) are completely independent from the UN Administrative, Budgetary and Civil Service system. This is due to the fact that they do not have to rely on member Governments to finance their budget, and the UN in its relationship agreement with the Bank (and Fund) recognizes that the Bank is "master" of its budget. This special position of the Bank has already been mentioned on page 2 of III.

The Corps of Inspectors (8, I think) has been recently organized on the basis of one of the recommendations of the Ad Hoc Committee of Experts (14) to examine the finances of the UN system of organizations. Again, because of their financial independence, the Bank and Fund were specifically excluded from the work of the Ad Hoc Committee and, hence, are not involved with the inspectors. The Corps of Inspectors is a group of "highly qualified" experts in budgetary and administrative affairs nominated (or anyhow approved) by the General Assembly; they were selected on the criterion of "equitable geographical distribution" and report to the Secretary-General. They work in complete independence, visit countries, programmes or agencies, report thereon to the Secretary-General and to the heads of agencies, who are supposed to pass these reports with their comments to their governing organs.

AFTERNOON SESSION

F. Consultations on current developments and problems

This is the so-called "political" item. In the open session mention might be made of the work of the High Commissioner for Refugees (see IV, page 2) and of the resolutions arising from the Conference of Non-Nuclear Weapon States. Should this matter come up at all, the IAEA will be most involved and I doubt that the Bank will be called upon. In this connection, you will remember the Bank wrote to the United Nations saying it could not assign priority to the financing of nuclear energy in developing countries on concessional terms (as the Conference and General Assembly had requested), but that it would be ready to give projects in this field the same consideration it gives to projects in other sectors, the relative priorities depending on the Bank's assessment of the country's situation and economic development plans.

G. Matters raised in the report of the Preparatory Committee

This is the routine part of the session which, up to this meeting, has taken up most of the time. The report includes sections recommended by the Preparatory Committee for inclusion in ACC's Annual Report to ECOSOC. I have marked (with handwritten annotations because of the late hour at which the report was finished) those items which interest the Bank directly or indirectly. I must confess that one of the most trying aspects of the Preparatory Committee is the approval of the Report to ACC.

H. Review of developments in technical co-operation activities

This review, which is oral, now takes place only once a year at the spring session. It is an opportunity for the "lesser" programme agencies (UNRWA, UNICEF, UNITAR) and for the operating agencies (UNCTAD, UNIDO) to make overly-long statements on the activities of their organizations. A lot of time is wasted, and that is why we have succeeded in having this item put at the end of the agenda. Of course, Hoffman will have many opportunities to speak of the UNDP and the Jackson Capacity Study at the earlier meetings of this session.

The next joint ACC/CPC meeting will be held in Geneva on July 10-11. (Last year it was in Bucharest.) I would very much hesitate to suggest that you come to Europe for it. The other heads of agencies are in Geneva anyhow for the presentation of their annual reports to ECOSOC (beginning July 15). If Mr. Schweitzer is on vacation (normally near Geneva), he may make an appearance. This is the yearly occasion on which the heads of agencies have a personal contact with the main delegations to ECOSOC, the agency reports being considered by ECOSOC in the space of three to four days without discussion. The

Bank and the Fund have a "better" treatment, as their reports are considered in the Fall at a special two-day resumed session of ECOSOC, with full discussion.

The Preparatory Committee recommends that the next regular session of the ACC be held, as usual, in New York during the period 20 - 22 October. Because of the pressure of General Assembly affairs on U Thant, ACC would be limited to one day (preferably the 22nd), the IACB meeting being on the 20th and 21st. The Preparatory Committee would meet from 9 - 15 October, which is satisfactory to the Fund and me. Mr. Woods would sometimes attend the October meeting and make a short statement on the highlights of the Governors' meeting. Mr. Schweitzer does the same if he comes.

ADMINISTRATIVE COMMITTEE ON CO-ORDINATION
Forty-seventh session
Rome, 28-29 April 1969

PROVISIONAL AGENDA AND SUGGESTED SCHEDULE
FOR THE ACC'S REGULAR MEETINGS

I. Meeting on the afternoon of Monday, 28 April

A. Review of the functioning of inter-agency machinery for co-ordination

Certain aspects of this item are dealt with in paragraphs 18 - 45 on pages 5 - 9 of the Preparatory Committee's report (CO-ORDINATION/R.749) to which attention is invited. Papers of the ACC secretariat on this subject will be found in documents CO-ORDINATION/R.719 and Add. 1 and 2.

B. Population

Under this item the ACC may wish to refer to paragraphs 104 - 106 on pages 25 - 27 of the Preparatory Committee's report.

C. United Nations Development Decade

The ACC will have before it background material prepared by the United Nations to facilitate the discussion on this item. Paragraphs 55 - 59 on page 12 of the Preparatory Committee's report are also relevant.

II. Meeting on the morning of Tuesday, 29 April

D. Administrative questions

Paragraphs 127 - 255 on pages 36 - 47 of the Preparatory Committee's report contain a number of recommendations for approval by the ACC. Particular attention is invited to the passages on the report of the CCAQ (paragraphs 127 - 137 on pages 36 - 39) and on Computers (paragraphs 144 - 146 on pages 40 - 44), also to document CO-ORDINATION/R.744 which deals with questions concerning the International Civil Service Advisory Board.

During the consideration of this and the following item, the Chairman of the Advisory Committee on Administrative and Budgetary Questions will be present.

GE.69-9225

*relation to
program for
Decade*

(6) Introduction to the ACC report (CO-ORDINATION/R.749/Add.2)

Review of developments in technical co-operation activities

Other matters

E. Meeting with the Inspectors

Paragraphs 138 - 142 on pages 39 - 40 of the Preparatory Committee's report are relevant to this meeting. The report of the Special Inter-Agency meeting on certain questions relating to the Joint Inspection Unit (CO-ORDINATION/R.745) is also available in connexion with this item and Annexes II and III of that report require ACC's approval; their consideration might conveniently take place after the meeting with the Inspectors.

III. Meeting on the afternoon of Tuesday, 29 AprilF. Consultations on current developments and problems

Paragraphs 5 - 17 on pages 1 - 4 of the Preparatory Committee's report provide background information on some aspects of these consultations. The note by the ACC secretariat (CO-ORDINATION/R.717 and Add. 1) also contains relevant information as well as the report of the Ad Hoc Inter-Agency meeting on Assistance to Refugees in Africa arranged by the High Commission for Refugees (CO-ORDINATION/R.718 and Add.1).

G. Other matters raised in the report of the Preparatory Committee

The Preparatory Committee's report appears in document CO-ORDINATION/R.749 and Add.1 - 2; it deals with all topics covered in the provisional agenda of the Preparatory Committee (CO-ORDINATION R.716/Rev.1 and Rev.1/Add.1). Texts suggested by the Preparatory Committee for adoption by ACC as parts of its annual report are double-spaced. Matters requiring decision by ACC have been identified by underlining. The attention of ACC is invited, in particular to the following matters:

- (1) Preparations for joint meetings of ACC with CPC (paragraphs 52 - 54, page 11)
- (2) Science and technology (paragraphs 61 - 71, pages 13 - 15) (including questions relating to protein)
- (3) Youth (paragraphs 97 - 100, pages 20 - 24)
- (4) Evaluation of technical co-operation programmes (paragraphs 121 - 123, pages 32 - 33 and Annex IV)
- (5) Place and date of next meeting (paragraphs 156 - 157, page 48 and Annex V)
- (6) Introduction to the ACC report (CO-ORDINATION/R.749/Add.2)

H. Review of developments in technical co-operation activitiesI. Any other matters

ADMINISTRATIVE COMMITTEE ON CO-ORDINATION
Forty-seventh session
28-29 April 1969

REPORT OF THE PREPARATORY COMMITTEE

Sixty-first session

United Nations Office at Geneva

8-18 April 1969

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- I. List of participants
- II. Inter-agency co-operation relating to outer space
- III. Transfer to UNESCO of certain responsibilities and assets
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- IV. Evaluation of technical assistance activities
- V. Calendar of meetings

INTRODUCTION

1. The Preparatory Committee met at the Palais des Nations, Geneva, from 8 to 18 April 1969. It examined all of the items in the provisional agenda (CO-ORDINATION/R.716/Rev.1 and Add.1).
2. The present report consists of two distinct elements: (a) the Preparatory Committee's own comments and conclusions with regard to each of these items; and (b) a number of draft passages which it feels might serve as a basis for the ACC's report to the Economic and Social Council. The chapter and section headings of this report have been drawn up to serve both purposes. Recommendations for action by the ACC have been underscored.
3. In order to make it easier to identify the passages proposed for inclusion in the ACC's own report, the latter have been indented and double-spaced, and the paragraphs have been designated by letters rather than numbers.
4. A passage for the introduction to the ACC's report to the Council will be issued as an addendum, nearer to the time of the meeting.

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I. POLITICAL AND RELATED QUESTIONS see IV

5. The Preparatory Committee considered the report of the ad hoc inter-agency meeting on assistance to refugees in Africa which had been arranged by the High Commissioner for Refugees at the request of the ACC at its October session (CO-ORDINATION/R.718), and also discussed matters relating to the implementation of General Assembly resolutions on decolonization, on apartheid and on the Conference of Non-Nuclear Weapons States.
6. The Committee expressed satisfaction over the results of the meeting on assistance to refugees and endorsed the arrangements for further strengthening inter-agency co-operation in this field which had been proposed and agreed upon at the meeting.
7. The attention of ACC is drawn in particular to the conclusions and recommendations summed up below:
 - (a) Responsibility for, and leadership of rural settlement programmes for refugees, particularly with regard to phases one and two (emergency phase and initial local settlement phase), rest with UNHCR;
 - (b) UNHCR, together with other members of the United Nations system, is where necessary, to discuss and tentatively formulate projects of assistance to refugees, particularly in the initial local settlement phase, with a view to assisting the Governments concerned in the preparation of such projects;

- (c) The United Nations agencies concerned are further to explore the possibility of taking ad hoc action of a limited scope to support the work of assistance to refugees, including: the secondment of experts to UNHCR and the extension to refugees, or areas of residence of refugees, of existing projects or programmes, including education and training courses;
- (d) Should there be a need for the participation of other members of the United Nations system in a given refugee programme, and where this need can be met through existing staff or projects, consideration will be given by the organizations concerned to providing such assistance as comes within their competence, subject to their respective rules and procedures, which it is felt might be interpreted in a flexible manner.

8. In addition, the Ad Hoc Meeting agreed on a number of more detailed procedures for inter-agency co-operation at headquarters level and in the field, particularly through early information on the planning and implementation of projects for assistance to refugees.

9. The Committee recommends that ACC endorse the conclusions and recommendations adopted in the Ad Hoc Meeting.

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10. The Committee was informed that during the discussions in the Fourth Committee preceding the adoption of General Assembly resolution 2426 (XXIII), considerable understanding had been shown of the legal, practical and other difficulties experienced by the agencies. The Committee expressed the hope that the Secretary-General, in the report called for under the same resolution, would bring out the constitutional role of the governing bodies of the various organizations.

11. It was also noted as regards the paragraph 8 (a) of the resolution that the Secretary-General stood ready to extend assistance, as might be required, in working out appropriate measures for implementing the relevant General Assembly resolutions. The Secretary-General as heretofore would continue to consult with the agencies and other bodies to which the resolution had been transmitted (including UNCTAD, UNIDO, the joint UN/FAO World Food Programme and UNITAR) on matters of common concern and reflect their views on these matters in his reports to the competent United Nations organs.

12. It was observed that operative paragraph 3 of General Assembly resolution 2426 (XXIII) in recommending concrete programmes of assistance to "the oppressed peoples of Southern Rhodesia, Namibia and the Territories under Portuguese Administration", appeared to cover not only refugees from those territories but also to the people living therein. It was felt that clarification was essential and that as no such clarification was available from the discussions leading to the adoption of the resolution, it was for the Secretary-General to seek the necessary guidance from the General Assembly.

13. Reference was also made to the steps taken by several agencies to establish relationship agreements or other special arrangements with the OAU. Note was taken of these developments as representing means for expanding the scope of assistance as envisaged in operative paragraph 3 of General Assembly resolution 2426 (XXIII) without far-reaching changes in existing constitutional and other arrangements.

14. The United Nations Under-Secretary-General for Political and Security Council Affairs provided the Committee with information regarding the implementation of General Assembly resolutions 2396 (XXIII) on apartheid and 2431 (XXIII) on the United Nations Educational and Training Programme.

15. He stated that the Special Committee on Apartheid felt that the specialized agencies could be of great assistance in promoting the dissemination of information on apartheid. It had already held some consultations with UNESCO and ILO on this question and intended to continue these consultations. Members of the Special Committee intended to consult with the UNESCO and ILO on possibilities of greater activity through educational, scientific and cultural organizations and trade unions and other groups with which agencies had close relations. They also wished to consult with other specialized agencies on the possibilities of co-operation by them in their specific fields. The specialized agencies had also been invited to co-operate in the humanitarian programmes of assistance to the victims of apartheid. Pursuant to General Assembly resolution 2431 (XXIII) of 18 December 1968, every effort is being made to strengthen and expand the United Nations Educational and Training Programme for Southern Africa - covering Southern Africa, Namibia, Southern Rhodesia and territories under Portuguese Administration. The Under-Secretary-General expressed the hope, and the agencies agreed, that the Secretary-General could continue to count on the active support and co-operation of the United Nations system of agencies not only in the administration of the programme but also in efforts to strengthen and expand it.

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16. The Committee also held an exchange of information and views on the implementation of General Assembly resolution 2456A (XXIII) and 2456C (XXIII) on the Conference of Non-Nuclear Weapon States which provided an opportunity for clarifications regarding the work to be carried out. The Under-Secretary-General for Political and Security Council Affairs stated that the Secretary-General wished to ascertain which agencies desired to co-operate with him in the preparation of the report called for in resolution 2456C (XXIII), and if possible the nature and extent of their co-operation. In order for the Secretary-General to decide which agencies were pertinent in this regard he would appreciate receiving indications from the agencies in this regard.

17. The Preparatory Committee wishes to recommend that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

- A. Consultations have been held within the framework of ACC regarding the implementation of General Assembly resolutions relating to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, on the questions of the Territories under Portuguese Administration and the policies of apartheid of the Government of the Republic of South Africa.
- B. Considerable progress has been made, in co-operation with the High Commissioner for Refugees, in working out measures to increase the scope of assistance which can be provided by the agencies to refugees from the African territories concerned. Relationship agreements and other special arrangements have been or are being established with the Organization of African Unity by certain agencies.
- C. Following a decision by the ACC, the High Commissioner for Refugees arranged an ad hoc inter-agency meeting on assistance to refugees in Africa in January 1969, which was attended by representatives of most United Nations specialized agencies and programmes.
- D. The conclusions and recommendations adopted at the ad hoc meeting, which are endorsed by ACC, should pave the way for further increased inter-agency co-operation on behalf of refugees.
- E. These conclusions and recommendations and the increasing scope of assistance to the refugees referred to in General Assembly resolutions 2426 (XXIII) and 2395 (XXIII) reflect the growing co-operation of United Nations agencies in this field of activity and reinforce the significant link between the High Commissioner's relief operations for refugees in developing areas and the development aid given by other members of the United Nations system.
- F. The offers of increased support for the work of refugees made by most members of the United Nations system and the implementation of the detailed procedures agreed by the ad hoc inter-agency meeting have already been translated into positive results, as shown in the annual report of the High Commissioner to the General Assembly and to the Economic and Social Council.

II. GENERAL CO-ORDINATION QUESTIONS See III

(1) Review of the functioning of inter-agency machinery for co-ordination [Item 4]

18. In accordance with the request of the ACC at its October session, the Preparatory Committee has given detailed attention to the question of the functioning of ACC on the basis of a paper by the ACC Secretariat (CO-ORDINATION/R.719 and Add.1-2). It found itself in broad agreement with many of the findings in that paper, which is concerned essentially with the problem of so adapting the arrangements and procedures of ACC itself, of relieving it of secondary tasks and improving the staff work for it, that ACC can best exercise the very greatly enlarged responsibilities falling upon it, and make its maximum contribution to the effective functioning of the United Nations system.

19. It is deeply conscious of the importance of this question in view of the vital role that ACC alone can play and the urgency of enabling it to discharge its responsibilities as effectively as possible. One of the most difficult and yet most essential of these responsibilities is to provide advice from its unique point of vantage on central issues of international economic and social policy, more particularly in relation to development.

20. Before coming to essentially procedural and administrative arrangements, the Preparatory Committee feels it desirable to stress that there are fundamental conditions on the fulfilment of which the effectiveness of such proposed arrangements will largely depend. Among these conditions are:

- (a) The mutual obligations inherent in a functionally decentralized system of autonomous organizations;
- (b) The manner in which to make the fullest use of the technical experience, practical experience and contacts with particular circles of each organization;
- (c) The necessity of each organization associating the other organizations concerned, at the earliest possible stage, with the planning and execution of its future activities which are likely to direct or call upon the expertise or resources of other organizations;
- (d) The maintenance of a clear distinction between the responsibility for the execution of substantive activities, even when interdependent with other activities, and responsibility for functions of co-ordination, and the obligations involved in the discharge of each of them.

21. If the ACC is to devote major attention to the identification of future problems and the framing of constructive policies for their solution, consideration should be given to the methods of work best calculated to enable it to discharge that type of responsibility. In particular, it would then be essential that each body reporting to ACC should identify the issues on which policy decisions are required, attempt to put forward agreed solutions (with an indication of the nature of any compromise so reached), or alternative solutions, with an indication of the merits of each. Such a practice would, in any event, seem helpful, and the proposals made in later paragraphs do, to some extent, provide a basis for its wider application.

22. Finally, it may be considered whether, instead of the usual procedure of agreeing on the solution of problems of co-ordination on the basis of recommendations of its subsidiary bodies, the ACC should not, once problems have been identified, itself indicate wherever possible the lines along which they should be resolved, and leave it to the subsidiary bodies to work out technically sound and detailed solutions in accordance with broad ACC directives.

23. The Secretariat paper deals first with possible improvements in the organization and functioning of ACC meetings and then proceeds to discuss certain essential conditions for such improvements, particularly the strengthening of the staff work for the ACC and the enlargement of the role of the Preparatory Committee. It goes on to discuss improvements in the arrangements for inter-agency consultation and co-operation under the general authority of ACC and its Preparatory Committee, as well as the relations of ACC with other United Nations organs. While there are several important aspects of the problem as a whole which are not dealt with in the paper, or which should be considered in the first instance by the ACC itself, certain matters upon which the Preparatory Committee believes that ACC may wish to take decisions on immediately are summarized below:

Organization and functioning of ACC meetings

24. While a major purpose of the suggestions under II and III below is to reduce the volume of work falling on the ACC itself, and particularly the number of questions requiring attention at ACC meetings, it needs to be considered whether, in addition to the customary two-day ACC meeting in the Spring and a short meeting in the Autumn, a short meeting in July, in conjunction with the joint meetings with CPC, will not henceforth be necessary and should be provided for.

25. Items of business which do not require action by the ACC itself, and reports of subsidiary organs, unless they pose policy problems on which ACC itself should decide, should normally be dealt with finally by the Preparatory Committee and not appear on the agenda of ACC meetings.

26. Fuller opportunity than in the past should be provided for well prepared discussion in depth at ACC meetings of one or more major tasks or problems of the United Nations system.

27. The ACC may wish itself to explore the division of work between its strictly private and regular closed meetings. It may also wish to decide as to attendance at its meetings of a strictly private character.

28. While care should be taken to avoid fragmentation of the ACC's general responsibility for co-ordination, consultations among a limited number of organizations on issues of special interest to them only should be encouraged. The ACC itself might wish to identify from time to time such areas; it should be kept informed of the group consultations undertaken, its Secretariat being available to provide such assistance as might be required.

Reporting

29. The ACC's annual reports at present deal with a limited number of major issues, and also include an account of ACC activities during the past year, a task which requires an uneasy compromise between inordinate length and excessive compression, and tends to dilute the impact of ACC pronouncements. It is for consideration whether the ACC might issue separate, self-contained reports, on major issues, as has occasionally been done, and a comprehensive activities report for information and reference purposes, that would also reproduce, or include cross-references to, the separate reports on major issues.

30. If ACC were to concentrate on major policy issues on the basis of an identification of problems and possible solutions, its report should, in part at least, be drafted after the ACC meeting. This should be done by the ACC secretariat in co-operation, when appropriate, with the Preparatory Committee.

The functioning of the Preparatory Committee

31. The ACC may itself wish to consider any modification in the existing authority and composition of the Committee.

32. The Preparatory Committee has authority to dispose of all current inter-agency business not requiring specific consideration and decision by the executive heads themselves, to refer matters to subsidiary bodies for consideration and receive their reports, and to speak and act in the name of the ACC on matters coming within the Committee's purview. This authority could be more fully used.

33. The problem of decisions in inter-governmental organs of different organizations that might lead to duplication or divergent action, should be kept under constant attention by members of the Preparatory Committee and any problems in this connexion placed on the Committee's agenda. If necessary, ACC could discuss at the joint meeting with CPC any important potential sources of difficulty.

34. All decisions of the Preparatory Committee should be clearly recorded, possibly in a separate document, where they do not call for notice by ACC, in order to ensure proper follow-up. Each organization should, of course, ensure that its representatives are fully briefed on the outcome of Preparatory Committee discussions, but the ACC secretariat should continue to convey such decisions formally to subsidiary organs.

35. Members of the Preparatory Committee should, through direct contacts with the representatives of their own agencies on the technical sub-committees, seek to anticipate and minimize cases where views put forward by an agency's officials at two different levels are at variance.

Staff work for ACC

36. The Assistant Secretary-General for Inter-Agency Affairs and the ACC secretariat should be expected to put fully into effect the arrangements laid down for them by the ACC in 1967. Their responsibilities should include the preparation of the basic documentation for, and proposals for action by, the Preparatory Committee and the ACC,

as well as documentation as required for inter-governmental organs; the maintenance of direct and close relations with the Executive Heads and senior officials of all organizations; the follow-up of ACC decisions; the exercise of initiative at the secretariat level in regard to inter-agency problems; guidance to subsidiary organs; as well as following, and where necessary intervening, in connexion with developments in the organs of the United Nations and the agencies that might affect inter-agency relations and co-ordination.

37. Special importance should be attached to the preparation of the actual work of ACC. This includes, first, the preparation of concise but detailed position papers, including a preliminary indication of major issues to be discussed and even, where appropriate, tentative solutions. This would allow of earlier and fuller internal consultations, and relieve the participating organizations from the burden of preparing individually historical background material which can be provided more economically on a central basis. Secondly, on major issues, it would be desirable for the ACC Secretariat, when requested by ACC, to undertake, with the co-operation of participating organizations, independent major studies for the information and guidance of ACC on questions it would wish to consider in depth, and in respect of which compilation of agency activities and positions constitutes only a preliminary step.

38. If the ACC Secretariat is to be able to carry out all these tasks, a considerable strengthening of the staff, such as was envisaged in 1967, is indispensable. The ACC may wish to reach a firm understanding on how this is to be accomplished.

39. The ACC may also wish to consider other matters relating to its Secretariat, including relations between that Secretariat and staff now working for ACC on particular inter-agency problems.

ACC subsidiary organs and inter-Agency consultations

40. The Preparatory Committee began what will probably be quite a lengthy process of reviewing ACC arrangements for inter-agency consultation through subsidiary bodies and ad hoc meetings. The note by the ACC Secretariat (CO-ORDINATION/R.719/Add.1) provided a basis for this review, which had two major aspects: (i) the evaluation of the continued need for individual subsidiary bodies and of any changes or clarifications that may be needed in their mandates; (ii) ways of making the meetings of these bodies and ad hoc meetings as productive as possible in terms of concrete results.

→ I shall be dealing with this matter after consulting with the Bank staff attending these meetings

41. It is apparent that serious evaluation of each of the existing subsidiaries of ACC would also require full consultations, including internal consultations within the various organizations. It was agreed, therefore, that each member of the Preparatory Committee would inform the ACC Secretariat as soon as possible of the outcome of these internal consultations, and that the information obtained in this way would be circulated well in advance of the Committee's autumn session. Two days would be set aside at that session to consider the need for and the mandate of, the various existing subsidiary organs, and also how far it may be feasible to reduce the frequency of meetings and to merge certain subsidiary bodies, or to replace them by occasional ad hoc meetings. Particular attention should be paid to regional inter-agency arrangements and their relations to arrangements among agency headquarters.

42. The Committee concurred in general with the ACC Secretariat's suggestions for improvements and economies in the functioning of subsidiary organs. It has asked the ACC Secretariat to begin implementation at once, insofar as it is involved, particularly to assist as fully as possible in organizing the meetings and in enabling the reports to be presented in the form best adapted to their intended purposes. The ACC secretariat was also asked to circulate to all agencies certain proposals which had been put forward during the meeting.

43. Many basic questions affecting the whole issue of inter-agency arrangements require further study in depth, including questions relating to the role of the ACC and the Preparatory Committee in overseeing the work of the subsidiary organs, the most suitable arrangements at the regional level, and the relations between ACC subsidiary organs and inter-governmental organs in the same substantive field.

The relations of ACC with other United Nations organs

44. As regards the relations between the ACC and its various subsidiary organs to the regular meetings of the Executive Secretaries of the regional economic commissions and the periodic top-echelon meetings of the heads of United Nations organs and programmes held under the chairmanship of the Secretary-General, the Preparatory Committee expressed the hope that the members of ACC would have the opportunity of commenting on proposals or findings resulting from such meetings which involve or affect the specialized agencies and IAEA, prior to transmittal to United Nations organs. The ACC will no doubt wish to welcome such meetings, it being understood that they complement and do not impinge on the co-ordinating activities of the ACC in respect of the United Nations system as a whole.

45. The ACC may also wish to associate itself with the concern expressed by the Secretary-General in the introduction to his last annual report to the General Assembly at the growth in the number of new bodies established by the principal organs of the United Nations, either specifically for co-ordination purposes or largely so. These bodies, and existing bodies whose terms of reference have been enlarged, have already made significant demands on the staff in respect of "the time and the documentation required to service them and in the complexities, even duplication, which they involve".

(2) General Review of the Programmes and Activities of the United Nations Family
[item 5/ Bank very marginally involved

46. The Preparatory Committee was informed of developments during the March session of the Enlarged Committee and the meetings of the Inter-Sessional Working Group which had preceded it. These developments included far-reaching proposals for changes in the machinery of co-ordination. Since the proposals may be modified at the ECPC's June meeting it would appear premature for the ACC to take any position with regard to them until they are finalized. However, in view of the desirability of taking concerted positions regarding proposals still under discussion, informal consultations were arranged for this purpose.

(3) Arrangements regarding identification of decisions which might lead to duplication or divergent action /item 6/ so far, Board not involved

47. In its last annual report to the Council, the ACC referred to "an aggravation of the old problem of conflicting decisions - particularly regarding competence and arrangements for the execution of work - being taken in different inter-governmental organizations. The problem can be attenuated by strict observance of the discipline of consultation among organizations, but in the last analysis it is due to inadequate co-ordination at the national level."

48. In response to the ACC's comments the Council invited the ACC "to keep under review the problems of decisions being taken in different organizations of the United Nations system which might lead to duplication or divergent action and to indicate in its annual reports to the Council such decisions, if any, with a view to their possible harmonization (resolution 1369 (XLV), operative paragraph 4). The ACC secretariat thereupon invited all organizations and programmes in the United Nations system to furnish information on any current situations of the kind envisaged by the Council which were of concern to them.

49. The Preparatory Committee had before it a note by the ACC secretariat (CO-ORDINATION/R.729) which contained possible elements for a response by the ACC to the Council's invitation in resolution 1369 (XXIII). This draft was devoted mainly to describing problems of duplication and of identifying decisions likely to lead to divergent action. It cited two specific cases of recent decisions taken in different inter-governmental organs that might bring about the type of situation foreseen by the Council, i.e. recommendations of the Conference of Non-Nuclear Weapon States and IAEA's mandate; and the Advisory Committee on Science and Technology and UNCTAD on transfer of technology. When the paper was discussed in the Preparatory Committee it was pointed out that neither of the instances cited represented a clear-cut case.

50. Following its discussion of this paper, the Committee reached the conclusion that the question was rather more complex than it had originally seemed; that more material had to be gathered, and, above all, that the concepts involved had to be clarified. It decided to study the question again in the wider context of the review of the subsidiary bodies of ACC in the Fall of 1969. In the meanwhile it was, in its view, preferable for the ACC not to include anything on this subject in this year's report to the Council.

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51. Under this item the Preparatory Committee considered a note (document CO-ORDINATION/R.709) circulated by FAO containing certain suggestions on follow-up action on important conferences convened by members of the United Nations system. It agreed that more suggestions for following up conference recommendations and decisions would help to promote inter-agency co-ordination with respect to the implementation of those which are of importance to more than one agency. It accordingly agreed that the ACC secretariat should bring such suggestions to the attention of members of the United Nations system for information and guidance.

(4) Preparations for the Joint Meetings of the ACC and CPC [item 7] see VII

52. While the Economic and Social Council suggested in resolution 1367 (XLV) that the joint meetings might be prolonged by one or two days, the Preparatory Committee feels that the members of ACC may not be able to spare more than two days for these meetings. In this event, it recommends that the joint meetings be held on Thursday, 10 July and Friday, 11 July.

53. The Committee stresses the importance of the ACC having an exchange of views on the various proposals which the Enlarged Committee for Programme and Co-ordination will be submitting to the Economic and Social Council and the General Assembly. It suggests that these proposals be discussed at the joint meetings. It also suggests that the ACC agree to the two topics proposed for discussion by CPC, namely (a) the structuring of the machinery for co-ordinating the activities of the United Nations system, and (b) the question of the Second Development Decade.

54. It further suggests that the ACC Secretariat prepare a short background paper for the joint meeting outlining the major issues under each of the topics to be discussed.

III. PROGRAMME QUESTIONS

(1) United Nations Development Decade [item 3] see VI

55. The Preparatory Committee noted that the paper entitled "The Second United Nations Development Decade: Preliminary Framework for an International Development Strategy" (E/AC.56/L.2) submitted by the United Nations Centre for Development Planning, Projections and Policies represented an early phase of the preparatory work for the Second United Nations Development Decade. The paper was discussed by the ACC Sub-Committee on the Development Decade, but regret was expressed that the time-table adopted made it impossible to take into account the views of the ACC before the submission of the United Nations paper to the General Assembly's Preparatory Committee on the Development Decade. It was noted however that the suggestions and views of the agencies concerning the general conceptual approach as well as the balancing of sectoral activities would be made available to the General Assembly Preparatory Committee and to the Committee for Development Planning.

56. Interest was expressed in the nature of the machinery to appraise progress made during the course of the Decade towards the agreed objectives and targets. The Preparatory Committee stressed the need for arrangements for reporting and evaluation, including functional appraisals, making full use of existing machinery and procedures. This might be one of the topics to be taken up during the discussions which the ACC will have on the Development Decade.

57. In reviewing the present status of the preparations for the Second United Nations Development Decade, the agencies reaffirmed the importance they attach to the preparatory work for the Decade drawing as fully as possible on the information and experience accumulated by international organizations, as well as the views of Governments of Member States. The goals of the Decade should provide a set of harmonized national and multi-lateral objectives and policies, integrating both the economic and social aspects of development. Concerted efforts should be made in order to arrive at a realistic, coherent and balanced international development strategy, to which all the United Nations organizations could contribute.

58. Recent developments at the inter-governmental level underlined the vital importance of intensive consultations within the United Nations family of organizations. In particular, urgent attention should be paid to the problems involved in establishing quantitative international norms, in view of the serious technical difficulties involved.

59. There was a general feeling that it would be timely for the ACC to issue a statement in conjunction with its forthcoming meeting, giving its views on the different questions raised by the preparation for the Second United Nations Development Decade. Having regard to the lack of material based on inter-agency consultations, the Preparatory Committee felt unable to outline such a statement, but the United Nations undertook to submit to the ACC a paper on the main issues involved to facilitate a discussion in the light of which a statement could be drafted.

(2) Industrial development /item 30/

no problem - we have good relations with UNIDO on a pragmatic basis - contacts have been established in connection with our study on industrialization - we see no reason for formalizing the relationship - the postponement in a decision on this is due to our action.

60. The Preparatory Committee was reminded by the ILO that, as the matter had been postponed at previous sessions, the question of arrangements for co-ordination at the secretariat level in the field of industrial development, which were to be made by the Secretary-General under paragraph 34 of General Assembly resolution 2152(XXI), was still outstanding. In view of the fact that UNIDO was currently pursuing negotiations towards the conclusion of understandings with other organizations and bodies and that therefore it felt it inappropriate to discuss at this stage a matter which should preferably be considered at the autumn session, in the light of the outcome of the current session of the Industrial Development Board, the Preparatory Committee agreed to defer this item for the time being.

(3) Science and technology /item 8/ *Bank not involved*

61. The Preparatory Committee reviewed the reports on the Sub-Committee on Science and Technology on its meetings in November and December 1968 and February and March 1969 (CO-ORDINATION/R.720 and Corr.1 and R.746). It had at its disposal information concerning the eleventh session of the Advisory Committee on Science and Technology.

62. The Preparatory Committee was informed of UNCTAD's possible role in any future machinery to deal with Science and Technology and noted that if the Trade and Development Board were to set up any machinery within UNCTAD to deal with the transfer of operative technology, the UNCTAD Secretariat would be unable to perform the proper servicing unless it was assured of the closest active co-operation, not only of the United Nations but also of the specialized agencies.

63. The Preparatory Committee wishes to draw the attention of the ACC to the report of the Secretary-General entitled "Arrangements for the transfer of operative technology to developing countries" (E/4633), which also contains proposals for the future machinery in science and technology (including proposals for an ECOSOC sessional committee and for the re-examination of the functions of the ACAST and its secretariat). This report is of great interest to a number of agencies, as it is involved with the future of science and technology within the United Nations system of organizations. Similar proposals have been made by the ACAST at its eleventh session. In view of the far-reaching implications of these recommendations, the Preparatory Committee recommends that discussions should be held by ACC on this subject. It further stresses that collective consultations should have taken place before issuing the report (E/4633) on the position of science and technology, as a whole, a matter which involves different inter-governmental bodies (ECPC among others), the United Nations Secretariat, the Advisory Committee on Science and Technology, a large number of agencies and the ACC machinery itself.

Action relating to protein

64. The Preparatory Committee was informed that at the recent meeting of the Advisory Committee on Science and Technology consideration was given to the desirability of more energetic measures being taken to achieve increased production and consumption of protein foods, in view of the alleged "slow progress" being made. The representatives of interested United Nations organizations who have been carrying out extensive activities in these fields and are planning further developments, with increased resources, in response to the relevant General Assembly resolution in the matter, have also informed the Preparatory Committee that little attention seems to have been paid to the information and views they provided to the ACAST. Views were expressed that if recommendations are made for the United Nations Office for Science and Technology to undertake activities which fall within the responsibilities of the interested organizations are carried out, they might lead to duplication and confusion. In this respect, the Preparatory Committee recognizes that as neither the Advisory Committee nor the Office possess any executive functions, the interested organizations are glad to consider any suggestions which the Committee may make and to take all possible action in accordance with their mandates and responsibilities and the practicability of the proposals made.

65. In this connexion the reconstituted Protein Advisory Group, which operates under the co-sponsorship of FAO, WHO and UNICEF and with the full participation of other interested organizations, provides a centre for encouraging new developments and exchange of experience in order to provide the interested agencies with scientific advice. There would therefore seem to be no need for a further small conference of experts as the Advisory Committee suggests. If national case studies in developing countries are to be undertaken, the information available to and the activities undertaken by the interested organizations would seem to be the best way for such action to be furthered by the organizations themselves.

66. The Preparatory Committee understands that notwithstanding the increased expenditure proposed by FAO, WHO and other organizations, additional resources are needed. But the raising of such resources should be a matter for the interested organizations; as should any question of increased contributions from UNDP for this work through the executing agencies. The Preparatory Committee appreciates the desire of ACAST to maintain the momentum of work it has stimulated through its report. The interested agencies are prepared to assist the Committee with any information on the progress of their activities.

67. The Preparatory Committee would express the hope that there would be no assumption of executive and operational functions by the Advisory Committee and the United Nations Office for Science and Technology. In this connexion it would draw attention to the statement of the Secretary-General in his report on the transfer of operative technology to developing countries that "Since its inception the Council (ECOSOC) has repeatedly drawn attention to the waste of effort and money involved in overlapping programming and in duplication of work throughout the United Nations system" (E/4633, paragraph 46). The statement is particularly germane to the suggestions

referred to above regarding the adoption of new and extended functions by the Office of Science and Technology parallel to those exercised by existing organizations, a matter which the ACC may wish to consider and bring to the attention of the forthcoming meeting of the Council.

68. This is also relevant to other questions which ACAST has taken up for special study such as population, science education and natural resources. If a precedent is established in regard to protein it may have repercussions affecting the importance of ensuring that executive and operational responsibilities in all these cases remain with the agencies concerned and their established arrangements for co-operation.

Questions relating to participation in the Protein Advisory Group

69. The Preparatory Committee discussed a note on the participation by interested members of the United Nations family in the FAO/WHO/UNICEF Protein Advisory Group submitted by the FAO in concurrence with WHO and UNICEF (CO-ORDINATION/R.743) which reported that UNESCO and UNIDO had already expressed their wish to become members of the Protein Advisory Group and that other organizations might be expected to express similar interest as a result of the adoption of General Assembly resolution 2416 (XXIII).

70. The Preparatory Committee welcomed these expressions of increased interest in the work of the Protein Advisory Group. It had before it the views of FAO, WHO and UNICEF proposing that sponsorship of the Protein Advisory Group remain tripartite as in the past but that full participation be open to other interested members of the United Nations system. Such full participation in the activities of the PAG would include, in addition to attendance at sessions and participation in the discussions, the possibility of proposing agenda items and preparation of papers, of suggestions on the planning of the work of the Advisory Group, of proposals for the appointment of new members with effect from 1970; and, as occasion demands, seconding staff to the Protein Advisory Group secretariat to undertake special assignments of an ad hoc nature.

71. As UNESCO indicated its desire to become a sponsor of the Protein Advisory Group and as no agreement could be reached, it is hoped that the matter can be resolved by further consultation by the ACC.

(4) Human environment [item 9] *Bank not involved so far*

72. The Preparatory Committee had before it the report of the Sub-Committee on Science and Technology on this question (CO-ORDINATION/R.720, paragraph 4).

73. The Secretary-General's report on human environment, called for under General Assembly resolution 2398 (XXIII), is being prepared with the assistance of, and in full consultation with, the agencies concerned. A number of agencies have loaned officials to the United Nations to help in the preparation of the report.

74. The whole question of how the United Nations family of organizations should approach the problems of human environment is an extremely important one and the proposed Conference constitutes only one aspect of it. The Preparatory Committee suggests that ACC may wish to make a substantive policy statement to the Council containing an agreed inter-agency approach. It does not consider that sufficient material for such a statement is available at present and therefore recommends that the ACC should return to the matter in July when it will also be able to take into consideration action taken by other bodies, especially ACAST and ECE. The Preparatory Committee expressed the hope that a draft paper could be prepared by the UNESCO official loaned to the United Nations for the preparation of the report, and requested that the draft paper be circulated by the ACC secretariat to provide a basis for such an ACC statement.

75. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

The report of the Secretary-General on human environment, called for under General Assembly resolution 2398(XXII), is being prepared in close co-operation and consultation with the agencies concerned - which have seconded personnel for this purpose. The report will thus reflect in large measure the present thinking of ACC in this matter. The ACC proposes to return to the question before the forty-seventh session of the Council, with a view to providing a further contribution as to the approach to the problem that might be taken by the United Nations system of organizations.

(5) The sea [item 10] *Bank not involved*

Marine Science and its applications

76. The Preparatory Committee took note of the report of the ninth session of the Sub-Committee on Marine Science and its Applications (CO-ORDINATION/R.721).

77. After an exchange of views the Preparatory Committee endorsed in particular the following findings and recommendations:

(i) As regards resolution 2414 (XXIII), there should be an opportunity for all the agencies to discuss together the over-all co-ordination of their contributions to the report. The Sub-Committee on Marine Science and its Applications would provide an appropriate mechanism for such consultations.

(ii) If it were decided that the United Nations Conference on Human Environment to be held in 1972 should cover broader aspects of the marine environment than those of direct concern to human life, the Sub-Committee on Marine Science and its Applications might be involved in the preparations for it so that due account can be taken of relevant activities in response to the General Assembly resolutions dealing with the ocean.

(iii) As regards marine pollution and the implementation in this respect of resolution 2414 (XXIII) and 2467 B (XXIII), the organizations concerned should arrange to co-ordinate their contributions to this section of the Secretary-General's report and the Sub-Committee on Marine Science and its Applications should continue to be used for the necessary consultations.

78. The Preparatory Committee noted that FAO was prepared to provide the secretary of the Committee for the period 1969-1970 and decided that the 10th session of the Sub-Committee would be held in the FAO Headquarters in Rome as late as possible in the first quarter of 1970.

The sea bed

79. The United Nations Under-Secretary-General for Political and Security Council Affairs explained the steps which had been taken for ensuring the co-operation of the specialized agencies and the IAEA and also inter-governmental bodies in the implementation of resolution 2467 (XXIII), in particular its parts B and D. He was satisfied at the present time with the way co-ordination had proceeded between the secretariat and the agencies concerned.

80. After a brief exchange of views the Preparatory Committee took note with satisfaction of this statement.

(6) Water resources, transport and tourism [item 11] *arrange to satisfactory to the Bank*

81. The Preparatory Committee had before it the report by the Assistant Secretary-General for Inter-Agency Affairs on consultations undertaken in accordance with the request of the ACC with a view to facilitating solutions for certain problems of co-ordination that had arisen in the above fields (CO-ORDINATION/R.722).

82. As regards transport and tourism, procedures acceptable to the specialized agencies concerned for consultations in the preparation of studies for the Economic and Social Council had been proposed by the United Nations and were being carried out. The problems facing the ACC at its last session were therefore being overcome.

83. As regards water resources, the Assistant Secretary-General's paper was considered helpful in providing a perspective in which solutions for the outstanding difficulties might be found. Several agencies, however, felt that fundamental questions, involving particularly the role of the United Nations, still remain to be settled and should be settled as a matter of urgency. The Preparatory Committee noted that the agencies

concerned had submitted for consideration by the Sub-Committee on Water Resources information on their respective fields of competence, types of expertise required and the authority governing their activities. It accordingly invited the Sub-Committee on Water Resources, at its next meeting in June 1969, to devote special attention, at the policy level, to the problem of co-ordination in this field with a view to recommending an agreed solution for consideration by the Preparatory Committee in October.

(7) Statistical questions [item 13] *Economics Staff attends these meetings and reports - so far no problems*

84. The Preparatory Committee reviewed these questions on the basis of the report of the Sub-Committee on Statistical Activities (CO-ORDINATION/R.724). It was also informed of the results of the consultations which took place in March 1969 between the Working Group of the Statistical Commission and representatives of the United Nations and the specialized agencies.

85. The Preparatory Committee felt it necessary to draw attention to the serious unresolved co-ordination problems arising in this field, in particular, as regards the new United Nations questionnaires on agricultural commodities production and on general industrial statistics, for which the Sub-Committee had suggested no solution and which raise important jurisdictional and substantive problems. It requested the Sub-Committee, as a matter of priority, to search for appropriate solutions, at the technical level, to the existing problems, or if this is not possible to put forward alternative possible solutions with an indication of their respective merits, for decision by ACC.

86. The Preparatory Committee noted that all agencies would have the opportunity of participating in meetings of the Advisory Boards of the Kampala and Tokyo Statistical Institutes to be financed under UNDP, and that there would be prior consultation with them regarding meetings of these Boards, including the particular agenda items to be discussed. UNESCO expressed a strong interest in being closely associated with the work of these Institutes.

87. The Preparatory Committee believes that, while a great deal of co-ordination and co-operation has been achieved in the statistical field, efforts should be continued to minimize duplication in the collection of statistics on different technical bases by international agencies, with a view to avoiding unnecessary demands on national statistical offices, especially in the developing countries. It was agreed as a first step that before any organization embarks on new programmes for the collection of statistics, there should be close consultation with the other organizations concerned with respect to definitions and components of data being solicited.

88. It is regretted that the extended discussion of the proposed five-year integrated statistical programme by the Working Group precluded the discussion of other important questions, namely co-ordination problems involving non-United Nations organizations such as the OECD, and details of other co-ordination problems which might be thought to exist.

If any second meeting of the Working Group of the Statistical Commission is held with representatives of the United Nations and the specialized agencies, it is hoped that the remaining topics would be discussed. It was noted that the Working Group was satisfied about the progress made in co-ordination of the statistical activities and that such co-ordination should continue to be carried out by the ACC Sub-Committee on Statistics.

89. With regard to the suggestion that the members of the United Nations system may provide certain information through the United Nations Statistical Office in order to enable the Statistical Commission, as provided in ECOSOC resolution 1306 (XLIV), to review and tender advice for an integrated five-year programme, it was agreed that these proposals of the working group were acceptable on the terms stated and that any consolidated statement prepared in this connexion by the United Nations Statistical Office would be the subject of consultation with the agencies concerned before submission to the Statistical Commission. These agencies are willing to continue to supply the Commission with appropriate information on their present and future statistical programmes. They emphasize, however, that their statistical activities are an essential part of their respective work programmes and must be conducted in such a way as to fulfil the constitutional and operational requirements of the individual organizations.

(8) Human resources, education and training [item 15] *no problem - when agenda is interesting Bank is represented*

90. The Preparatory Committee examined with interest the report of the first session of the Sub-Committee on Human Resources, Education and Training which met in New York from 10-13 March 1969 (CO-ORDINATION/R.725). It agreed that there should be continuing discussions with a view to closer and improved inter-agency co-operation in the field of human resources. On the basis of concrete proposals for detailed and explicit plans for co-operation to be worked out by the United Nations as outlined in paragraph 14 of the above-mentioned document, the United Nations would invite the agencies concerned to participate in informal consultations in Geneva in July 1969.

(9) International Education Year (IEY) [item 15 (b)] *no problem - you have indicated to Member States "Sympathy"*

91. The Preparatory Committee considered the note by UNESCO (CO-ORDINATION/R.747) which reviewed the action taken so far by the United Nations system to prepare for the International Education Year (IEY), pointed to outstanding questions to be brought to the attention of ACC and contained a draft outline of the report to be submitted to the forty-seventh session of ECOSOC.

92. It was recalled that in January 1969 the Director-General of UNESCO communicated to all agencies the relevant resolutions on the Year: i.e. resolution 2412 (XXIII) of the General Assembly and resolutions 1.111 and 1.112 of the General Conference of UNESCO. In March, the Director-General sent the same information to all Member States, inviting them to set up appropriate machinery for national programmes for IEY and to report on the plans drawn up. Circular letters were also sent to inter-governmental and international non-governmental organizations co-operating with UNESCO with a view to requesting their active participation.

93. Two subsidiary bodies of ACC meeting in 1969 had discussed the preparations for IEY. The CCPI had examined its public information aspects; all agencies had expressed strong support and undertaken to inform UNESCO of the steps they might take to give coverage to IEY themes in publication and mass media programmes (CO-ORDINATION/R.732). Other aspects of the IEY programme - notably studies, surveys and operational activities, had been examined at the ACC Sub-Committee on Human Resources, Education and Training (CO-ORDINATION/R.725), where it was agreed that all agencies would send to UNESCO by the end of April their proposed IEY programmes in these areas.

94. The Preparatory Committee was informed that an IEY "task-force" of four senior staff members had been established within the secretariat of UNESCO; this unit would work full-time on the IEY programme until the end of 1970. One of its duties will be to issue a series of fortnightly "situation reports" as a means of ensuring that information circulates rapidly throughout the United Nations system. Agencies were reminded that, at the meeting of the Sub-Committee on Human Resources, Education and Training, they had agreed to establish a focal point within each secretariat for handling IEY matters and those agencies which had not yet done so were urged to notify UNESCO of the official or unit concerned as soon as possible.

95. It was underlined that in as much as IEY dealt with education and training in their broadest sense, it was of concern to the entire United Nations system. In this connexion it was noted that close working relations, based on regular staff meetings, were already established between the ILO and UNESCO secretariats. The representative of UNESCO also emphasized that the aim of IEY is to create fresh approaches in structure, content and methods of education and training and that these efforts were to be primarily in the form of national programmes and activities, since the role of the international community of organizations is to foster, support and complement programmes undertaken nationally.

96. The representatives of ILO, FAO, WHO and UNHCR expressed support for IEY. In particular, the World Conference on Agricultural Education to be organized by FAO, with the participation of ILO and UNESCO, was cited as FAO's major contribution to IEY. It was suggested that specific policy proposals be formulated and that UNESCO convene a meeting of agency representatives concerned with IEY, to discuss and work out concrete plans for the Year.

(10) Youth [item 16] *Bank not involved*

97. The Preparatory Committee discussed the effect of the multiplicity of initiatives recently taken in relation to youth; these included ECOSOC resolution 1345 (XLV), the recent debate in the Commission for Social Development (XX) and the draft resolution arising from it to be presented to the forty-sixth session of the Economic and Social Council. The agencies directly concerned agreed to co-operate closely in the preparation and revision of the various reports required, arrangements for which could be made at the following meeting of the Inter-Agency Working Group on Youth.

98. The Committee understood that at its forthcoming meeting the ACC will return to the questions raised at the high-level consultations on youth initiated in July 1968.

99. The Committee felt that it would be an appropriate moment for the ACC to include in its report to the Council a statement of the main activities being undertaken by the various agencies in connexion with youth, to stress the great importance attached by the United Nations system to speedy and practical action in the field, and to emphasize the measures already taken to co-ordinate the activities of the United Nations system in this field and the recognition of the United Nations and agencies of the need to strengthen this co-ordination at all levels.

100. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. At the time of the Council's forty-fifth session, members of the ACC consulted on possible steps which might be taken to strengthen the programmes relating to youth and in particular to ensure co-ordination and a stronger "biting edge" for the wide range of action being undertaken in this field by a number of agencies in the United Nations system.

B. Since July 1968 the resolutions passed by the Council itself at that session, General Assembly resolutions 2447 and 2460 (XXIII) on the subjects of youth and human rights and of volunteers, the extensive discussion and the resolutions adopted on the subject of youth at the UNESCO General Conference, the debate of the Commission of Social Development and its proposal to the Council for a resolution on long-term policies and programmes for youth in national development, the preparations for the International Labour Conference's discussion on special employment and training schemes for youth for development purposes, have served to underline the urgency felt about this subject by most Governments and the importance which is attached to it in the work programmes of the United Nations and the agencies.

C. Within these work programmes a number of items include a major youth component, although this may not always be separately mentioned by name; examples include the ILO's World Employment Plan, the FAO's World Indicative Plan for Agriculture, the International Education Year, and the continuing review by the United Nations of the World Social Situation.

D. In technical co-operation, the Administrator of UNDP has several times drawn the attention of Governments to the importance of including projects for the immediate utilization of youth in national development in their plans and at the Governing Council in January 1969 approval was given to a major project involving youth employment and training in Tunisia of which the ILO is the executing agency with the co-operation of the United Nations and FAO. Inter-agency preparatory missions are being planned for a number of other countries so as to ensure that any project submitted shall be adequately comprehensive in its approach to the needs of young people.

E. Within its experimental programme for the creation and development of national networks of institutions for out-of-school education, UNESCO has undertaken missions in Ceylon, Chile and Niger from which it expects to be able to develop long-term projects. These have been in addition to the financial and technical assistance for work with youth which has continued to be available under the UNESCO programme of participation in the activities of member States as well as the Associated Youth enterprises which includes assistance for non-governmental organizations working with youth. Both the FAO and ILO have expanded their programmes for youth and there have been important increases in the number of countries visited by members of the Headquarters

and regional staff. Under the Young World Programme of the Freedom from Hunger Campaign, national committees have been established with a view to engaging young people all over the world in development activity through programmes of information and education, action projects and civic involvement with a focus on the agricultural sector and raising the level of living in rural areas. The ILO has, in addition to its long-standing concern for vocational training and the protection of young people at work, undertaken studies and projects relating to more unconventional means of securing employment and training for youth, and, in co-operation with UNICEF, developed its programmes of pre-vocational training. For its part, the WHO has undertaken activities related to the health needs of young people as part of, and within the context of, the health needs of the entire community, while at the same time identifying and seeking to find solutions to the special problems relating to particular age groups. Both UNICEF and the World Food Programme have continued to give aid to projects in which there is a major youth component. WFP in particular is supporting projects directly related to the training, mobilization, settlement and employment of out-of-school and unemployed youth and is proposing to further expand this number. UNHCR is devoting particular attention to refugee youth who benefit from UNHCR-sponsored projects, particularly in the field of education and training.

F. With the assistance of the Government of Denmark, a joint UN/ILO inter-regional seminar on national youth service programmes was held in 1968, attended by representatives of 28 countries from Africa, Asia and Latin America. Another inter-regional seminar will be held in 1969 jointly by the United Nations and UNESCO on training for youth leadership. A long-term programme of regional meetings and training courses is now under discussion.

FAO had organized a series of regional conferences on youth culminating in a world conference held in Toronto with the theme of mobilizing the young in constructing programmes notably in the rural sector. In the European region, the WHO is holding in 1969 a conference on the mental health problems of adolescents and young persons.

G. In order to strengthen their field programmes at the regional level, the United Nations and some of the other agencies are taking steps to appoint regional advisers on youth subjects in Africa, Asia and Latin America; and the United Nations has also appointed an inter-regional adviser on youth policies and programmes.

H. While this work has been undertaken at the request of and in co-operation with Governments, following Council resolution 1353(XLV) on youth participation in international co-operation and 1354(XLV) on programmes of international action relating to youth, closer working relations have been established with a number of international non-governmental organizations in the field of youth, and discussions have been started on how these organizations can co-operate with the United Nations system in technical co-operation programmes affecting youth and in obtaining the participation of youth in the programmes of the Second Development Decade.

I. Each agency has considerably developed its work concerned with youth and at the same time inter-agency co-operation and co-ordination have grown and developed. The ACC has established working arrangements between those agencies directly concerned with youth matters and has undertaken other measures for ensuring full collaboration in this field.

(11) Questions relating to social development [item 17] *Panel not involved*

101. Under this item the Preparatory Committee examined the report of the twentieth session of the Commission for Social Development and had an exchange of views on the main topics considered by the Commission. The Committee noted the two draft resolutions prepared by the Commission for the Economic and Social Council relating to the Report of the International Conference of Ministers responsible for Social Welfare.

102. The representative of the ILO expressed his organisation's readiness to make available, on request, full information on its activities in the field of social security, and its facilities for any further action required in this field, to facilitate the implementation of the resolution on social security, if adopted by the Council.

103. The Preparatory Committee also took note of the views expressed by the Commission for Social Development on the Report of the Special Rapporteurs concerning technical co-operation activities in social development. Furthermore, it noted the comments of the Commission on the preparations for the Second United Nations Development Decade and the steps which the Secretary-General had taken to submit, as requested by the Commission, the relevant documents to the bodies concerned with the preparatory work for the Decade.

(12) Population questions [item 18] see VI

104. The Preparatory Committee considered the report of the first session of the Sub-Committee on Population (CO-ORDINATION/R.726).

105. It was noted that information on population programmes and activities of the specialized agencies concerned would be made available to the next session of the Population Commission to assist this body to formulate the work programme of the United Nations in the light of the activities of the organizations of the United Nations system in this field. Questions about the regularity of the meetings of the Sub-Committee and its terms of reference were deferred for consideration at the autumn session of the Preparatory Committee when they would be taken up in conjunction with similar questions regarding other ACC subsidiary bodies.

106. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. In view of the expanded mandates of the various organizations in the fields of population, a wide range of activities on research, training, assistance, information and advisory services are being developed and intensified to meet the increased needs of developing countries. Pursuant to General Assembly resolution 2211 (XXI) and ECOSOC resolution 1347 (XLV), inter-agency collaboration among interested members of the United Nations system in the fields of population has also been intensified. Increased efforts are being made for an effective co-operation, where necessary, on projects in the fields of population carried out by individual organizations, and several of these are joint projects. In this connexion, the ACC noted that the IBRD had decided to extend its activities in this field.

B. For all organizations involved in population matters, increased field activities had developed, on the basis of requests received from Governments, and ACC had arranged consultations with the aim of co-operation, as appropriate. It was, inter alia, agreed that an early exchange of information on population requests and projects should be carried out and co-ordination efforts be intensified in particular at the regional level. Ad hoc technical consultations are being

referred in report

arranged in order to elaborate the tasks of the various agencies in the following fields: (a) education and training in the fields of population and family planning; (b) communication and motivation in family planning; and (c) administration as related to family planning. It is hoped that these consultations will help define more clearly various concepts, approaches and terminology related to technical co-operation, research, training, and meetings in the fields of population.

what are these programmes & projects

C. The establishment of additional United Nations programming machinery in the fields of population was initiated in the form of the appointment of ten Population Programme Officers early in 1969. Following a comprehensive orientation course organized by the United Nations with co-operation from all other agencies concerned, the officers will be stationed in UNDP and UN offices in Africa and the Far East, Latin America and the Middle East. They will assist Governments of developing countries in identifying their population problems and types and scope of possible governmental action in the population fields, in preparing specific programmes and projects, and in formulating requests for external assistance in developing their population activities. They will be concerned with programmes and projects for expanded population work of the United Nations, FAO and UNESCO within their respective mandates and in this connexion they will collaborate with regional and country representatives and experts of all organizations concerned with population matters with due regard to the need for inter-disciplinary action and inter-agency co-operation.

D. The World Health Organization continued its programme of in-service orientation and technical training on the health aspects of family planning and of population for its staff at headquarters, in the regional offices and in country projects. This is assisting the Organization in meeting the increasing number of requests received from Member States for advice and technical assistance in the organization

of relevant services and the training of health professionals. Similarly it has made the staff of WHO aware of the mandates and programmes of other agencies so as to assure their fullest co-operation in projects where this might be required.

E. In some instances government requests for assistance are carried out by a single agency, e.g., the exploratory mission on pre-conditions for the evaluation of population programmes in Honduras in May 1968, and a mission on evaluation of the family planning programme in India in January-April 1969 both carried out by the United Nations as well as the assistance given in several countries in Asia and the Middle East by its regional advisers; and the technical advice required for the integrated planning and organization of services to provide family planning care in the context of public health services, carried out by the World Health Organization in several countries in Latin America and South East Asia during 1968 and 1969.

Summary of the report

(13) Housing and Urbanization *[item 19] So far no problem - Staff members of Economics attend when the agenda is interesting, mainly for educational purposes, and reports*

107. The Committee took note of the agreements recorded in the report of the Working Group on Housing and Urbanization on its thirteenth session (CO-ORDINATION/R.727). One of these agreements referred to the efforts to be undertaken to promote further co-operation in this area through the exchange of visits by senior officials, planned well in advance, among the organizations concerned, as well as through other means. In this connexion, the Committee recognized that information about meetings scheduled in the field of housing, building and planning would be promptly exchanged among the Organizations in order to avoid possible duplication. It welcomed the agreement that there would be no formal meeting of the Working Group in 1970 in view of these other arrangements.

108. The Committee is glad to note the specific agreement for informal inter-agency consultations before draft work-programmes are submitted to governing organs which was reached among the members in the Working Group.

109. The Committee noted that, under ECOSOC resolution 1300 (XLIV) the Secretary-General is to ascertain the views of ACC on the proposal for a campaign to focus world attention on housing. Members of the Preparatory Committee have considerable misgivings about a proposal for still another campaign to focus attention on sectoral activity, particularly in view of the reservations of the Economic and Social Council in its resolution 1368 (XLV) concerning new international years and anniversaries. It therefore feels that the ACC should seek to discourage this proposal.

F. In other situations inter-agency collaboration is required; for example the following missions concerned with aspects of family planning were sent out in 1968-1969: (a) a joint UN/PAHO mission concerning maternal and child health and family welfare in Colombia (April-May 1968); (b) a joint UN/WHO mission on family planning in Pakistan (January-March 1968); and (c) a joint UN/WHO/UNESCO/UNICEF advisory mission on family planning in the United Arab Republic (January-February 1969).

G. In the field of population projections, the United Nations and the specialized agencies concerned are preparing sets of projections in various fields which are needed in connexion with the Second Development Decade. Detailed technical arrangements among the interested members of the United Nations system are in progress to consolidate the assumptions needed for major components of projections (sex, age, economic activity, urban-rural, agricultural and non-agricultural, educational and households and families). The exchange of computer programmes will further facilitate the integration of the demographic projections prepared by the United Nations system and will expedite services to Member States in the way of providing information.

H. In the field of research, the United Nations and WHO co-sponsored (October 1968) a meeting to advise on research programmes on mortality trends and levels. A plan is currently being formulated for the implementation of projects which would require inter-secretariat participation, in view of the technical competence and facilities existing in the United Nations and WHO.

(14) International Control of Narcotics [item 20] *Bank not involved*

110. The Preparatory Committee noted that General Assembly resolution 2434 (XXIII) called for action more with respect to the prevention of the production of narcotic raw materials than the demand for narcotic drugs and their control. Correspondingly the resolution was of special interest to a few specialized agencies. It was felt that there should be an adequate review of the measures taken so far in preventing the

growing of narcotic-producing plants and the new measures needed to provide the necessary incentives to discourage such production.

111. The Preparatory Committee approved the holding of an ad hoc meeting of representatives from the United Nations and interested agencies and programmes to examine possible ways of taking co-ordinated action to carry out General Assembly resolution 2434 (XXIII). It was agreed that the United Nations should make the necessary arrangements and preparations for this meeting which would be held in Geneva, probably during June.

(15) Outer space [item 12] *Bank not involved*

112. The United Nations Under-Secretary-General for Political and Security Council Affairs introduced the report of the Inter-Agency Working Group on Outer Space (CO-ORDINATION/R.723) and expressed satisfaction over the close working relations and co-operation which had developed with the various specialized agencies interested in space matters where there are important new developments in practical applications.

113. The Preparatory Committee endorsed the arrangements suggested by the Working Group for the regular publication of an information bulletin for circulation to the secretariats of the interested organizations.

114. In accordance with the decision of ACC at its October session, the Preparatory Committee has arranged for the preparation of a "rather full account of inter-agency co-operation" in this field for inclusion as an annex to the ACC report to the Council.

115. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. The ACC was glad to note that the Scientific and Technical Sub-Committee of the Committee on the Peaceful Uses of Outer Space at its Sixth Session had suggested a series of measures, including the necessary organizational arrangements, in order to ensure that nations not advanced in space research, notably developing countries, take full advantage of various applications of space technology which may have potential value for their needs. The Committee welcomed the proposal that henceforth the scientific Sub-Committee itself would promote more energetically the application of space technology and would explore concrete initiatives such as panel meetings in collaboration with appropriate specialized agencies. In this connexion the ACC notes the

suggestion of the Sub-Committee that the Secretary-General initiate a preliminary consultation with FAO and other United Nations bodies concerned on the advisability of convening in 1971 or as soon thereafter as would be practical a panel for the discussion on the applicability of space and other remote sensing techniques to the management of food resources. It welcomed this initiative as an encouraging first step in an important priority area and noted that the FAO stands ready to play its part in this effort, should the recommendation be eventually approved by the Outer Space Committee and the General Assembly.

116. The Preparatory Committee further recommends that the ACC should include the passage contained in annex II as an annex to its report to the Economic and Council.

(16) Natural Disasters [item 14] *Bank not involved*

117. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. The ACC reviewed resolution 2345 (XXIII) of the General Assembly which places considerable emphasis on the importance of the responsibilities of the United Nations and several of the specialized agencies in regard to questions relating to natural disasters. That resolution also requests the ACC to review periodically programmes and projects throughout the United Nations system relating to natural disasters and to include appropriate recommendations thereon in its report to the Economic and Social Council. The ACC recalled that the matter was the subject of extensive discussions at its previous sessions and those of the ECOSOC. The latter had established broad guidelines in favour of flexible and speedy action by the agencies

exchanging among themselves information on each other's action in emergencies caused by natural disasters. The ACC had also prepared and circulated for all those interested a compendium of the services available from members of the United Nations system and the procedures adopted by them in providing emergency aid. All these have contributed to a better understanding of the situation and prompt and concerted action in emergencies.

B. The Committee noted the further strengthening of staff arrangements within the United Nations Secretariat called for by the resolution. It also took note of the way in which certain responsibilities and assets of the International Relief Union (IRU) had been taken over by UNESCO. The details on the arrangement between UNESCO and IRU as well as of the action taken by UNESCO as a consequence of the agreement signed by both parties in 1968 are available in Annex III to this report.

C. Arrangements have been made for co-operation by the agencies with the Secretary-General in the preparation of the interim report on the implementation of the above-mentioned resolution which he is to present to the Council in 1970.

IV. TECHNICAL CO-OPERATION QUESTIONS

(1) Use of volunteers in field projects [item 21] *Bank not involved*

118. The Preparatory Committee discussed the report of the ad hoc inter-agency meeting on the use of volunteers in field projects of the United Nations (CO-ORDINATION/R.730) in the light of General Assembly resolution 2460 (XXIII) under which the Economic and Social Council was requested to "study the feasibility of creating an international corps of volunteers for development". The suggestion to create an international corps of volunteers was noted with interest, it being understood that each agency involved would continue to utilize volunteers in accordance with its established practices and procedures.

119. It was agreed that the views expressed in the Preparatory Committee would be reflected in the background paper on this question which the United Nations is preparing for the Council.

120. The Preparatory Committee recommends that the ACC include the following passage in its report to the Council:

Consultations have been held within the framework of ACC on the whole question of the use of volunteers in field projects of the interested organizations of the United Nations system. The results of these consultations will be reflected in the report which the Secretary-General is submitting to the Council in connexion with its study of the feasibility of creating an international corps of volunteers for development, called for under General Assembly resolution 2460 (XXIII).

Evaluation of programmes of technical co-operation [item 22] *

121. The Inter-Agency Study Group on Evaluation recommended that it be "established on a permanent basis as part of the ACC machinery and authorized to organize and convene annually the informal Working Party of experts on evaluation, provided that the ACC so decides. In the view of the Study Group there should be a meeting of the Working Party in the latter part of 1969". (CO-ORDINATION/R.731, paragraph 12).

122. After a full exchange of views, the Preparatory Committee took the following decisions:

(a) In the light of past experience, and of the growing needs - evidenced by the findings of the evaluation missions, the debates and resolutions related to evaluation in a number of United Nations organizations and the increasing complexity of co-ordination in this field - and in view of the Programme of Work of the Inter-Agency Study Group, in particular in methodology and techniques of evaluation, the Study Group should be continued on the present basis.

* The Bank attended these meetings at the beginning - it is in a very different position to the other agencies as "evaluation" is, in the Bank, a continuing operation at all stages. We have not attended further meetings as we think that the establishment of a "forum" and norms for evaluation cannot apply to us.

(b) The status of the Group within the ACC framework and its terms of reference will be determined in the course of the review of the ACC machinery which is to take place later in the year. As regards its terms of reference, the question whether they might be broadened will be carefully considered, taking into account the growth in the responsibilities of the Economic and Social Council and ACC in the field of evaluation and the increasing need for co-ordination, resulting particularly from the proliferation of bodies which have become involved in evaluation activities.

(c) The Study Group is authorized to convene its informal working group of experts in November or December 1969.

(d) The glossary of terms related to evaluation activities which has been discussed thoroughly by the Study Group and should remain valid for several years, is approved. It will be published as a separate document.

123. The Preparatory Committee recommends that the ACC include a text along the lines of that contained in annex IV as an annex to its report to the Economic and Social Council.

V. PUBLIC INFORMATION QUESTIONS [item 23]

*The last meeting was hosted
by the Board: you addressed it.
It was successful*

124. The report of the Consultative Committee on Public Information (CO-ORDINATION/R.732) was introduced to the Preparatory Committee by the CCPI's Chairman, Mr. Hanid, Assistant Secretary-General of the United Nations. The report sets forth plans for the United Nation's celebration of its twenty-fifth anniversary by various activities based on the theme of peace-keeping and peace-building. It also refers to the review undertaken by the various organizations of their information programmes and methods in response to Economic and Social Council resolution 1265 (XLIII). It reports on UNESCO's activities in connexion with the International Education Year, and it takes note of the report of the Visual Information Board on the Osaka International Exposition of 1970.

125. A number of questions raised in connexion with the report were commented on by the CCPI's Chairman. Most of these questions had to do with the reassessment of activities and the United Nations Centre for Economic and Social Information and its proposed activities. It was agreed that the Economic and Social Council would be interested in having information on these matters.

126. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. The Economic and Social Council has, over recent years, emphasized the importance it attaches to the adaptation of the public information programmes of the United Nations and the specialized agencies to the emphasis being placed by the international community on economic and social developments, as well as to the new techniques which are constantly becoming available. These objectives, reflected recently in resolution 1265 (XLIII), have had the whole-hearted support of the agencies represented on ACC.

B. The organizations concerned are, of course, constantly reviewing their activities in these fields to ensure their efficiency in carrying out the tasks given them from time to time by their governing bodies. It is evident that public information programmes today must aim both at increasing awareness in developed countries of the need for greater international economic co-operation for development, and at assisting developing countries to reach their development objectives. These efforts must be tied in closely in the next two years with the preparations for the Second Development Decade.

C. At this time, the task is complicated by the rapidly increasing complexity of techniques in the field of information, many of them - such as in television, for instance - involving tremendous increases in costs.

D. The agencies are all gearing their information programmes more directly to the substantive work of their organizations. This involves the problem of familiarizing substantive staff with the role of information officers in promoting their objectives and vice versa.

E. At the present time, emphasis is being laid on making more readily available to the public the rich body of reports from the field of the agencies' activities. At least four agencies are in the process of adapting electronic data-processing equipment for use in connexion with their distribution of information material.

F. Of particular interest in connexion with the collective reappraisal of activities carried out by the organizations concerned is the proposed establishment by the United Nations of regional information bureaux and the recent creation of a Centre for Economic and Social Information. In both cases, it is contemplated that these new services will ease the task of existing officers, concentrating in themselves activities particularly related to the economic and social work of the whole family of organizations and thus relieving the pressure on other on-going programmes. The United Nations has made it clear that, in planning the work of the Centre and the regional bureaux, the suggestions and active participation of the agencies would be welcomed; for this purpose, the membership of the Programme Committee of the Centre for Economic and Social Information is to be left flexible to allow full consultation with and by the agencies.

VI. ADMINISTRATIVE QUESTIONS

*Bank not involved except for
"Computers" b.40*

(1) Report of the Consultative Committee on Administrative Questions [item 24 (b)]

127. The Preparatory Committee considered the report of the thirtieth session of the CCAQ (CO-ORDINATION R/733 and Add.1-5) which dealt with a number of topics which require the ACC's attention at this stage.

128. It emerged from the CCAQ consideration of General Assembly resolution 2480B (XXIII) on language incentives that while some agencies feel that part of the resolution might be workable for them, none felt that all of it could be applied. Introduction of the incentives by the United Nations will therefore, it is believed, seriously affect the operation of the United Nations common system. CCAQ has suggested that a factual report should be made to the 1969 session of ICSAB and that the Board should have the matter on the agenda of its 1970 session, by which time it was felt that the organizations may be able to devise other ways of providing language incentives suitable for general application (see CO-ORDINATION R/733, paragraphs 16-19). The Preparatory Committee believes that this is a matter which, because of the policy implications, requires the ACC's attention.

129. The ACC may wish to endorse the view that the Chairman of ICSAB might be invited to present the Board's views to the Fifth Committee of the General Assembly when that Committee discusses items of major importance on which ICSAB has reported.

130. The Preparatory Committee recommends that ACC approve three draft reports to be submitted in its name to ICSAB on the following topics:

Scope and Method of Survey of World Market Rates of Salaries (CO-ORDINATION R.733/Add.1)

Management/Staff Relations (CO-ORDINATION R.733/Add.3)

Termination Indemnities (CO-ORDINATION/R.733/Add.4)

131. The attention of the ACC is invited to CCAQ's appointment of a small working party to study the procedure for selecting and appointing members of the Investment Committee as well as the procedure for establishing and reviewing investment policy on a continuing and regular basis. The interest of CCAQ relates of course only to these matters as they affect the Joint Staff Pension Fund of which the agencies are members. This Working Party would report to the CCAQ in 1970 and make available to the United Nations the joint views of the agencies with regard to these matters.

132. As regards the proposed arrangements for appointment to inter-organization posts described in detail in paragraphs 71-73 of the CCAQ's report, the Preparatory Committee recommends that subject to such decisions as ACC may take when it reviews the ACC machinery as a whole, the above arrangements should be authorized.

133. Attention is also drawn to the draft glossary prepared within the framework of CCAQ which is now ready for ACC approval. This glossary though incomplete represents an important step forward in the standardization of nomenclature, as recommended by the ad hoc Committee of Fourteen, which can be reported to the Economic and Social Council.

134. The Preparatory Committee recommends that in addition, ACC approve the recommendations contained in paragraphs 31, 38, 40, 65, 68, 75, 83, 90, 96, 113 (including Annex H "1970 Estimates of the Joint Inspection Unit) and 115 of the CCAQ's report.

135. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

- A. Following a recommendation in 1968 by the International Civil Service Advisory Board, legislative bodies agreed to increase the gross salary scales of the Professional and higher categories by 5 per cent from 1 January 1969. The further suggestion by the Board that the scales for these categories should in future be set not by reference to the scales of a particular national civil service but by a study of world market rates for the required skills, gave rise to discussion in the General Assembly which asked for a more extensive report on the question to be made to its twenty-fourth session.
- B. The system of establishing salary scales of the mainly locally recruited General Service category on the basis of the best prevailing rates paid for similar work in the locality continues to be the subject of study. In consequence of the views of ICSAB and ACC, UNESCO did not introduce a proposed new system for Paris. It is continuing its studies with a view to making proposals to its General Conference in 1970. The other organizations will be given an opportunity to comment on the proposals.
- C. The revised working arrangements of the ACC's Consultative Committee on Administrative Questions, which enable it to give closer attention to the co-ordination of financial and budgetary questions, which were mentioned in ACC's report to the Council in 1968, have proved generally satisfactory.
- D. Further progress has been made in developing uniform definitions of financial terms, as requested by the ad hoc Committee on the Finances of the United Nations and the Specialized Agencies, a matter moreover to which the Council has attached considerable

importance. A discussion of uniform budget formats now centres round an initial study being made under the auspices of the United Nations Advisory Committee on Administrative and Budgetary Questions. The organizations are also studying uniform techniques for reflecting price and cost increases, and for calculating staff costs, and have reached agreement on a number of the points concerned.

136. It also recommends that the following passage should be included as the introduction to the ACC's report on expenditures of the United Nations system in relation to programmes:

A. In its report to the forty-fifth session of the Council, on expenditure for 1966, 1967 and 1968 (estimated)^{1/}, the Administrative Committee for Co-ordination revised the form of its previous report so as to include 22 tables in which the expenditures under each of 22 types of activity were broken down by organization. The ACC hoped that this and other changes would show a clearer picture of the position for types of activity and for each separate field of activity, and would thus give the Council a more useful and effective presentation of programme costs.

B. At the same time, the ACC commented on the problem of recasting into a particular form figures that had been accounted for in a different form, and expressed the hope that any new form could be avoided unless it was reasonably sure that it would meet the Council's wishes. In this regard, the Administrative Committee on Co-ordination said that organizations would be glad to consider the question of revision as soon as it received a clear idea of the type of break-down required and the purposes it would serve.

^{1/} See documents E/4501, E/4501/Corr.1 and E/4501/Add.1.

C. It will be recalled that in 1968 the Council requested^{2/} the Enlarged Committee for Programme and Co-ordination to examine the report, to consider the framework of headings and the activities appearing under each of those headings from the standpoint of the needs of coherent programme review and co-ordination, as well as the alternative layouts, and to submit its comments and recommendations to the Council through the Committee for Programme and Co-ordination.

D. ACC understands that the Enlarged Committee has postponed action on this matter in view of various technical studies relating to programme classification that are now under way. The organizations agree that pending further developments the best course of action for the present would be to avoid making any changes and, therefore, the tables in the present document are presented in the same form as in last year's report. The ACC will accordingly await these technical reports, and the Council's views with regard to them, before it proceeds with any changes in the presentation of data relating to the activities of all the organizations.

137. As regards the dates recommended by the CCAQ for its next session (16-27 March 1970) it was decided that they might be regarded as target dates to be reviewed in the light of the dates when ACC itself would meet in the spring of 1970.

(2) Joint Inspection Unit [item 24 (c)]

138. The Preparatory Committee transmits herewith to ACC the report (CO-ORDINATION/R.745) of the special inter-agency meeting on certain questions relating to the Joint Inspection Unit, held in Paris from 31 March to 2 April 1969.

139. The Preparatory Committee recommends that ACC approve annex II to the report. This annex contains the text, agreed upon by agency representatives attending the meeting, relating to procedures to be followed by the Joint Inspection Unit and by the organizations in transmitting and dealing with Inspectors' reports. This text has been communicated to the Joint Inspection Unit and, before approving it, ACC may wish to ask the representative of the Unit at the Rome meeting if he would like to make any observations on it.

^{2/} See Official Records of the Economic and Social Council, Forty-fifth session Supplement No.1 (E/4561)

140. The Preparatory Committee also recommends that ACC approve annex III to the report. This annex contains draft comments of the executive heads on two reports of the Joint Inspection Unit which deal with matters of concern to several organizations, prepared in accordance with the agreement reached by ACC in October 1968. If ACC approves these comments, they may, as is stated in paragraph 6 (c) of annex II, be put forward as ACC comments or, in any case, be used as a guide by executive heads who are free to include their individual comments in their submission to their governing organs on the reports in question.

141. The Preparatory Committee further recommends that, as is suggested in paragraph 16 of the attached report, ACC express the willingness of its members to consider, if the Inspectors so desire, putting forward ideas as to problems in the study of which the co-operation of the Inspectors would seem to be particularly valuable. It is understood that the representative of the Joint Inspection Unit at the Rome meeting would respond favourably to this suggestion.

142. The ACC agreed in October that it would be useful to have an exchange of views at its meeting with the representative of the Joint Inspection Unit in the spring on the question of rationalizing arrangements for evaluation of technical co-operation programmes. This suggestion was conveyed to the Joint Inspection Unit at the time. With a view to facilitating discussion, the Preparatory Committee has communicated to the Joint Inspection Unit, on a confidential basis, the text of the recent report of the ACC Study Group on Evaluation (CO-ORDINATION/R.731)

(3) Questions concerning the International Civil Service Advisory Board [item 24(d)]

143. The ACC's attention is invited to the note by the secretariat in document CO-ORDINATION/R.744. The Preparatory Committee understands that, as usual, the new appointments to the Board will be considered by the ACC itself.

(4) Computers [item 25] *The Board is in contact with this Committee, and attends meetings when the agenda is of interest*

144. The Preparatory Committee took note of the report of the second session of the Computer Users' Committee (CO-ORDINATION/R.734) and endorsed the CUC's proposals for its future programme of work.

145. The Committee wished to draw the particular attention of the ACC to the following points:

(i) The multiplicity of studies by different United Nations bodies on computer matters inspired the hope that CUC could help to harmonize the conclusions of such studies in order to avoid duplication of work, and that, for this purpose CUC would be kept informed of new studies and proposals for new studies, in the computer field before they were undertaken.

(ii) With regard to the CUC's proposals for its future work in the fields of standardization, classification and coding, the Preparatory Committee agreed that priority should be given to this work starting with financial and geographical coding.

(iii) The Committee felt that it was important for the CUC, at this stage, to ensure a continuing exchange of information (on hardware, software and future plans) between the United Nations organizations, in order to make the maximum use of existing facilities and programmes.

(iv) It was felt that the CUC had an important role to play in helping to bring about a more efficient use of computers within the United Nations system by harmonizing, stimulating and where possible co-operating in the work of other United Nations bodies and ACC subsidiaries in the computer field.

(v) With regard to the future servicing of the CUC and its subsidiary bodies, the Preparatory Committee felt that, in view of the increasing workload, the secretariat presently provided by the small Co-ordination Unit within the United Nations Office at Geneva should be strengthened by one additional staff member with appropriate qualifications.

146. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. The Economic and Social Council at its forty-fifth session was informed that, on the recommendation by ACABQ, a Computer Users' Committee (CUC) comprising the representatives of all United Nations organizations had been established by ACC (E/4486, paragraph 118).

B. At the same session, the Economic and Social Council adopted resolution 1368 (XLV) which welcomed the establishment of a Computer Users' Committee and expressed the hope that "the CUC will devote as much attention to questions concerning the use of computers throughout the United Nations system as to questions concerning the use of computers in Geneva", thereby broadening the CUC's original terms of reference. The Council also hoped that, "in view of the high cost of computer facilities, the Computer Users' Committee will work on the basis of a maximum sharing of facilities rather than of self-sufficiency for each organization in the United Nations system and that organizations' plans for computer facilities will be fully discussed in the light of possible alternatives before being submitted to the governing bodies concerned".

Activities of the Computer Users' Committee

C. The activities of the CUC to date may be summarized as follows:

(1) An inventory of computer equipment available in organizations of the United Nations system has been established as well as a list of their various uses. This inventory will be kept up-to-date on a permanent basis by means of a composite questionnaire which will be addressed periodically to the organizations.

(2) The CUC has noted that the equipment available to the Organizations in Geneva is used by the organizations situated there and that the co-operation in its use is satisfactory.

(3) The problem of coding systems has been examined and will be dealt with actively in view of the necessity of adopting the same codes and classifications for a more effective interchange of information and programmes.

D. An enquiry has been made on the advantages and disadvantages of the different kinds of computer services; the use of commercial service bureaux; separate computer installations; utilization by other agencies of computers located within individual organizations; and utilization of a common centre. After a preliminary exchange of information resulting from a questionnaire sent to all organizations, it has not been found possible to draw any precise conclusions. The financial and other advantages of Common Computer Centres are generally recognized. However, numerous difficulties still stand in the way of such centralization in one or several common centres. It should be kept in mind that present technical developments make it impossible or very expensive to connect organizations located in distant cities to a central computer. On the other hand, the individual needs of each organization in terms both of volume and of type of work, justify the maintenance of the present system.

Assessment of the present situation

E. Computer facilities now available to the United Nations system are located in New York, Washington, Geneva and Vienna^{3/}. They are servicing the United Nations organizations located in these cities. Both UNESCO and FAO envisage installing their own computers.

F. At the present time the situation concerning existing equipment is on the whole satisfactory and it would be premature to accelerate the move towards a centralization of equipment in one or more common centres.

G. Nevertheless, it is likely that the whole question will need to be raised again should the present situation change, especially in the case of a substantial increase in the work requiring computerization.

H. In fact, the real problem arising from the use of computers by the United Nations system is less one of equipment than of programmes. The existing computer facilities are already being used in such fields as scientific and technical programmes, administration, management, documentation and scientific and technical programmes, etc. However, the utilization of computers in such fields, and very likely in others as well, will certainly increase in the near future. In this connexion, the ACC noted that a number of studies either have been or are being undertaken by various bodies; for example, the ACC Sub-Committee on Science and Technology has been requested to

^{3/} The International Computing Centre in New York serves the United Nations Headquarters, the UNDP, UNICEF, UNITAR, the regional economic commissions and, in large part, UNIDO and UNCTAD. In addition, it serves some other organizations and Governments.

In Geneva, in addition to WHO, the following use the WHO electronic data processing facilities: United Nations (ECE, UNCTAD, UNPA, UNRISD), WMO, ITU, GATT and, until February 1969, ILO.

The ILO installed its new computer in March 1969, which is available for use by other organizations in Geneva. It has initiated discussions with several of the organizations concerning their use of this facility and is also designing systems for the computerization of the operations of the joint ILO/ITU sickness fund.

The ITU has provided computer services to the United Nations, WHO, ILO, WMO and GATT.

prepare a "Study of the Development of Modern Management Techniques and Use of Computers"; the UNDP Governing Council has requested the preparation of a "Conceptual Design of an Information and Retrieval System"; and the ECPC a "Study on the development of modern management techniques and use of computers".

I. It is therefore important to await the outcome of these studies and to know the type of information which may be required by governing organs and managements of organizations in order to determine the most appropriate computer system for the purposes of the United Nations family. On the other hand, it is indispensable that the conclusions of these various studies should be harmonized in order to avoid duplication of work and to achieve a greater uniformity and a more effective exploitation of the data obtained.

Future role of the Computer Users' Committee

J. In the light of the aforementioned circumstances, the ACC requested the CUC to continue its work in accordance with its terms of reference and to pay particular attention to the following points:

- (1) To keep a permanent inventory of computer facilities in the United Nations system and of their use; and to ensure a continuing exchange of information on hardware, software and future plans, between the United Nations organizations.
- (2) To pursue actively its work in the field of standardization, classification and coding which must serve as the basis for the eventual unification of computer systems.
- (3) To serve as a common centre for the exchange of information about the different information system studies, either recently undertaken or now in the course of preparation by various United Nations bodies. In this connexion, CUC should facilitate, wherever possible, the harmonization of studies and the avoidance of duplication.

Specifically, before any new studies are undertaken in the computer field by United Nations bodies, the Computer Users' Committee should be informed of their purpose and scope, and have opportunity to comment.

(5) Language Arrangements, Publications and Documentation / Items 26 and 27 *Both very marginally involved*

147. For the first time in a number of years two ad hoc meetings were held in January 1969 on the broad spectrum of common problems which the various organizations encounter in these fields. The meetings proved very fruitful, and their results were incorporated in two lucid reports (CO-ORDINATION/R.735 and 736) which greatly facilitated the Preparatory Committee's consideration of the recommendations they contained and should facilitate their implementation by the various organizations.

148. The Preparatory Committee endorsed the main conclusions and recommendations contained in the report of the ad hoc meeting on language and related arrangements, and asked the ACC Secretariat to transmit them to each organization on the understanding that they could be implemented in a flexible way in the light of the particular circumstances of the organization concerned. It also requested that the recommendation contained in paragraph 17 - on inter-organization loans of interpreters - should be drawn to the particular attention of the CCAQ, to which the report as a whole is also being transmitted. On the question of pre-employment training of translators, it agreed that it would be useful if UNESCO convened a seminar for responsible authorities of universities and translation schools, as suggested in paragraph 42.

149. The Committee similarly endorsed the main conclusions and recommendations of the ad hoc meeting on publications and documentation and asked the ACC Secretariat to transmit them to each organization, on the understanding that they might also be implemented in a flexible way taking into account the special circumstances of the organization concerned. The ACC Secretariat was also requested to call the attention of the Computer User's Committee and the Working Party on Indexing to the recommendation on elaborating an international code system for publications.

150. The Committee agreed that in view of the wide diversity of practices with regard to languages and in order to promote harmonization further meetings might be held in these areas, as required from time to time.

151. The Preparatory Committee recommends that the ACC should include a passage along the following lines in its report to the Economic and Social Council:

A. On the one hand in pursuance of General Assembly resolution 2292 (XXII) on publications and documentation of the United Nations and on the other in response to an initiative by UNESCO, the ACC arranged for two closely related inter-agency meetings to be held in January - one to deal with publications and documentation, and the other with language and related arrangements. These meetings, each of which dealt with a broad spectrum of related technical problems, proved most fruitful. The recommendations made on the basis of an exchange of information on present practices in this general field will

be of use to individual organizations in determining their own solutions for some conference servicing problems in the light of agreed general conclusions on the over-all approach to the solution of these problems.

B. Further investigation has tended to confirm the judgment reached by the ACC last year that the harmonization of publications does not pose a major problem. The technical papers of each organization, for the most part, are read by specialists in the field concerned, and therefore such duplication as there may be is often unavoidable because the same papers usually cannot serve, say, medical doctors and agronomists, though some material may be repeated for both. Policy-oriented papers for inter-governmental organs, on the other hand, are in very many cases, either jointly prepared or shared; for example, the triennial report on land reform is produced by the United Nations, ILO and FAO and available to the policy-making organs of all three organizations, and in many cases, papers produced for one organ are utilized by another, e.g. many of the annual reports of the specialized agencies.

C. The ACC believes that one matter reviewed by the meeting on language arrangements is important enough to warrant special mention. In recent years there has been a growing tendency for inter-governmental organs to call for increased services in official languages and to provide for the introduction of additional languages. While the policy and financial aspects of these decisions are not the concern of the secretariats, it may be appropriate to cite some of the technical consequences of this trend which were explored by this meeting. For example, increasing the number of working languages multiplies the complexity of the services required for the conduct of meetings and the issue of publications; particular problems of this kind include: (a) The presentation of verbatim records and summary records in languages using different characters not generally understood; (b) The initial uncertainty of terminology in certain languages;

(c) The priority inevitably associated with documentation and records for meetings, and the resultant delays in the issue of publications; (d) The cumbersome effect of using a large number of languages, with the attendant lowering of quality standards, increased opportunities for misunderstandings and a slow-down in processing. Problems of recruitment and training also increase when language staff are expected to translate or interpret from a larger assortment of languages.

D. These problems will be the subject of continuing study by the ACC.

(6) Indexing of Documents [item 28] *Paul very marginally involved*

152. The Preparatory Committee considered this topic in the light both of the specific proposals contained in the report of the Inter-Agency Working Party on Indexing (CO-ORDINATION/R.715) and of the broader issues involved in a number of these recommendations and of the somewhat similar work going on in related areas in other parts of the United Nations system.

153. It was generally agreed that the report of the Working Party did not provide sufficient information to permit the ACC to act on the rather far-reaching recommendations summarized and implied in paragraphs 17 and 18 thereof. The Committee decided, instead, to authorize the convening of the panel of specialists referred to in recommendation 9 of paragraph 18 in order to review the problems connected with the above-mentioned recommendations and to submit agreed proposals or alternative solutions, with an indication of their relative merits, suitable for action by ACC. The Committee requested UNESCO to consult with the other agencies concerning the recommendations in paragraphs 17 and 18 of the report before the panel meets.

154. It was noted that the United Nations intends to play a more active role in this area, and the Committee trusts that its representative will take an active part in the panel's work.

155. The Preparatory Committee suggests that the meeting of the panel of specialists should be convened preferably in Geneva (and, if possible during the period of the summer session of the Economic and Social Council), in order that there may be the necessary co-ordination between its work and that of other bodies concerned, inter alia, with the storage and retrieval of information on technical co-operation projects. The specialists should carry out their task in full awareness of the practical purposes which the new activities they may recommend are designed to serve. The Committee has requested the ACC secretariat: (a) to ensure that adequate preparations for a meeting along these lines are made; (b) to be represented at the meeting; and (c) to assist, as necessary, in the preparation of a comprehensive report - similar in format to the reports produced by the ad hoc meetings on language arrangements and publications (CO-ORDINATION/R.735 and 736) which would enable the Committee to return to this matter in the autumn.

VII OTHER QUESTIONS *see VII*

(1) Date and place of the next sessions of ACC, the Preparatory Committee and subsidiary bodies of ACC /item 29/

156. The Preparatory Committee was informed that the Inter-Agency Consultative Board had entrusted its chairman with the task of fixing the dates of the autumn session of the Board at the present session of the ACC, since the two bodies will have, as usual, to meet consecutively. The Preparatory Committee suggests that the ACC should meet during the period 20-22 October, preceded by a session of the Preparatory Committee on 9-15 October, and resuming after the ACC's session to take up business not requiring ACC's attention at the autumn meeting. The division of the time between the two bodies could be arranged nearer the time of the meetings when the agendas have been established; however, it is assumed that the ACC's session would as was the case last year, follow that of the IACB.

157. The Committee recommends that the ACC approve the calendar of meetings for ACC subsidiary bodies which appears in annex V.

Notes on the United Nations Development Decade

Importance of norms

It is generally agreed now that the establishment of certain international norms or targets helps to arouse world attention and to direct efforts for speeding up economic and social development. Indeed, without the two key targets established for the present United Nations Development Decade, the efforts made by the developing countries to raise their growth rates and the developed countries to transfer financial resources for that purpose would have been significantly less than in fact they have been. On the other hand, perhaps the targets established for the present Decade have not fully reflected the complexity of the process of economic and social development, and this is a lesson that needs a great deal of attention in the preparatory work for the Second United Nations Development Decade.

Inter-related character of norms

It will be extremely useful to arrive at agreements with regard to a select number of inter-related norms or targets for the 1970's. Expansion of gross domestic product is the end-result of increases in a wide spectrum of economic and social activities; and it is only natural, therefore, that attempts should be made to translate overall targets into certain related targets for specific activities. Some of these related targets may be amenable to quantification, while others may be spelled out only in qualitative terms. The main point, however, is that the delineation of certain related targets will help to focus attention on the integral character of the development process. Obviously, to achieve a certain overall rate of growth, activities in all such areas of production as agriculture, industry, energy, transport and communication will have to increase. For this purpose, a wide array of resources will have to be tapped and the necessary in-puts directed into appropriate activities. A

great deal of attention will need to be devoted to devising and applying suitable technologies in all avenues of production. A great deal of attention will also have to be given to education and training, health and family planning and other social services. Economic and social development are but the twin facets of the same process. Whether the elements just mentioned are called economic or social, they all form a single whole. More often than not, they are both the determinants and the end-product of what might be called, broadly, development.

Key role of policies

It is axiomatic that targets of ultimate objectives are meaningless without corresponding targets of means for achieving the objectives. It is this aspect of the preparatory work for the Second Development Decade that needs to be kept in forefront. Appropriate policies will have to be formulated and implemented with vigour by both the developing countries, whose economic and social progress is the basic objective, and the developed countries, which bear the major responsibility for improving the international environment within which developing countries can speed up their economic and social development.

Review and appraisal arrangements

The formulation of an international development strategy is not a once-for-all exercise. Both the objectives and the policies required for attaining objectives will need to be reviewed periodically and, if necessary, modified in the light of changing circumstances. It will be extremely useful, therefore, to establish appropriate review and appraisal arrangements as an essential part of the international development strategy for the coming decade.

The challenge to the United Nations system

The international development strategy for the 1970's will naturally pose a new challenge to the United Nations system. By very definition, as it were, the United Nations system has a pivotal part to play in the task ahead. Fortunately, a great deal of work has been undertaken, and experience gathered, by international organizations

engaged in developmental activities. What is required now is to build on the solid foundation that already exists.

Time-table for completion of the preparatory work

The Second Development Decade will be launched by the General Assembly in the autumn of 1970. This will require completion of the preparatory work by the time the Economic and Social Council holds its forty-ninth session in the summer of 1970. The few months immediately ahead are, thus, of crucial importance. On the basis of the deliberations of the Preparatory Committee for the Second United Nations Development Decade and the Committee for Development Planning, and taking into account any provisional guidelines that may be provided by the Economic and Social Council at its forty-seventh session (July-August 1969), a forward thrust now needs to be given to the preparatory work so that the endeavours of the United Nations system are brought to fruition on schedule.

OFFICE MEMORANDUM

TO: Mr. Robert Mc Namara

DATE: April 18, 1969

FROM: Leonard Rist *L. R.*

SUBJECT: Annual Meeting of the U.N. Economic Commission for Europe - Remarks made on East-West Relations,-

1. Trade.

All Eastern delegations stated firmly that they hoped for a further development of East-West trade. According to them, they are ready to import more from the West but had some difficulties in exporting to the West. They complained about Western discrimination against Eastern products either through differential customs tariffs (particularly the Common Market), or through quantitative restrictions. The USSR alone mentioned the special obstacles existing in the USA.

2. Other contacts.

Both Eastern and Western representatives encouraged the Commission to continue building up contacts and exchanges of information in every conceivable field of industrial technology. But the East did not imply that they had much to offer. ^{1/}

3. IMF and IBRD.

Bank and Fund were not mentioned in any speech but a few Eastern delegates made special efforts to be friendly to us. Mr. Kadlec (Czechoslovakia) was an outstanding example. Similarly, Mr. Malitza (Romania) made an effort to speak both to Mr. Consolo and to myself and mentioned that his country's interest in our institution was not waning, just waiting for more favorable conditions in the non too distant future. A Second Secretary of the Soviet delegation (Mr. Smirnov) twice spent almost an hour with me. He mentioned inter alia:

- a) that Mr. Mc Namara's speeches about Bank activity removed most objections usually voiced in the East against us (probably

^{1/} It is interesting to note that the Eastern countries ask not only for UNDP technical assistance but also for ILO's. There are Western experts assigned by ILO to technical and management training organizations in Poland, Hungary, Romania, and even Bulgaria.

- an allusion to our interest in industrial development);
- b) that his country was right now reviewing with particular care its development assistance policies. In many developing countries the USSR had experienced disappointments very similar to the ones we may have known. In some cases "Progress is made extremely difficult even more by human factors than by social structures". This was not an invitation to assist them in their studies but rather an indication that they now understood that we have some difficult problems.

4. COMECON Study.

The Dutch delegate (Mr. Kaufman) told both Mr. Gordon Williams (of IMF) and me that ~~he had~~ heard from the Hungarians that COMECON had established a special committee to study the conditions, advantages and drawbacks of joining the Fund and Bank. This would mean that Mr. Whittome and I were right in assuming that the people we talked to in Czechoslovakia, Hungary and Romania were preparing briefs for their governments, and that they would compare their findings. It also means that the Soviet Union is fully aware of the studies their neighbors have made and it is not unlikely that they will require more information as their common survey advances.



World Health Organization

Director General's Office

Personal and Strictly Confidential

DG

Express

Geneva, 18 April 1969

Dear U Thant,

I am glad to hear that you are calling the meeting of the executive heads of the specialized agencies and the IAEA in Rome on Saturday, 27 April, in order to have some discussion on the Administrative Committee on Co-ordination.

... Morse, Maheu and I have been considering some suggestions for the reorganization of the Secretariat and the work of the ACC and have agreed upon the recommendations set out in the attached paper, which makes no attempt to go into details but as such, might serve as a basis of, or a starting point for, our discussions with you. The paper has also been shown to Boerma, Davies and Mili, and copies of it have been sent to Eklund, Goad, McNamara, Rahi, Schweitzer and Twigt.

Looking forward to seeing you again shortly.

Yours sincerely,

Sgd./M. G. Candau

M. G. Candau, M.D.
Director-General

U Thant
Secretary-General
United Nations
New York, N.Y. 10017
USA

... ENCL: As mentioned.

Copies, with enclosure, sent to all those mentioned in the letter.

ADMINISTRATIVE COMMITTEE ON CO-ORDINATION (ACC)

Re-organization of Secretariat

New arrangements for the strengthening of the ACC Secretariat, the need for which had long been urged in order to allow the ACC to play a more effective role in the establishment of a co-ordinated policy, were agreed to by ACC in the Spring of 1967 as a result of extensive consultations in which the Advisory Committee on Administrative and Budgetary Questions (ACABQ) was involved. These arrangements were endorsed by the Economic and Social Council (ECOSOC) and the United Nations General Assembly.

While these arrangements have given certain positive results, their effectiveness has been limited by the lack of staff for the new Office for Inter-agency Affairs and by the position of the Office in the structure of the United Nations secretariat. The following recommendations are therefore submitted to the Secretary-General for his earnest consideration:

*Don't put funds
econ & soc affairs
7/4/67 - hold
word: want within
under sec. D. &
have been personally
become more active
in word. role.*

① The Office should form an independent unit in the United Nations secretariat, functioning with the authority of the Secretary-General and reporting direct to him as Chairman of ACC. It should not form part of, or be "within the framework" of, any department or other unit of the United Nations secretariat.

② The Secretariat should serve not only the ACC, its Preparatory Committee and its subsidiary bodies, but also those subsidiary bodies of the Economic and Social Council (ECOSOC) responsible for programme co-ordination. Consideration should be given to the advisability of the

ACC Secretariat absorbing that of the Consultative Committee on Administrative Questions (CCAQ).

- The ^③ staff should, in any event, be strengthened and its travel funds increased so as to permit frequent consultations, as required between the head of the Office and senior assistants and the appropriate officers of the specialized agencies and the International Atomic Energy Agency (IAEA).
- The financial consequences of an increase in staff and their travel should be discussed by the executive heads of agencies and the possibility of following the CCAQ example of joint financing explored.

Preparatory Committee of ACC

- The ^④ Preparatory Committee of ACC (PREPCOM) should assume a greater decision-making function and deal with all those items which it is *in problems of most acute ACC will concern itself* ~~not essential for the ACC itself to consider.~~ *primarily with important questions of policy.*
- All the subsidiary bodies of ACC, including CCAQ and the Consultative Committee on Public Information (CCPI), will work under the guidance of, and report to, PREPCOM.
- The representatives of the executive heads of the agencies concerned should be ^{*to the extent possible*} at the level of Deputy Directors-General or Assistant Directors-General. The preparatory work should be so well done that the duration of any one session will not be more than one week.

OFFICE MEMORANDUM

TO: Mr. McNamara

FROM: Richard H. Demuth *RHD*

SUBJECT: International Civil Service Advisory Board - Candidacy of
Mr. Rajeshwar Dayal

DATE: April 17, 1969

Mr. Jagannathan handed me the attached c.v. of Rajeshwar Dayal, who he said was being considered as a candidate for appointment to the International Civil Service Advisory Board. Mr. Jagannathan said that he understood that the selection was to be made at the ACC meeting in Rome and that his Government wanted you to be aware of Mr. Dayal's background and of the Government's support for his candidacy.

Attach.

Bio-Data of RAJESHWAR DAYAL

Born August 12, 1909; Educated M.A. (Allahabad), M.A. Camb., Married Susheela nee S ivastava.

Joined Indian Civil Service (ICS) 1933; Magistrate and Collector in Uttar Pradesh; Representative of U.P. on First Government of India Foodgrains Policy Commission 1943; Home Secretary, Uttar Pradesh 1946-48; Member, Uttar Pradesh Police Reorganisation Commission.

Counsellor-Minister, Indian Embassy, Moscow 1948; Charge d'Affaires, Moscow, August 1948-September 1949; Special Commissioner to Government of India to organise relief work in Assam 1950; Alternate Representative of India to Security Council with rank of Minister, 1950.

Permanent Representative of India to the United Nations, January 1952-September 1954.

Ambassador in Yugoslavia October 1954-1958 (concurrently accredited as Minister to Rumania and Bulgaria). Indian Member, U.N. Observer Group, Lebanon, June 1958.

High Commissioner of India in Karachi from November 1958 to August 1960.

On Foreign Service to the U.N. as U.N. Secretary-General's Special Representative to Congo from October 1960-June 1961 and High Commissioner for India in Karachi from 1st July 1961-October 1962.

Special Secretary, Ministry of External Affairs, Government of India, with effect from 24th October 1962.

Commonwealth Secretary, Ministry of External Affairs, Government of India from 19th February 1965 to 24th May 1965.

Ambassador of India at Paris 16th June 1965 to 1967.

Foreign Secretary to the Government of India, Ministry of External Affairs 1967-end of 1968.

Retired from the Indian Civil Service end of 1968.

CONFIDENTIAL

SOME NOTES ON THE FUNCTIONING OF ACC

Introduction

1. It was agreed at the private meeting of the ACC held during its forty-sixth session (New York, October 1968) that the forthcoming retirement of the Secretary to the ACC presented a convenient opportunity of reviewing the whole ACC system and each member was invited to submit his thoughts on this matter for consideration at the next session (Rome, April 1969).

2. This paper presents some preliminary views of the undersigned members of ACC.

3. These views are expressed in the form of general comments on what seem to be desirable changes in the present system rather than detailed proposals. The latter could readily be developed if the ideas presented commend themselves to the ACC as a whole.

4. Since preparing these notes, the authors have received a copy of another shorter document on the same subject. They nevertheless feel that the notes may be of interest and should be therefore circulated. They note with some satisfaction however that the views expressed in the other document referred to, although covering a more limited field, are for the main part compatible with their own.

Membership of ACC

5. ACC is of necessity a heterogeneous body. The common link between its members is that each is the executive head of a United Nations agency duly elected by representatives of the

CONFIDENTIAL

governments of its Members*. Much could be said about the need to review and adjust the United Nations agencies in order to meet more efficiently present-day needs and to introduce some element of constitutional homogeneity; but this is outside the terms of reference of ACC and the fact that the agencies whose executive heads serve on the ACC are a "mixed bag" must be accepted.

Need for ACC

6. It is assumed in these notes that the need for ACC is accepted and that its basic task is to assist in ensuring that the overall resources of the United Nations system are utilized in the most effective manner. To this end, it needs to discuss certain global problems of concern to all or many agencies and to achieve coordination with regard to administrative and executive activities.

7. Thus the question under discussion is not whether coordinating machinery is necessary, nor whether a new basic system of coordination should be devised. It is rather how can the present ACC system be made more effective.

Structure of ACC system

8. It is not the purpose of this paper to discuss in detail the various sub-systems which together comprise the ACC system as a whole, but some comments on this subject seem necessary.

* The term "United Nations agencies" is used to denote the specialized agencies and the International Atomic Energy Agency. Incidentally, this term seems perfectly appropriate and is much briefer than the customary formula of "Specialized Agencies and the International Atomic Energy Agency" used in ACC documents.

Basically the ACC system comprises the ACC itself, the Preparatory Committee and a proliferation of other subsidiary bodies. These subsidiary bodies are of course an essential link in the chain of coordination but nevertheless it seems desirable to undertake a critical study of the usefulness of all these bodies including even the Preparatory Committee itself, with a view to abolishing those which have outlived their usefulness, and overhauling the terms of reference of others. A more systematic approach to the creation of subsidiary bodies should be introduced in the future. This question is of course closely related to the role of the ACC Secretariat.

ACC Secretariat

9. The functions of the ACC Secretariat are assumed to be:
- (a) To take follow-up action on the decisions of ACC or to ensure that such action is taken if appropriate to some other body;
 - (b) To provide documentary and other support to the ACC sessions;
 - (c) To plan, coordinate and support the work (including the sessions) of the subsidiary bodies of ACC;
 - (d) To maintain close relations between executive heads between sessions so as to help solve interagency problems as they arise;
 - (e) To help identify and document major multilateral coordination problems.

At present it does not have the resources to perform any of these functions adequately. For these and other reasons a radical change in the ACC Secretariat seems essential. The five functions listed above are all the type of activity which falls to the Secretariat of each agency and the ACC Secretariat should be fully capable of performing these functions. If this were the case, the Secretariat

could take over most of the tasks performed by the Preparatory Committee, the desired coordination being achieved by closer contact with the agencies at the working level. The length of time which very senior officers now spend at the sessions of the Preparatory Committee could then hopefully be reduced and possibly even completely obviated.

10. The ACC Secretariat would of course make use as far as possible of services and facilities of UN and the agencies but some strengthening of the ACC Secretariat seems inevitable. The ACC Secretariat should however be functionally quite independent of any of the organizations or if it is to be a part of the United Nations, it should come directly under the Secretary-General. It should operate under procedures defined by ACC and be answerable to ACC.

11. As regards the type of person who should serve as the Head of the ACC Secretariat, an Assistant Secretary-General grade with experience of work in a national administration as well as high level service in a UN organization is essential. But in addition the following points are relevant.

12. Most members of ACC are the heads of agencies which are completely or significantly scientific and technical in character and most other agencies are concerned in one way or another with scientific matters. This is simply a reflection of the fact that science and technology are playing a continually increasing role in world affairs. It is therefore desirable that there should be strong scientific representation in the ACC Secretariat, and preferably the head of the Secretariat should be a scientist.

13. Science and technology play an ever more important role in forming man's living conditions. The Secretary-General

should be advised on these matters by one scientific advisory committee (SAC) superseding present bodies composed of fifteen outstanding representatives for science and technology who would meet once or twice every year. Specific topics could be analysed by ad hoc committees of the SAC. The final recommendations by the SAC could whenever deemed appropriate by the Secretary-General, be referred to ACC for comments. SAC should be served by the ACC Secretariat.

14. As regards the location of the ACC Secretariat there seems no reason why it should not be based in Geneva and so be within easy reach of the majority of its members.

15. The cost of the ACC Secretariat should be shared equally by all agencies.

Sessions of ACC

16. The sessions of ACC at present are little more than a means of keeping the executive heads in personal contact with the Secretary-General of the United Nations and with each other. The occasion is an enjoyable social occasion justified from an official point of view only by the "tour d'horizon" of the Secretary-General of the United Nations of world affairs at the private meeting and by the fact that in the interest of inter-agency collaboration in a general way (within or without ACC) it is important that the executive heads should know each other personally.

17. The open part of the ACC session is becoming increasingly the simple formality of approving the draft report of ACC prepared a few days previously by the PREP Committee -

so much of a formality indeed and performed in such an atmosphere of urgency to close the meeting, that many members feel that they are rendering a disservice to their colleagues if they make an intervention.

18. While therefore sessions of ACC are desirable, indeed essential, features of the system, it is believed that increased use could be made of them. Some comments on possible arrangements for the sessions are given in the following paragraphs.

19. The present arrangement whereby the ACC meets twice a year, once in New York and once in Europe, with a possible third meeting in Geneva during ECOSOC, seems satisfactory, but with a strengthened Secretariat the meeting in New York might be found to be unnecessary. The present arrangement whereby the sessions are in two parts - one a closed meeting with only ACC members and the other an open meeting with supporting staff, is likewise considered satisfactory.

20. In addition, however, it seems desirable to take more advantage of this gathering than is done at present. As already mentioned, there is virtually no exchange of general information on the activities of each agency. Evidently, long general statements on the activities of each agency would be unnecessary but any new developments in any agency should be brought forward so that each member of the ACC may keep himself abreast of all the main developments in the UN system of organizations. In the same line of thought, the ACC might choose at each session one (or perhaps two) subjects of interest to several agencies and have a discussion in some depth. After such a discussion inter-agency coordination in that particular field would, it is thought, assume a new and beneficial significance both within and outside ACC.

21. If such a course does not appeal to the ACC as a whole, advantage might be taken of the gathering together of the heads of the agencies for at least some of them (especially the more scientific and technical agencies) to arrange informal gatherings outside the ACC framework.

Conclusion

22. (a) The ACC Secretariat should be strengthened and should be given a more scientific flavour;
- (b) It should be responsible in all respects (functional and financial) to the ACC as a whole;
- (c) It should be located in Geneva;
- (d) The functions of the ACC Secretariat should be completely overhauled and major improvements made in the documentation and general servicing of ACC sessions. The whole subsidiary structure of ACC should be reorganized;
- (e) More use should be made of the personal contacts between executive heads which the ACC sessions provide for the formal exchange of information on the activities of each agency as well as for informal discussions or even lectures.

25 April 1969

D. A. Davies, Geneva
E. Eklund, Vienna



THE DIRECTOR-GENERAL

APR 16 REC'D

Rome, 11 April 1969

Mr. McNamara:

*Unless you instruct me otherwise, I
would like to send a copy to Paris.
PSS 4/16*

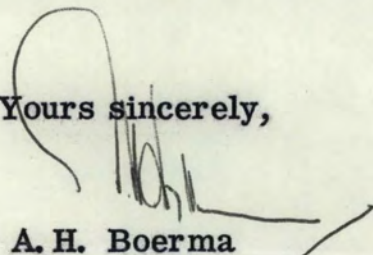
Personal and Confidential

Dear Mr. McNamara,

...
You will have learned from Mr. Wells that I have been thinking of submitting some proposals for changes in the methods of work of the ACC. I now enclose a copy of my letter to U Thant and of my note on the subject. I understand that you may have some different proposals regarding the composition of any small Policy Board that may be created, and I should therefore like to emphasize that my suggestions on this point are illustrative rather than definitive. It did not seem feasible to try to reach an informal agreement on such a difficult question at the present stage.

With best regards,

Yours sincerely,


A. H. Boerma

Mr. Robert McNamara
President
International Bank for Reconstruction
and Development
1818 H Street, N. W.
Washington, D. C.
U. S. A.

FERRIGNONI & C. VERONA

Rome, 11 April 1969

Personal and Confidential

Dear U Thant,

For some time I have been giving thought to the problem of the functioning of the ACC. I know that you yourself and a number of our colleagues also feel that changes are desirable if the ACC is to play a really dynamic and effective role.

Since the question is already scheduled for consideration at our forthcoming session, I have ventured to prepare the attached note that contains some personal suggestions. I believe it would be preferable for any discussion of this subject to take place in the private meeting of the ACC on 28 April, and hope you will agree to the consideration of my note on that occasion. I am not, at the present stage, intending to circulate it to all ACC members and participants, although I am sending to a few heads of major agencies, on a personal and confidential basis, a copy of this letter and of the note.

I shall look forward with the greatest interest to receiving your preliminary reactions or to discussing the matter when you are here at the end of the month.

With best personal regards,

Yours sincerely,

A. H. Boerma

U Thant
Secretary-General
United Nations
New York, N. Y.
U. S. A.



REVIEW OF ACC MACHINERY AND PROCEDURES

Note by the Director-General of FAO

By providing a point of contact among the Organizations of the United Nations family at top executive level, the ACC has come to play a central role in promoting co-ordination and co-operation among the activities of the members of the United Nations system. With the expansion of the system through the creation of new programmes, organizations and other autonomous bodies, the number of participants in the ACC meetings has increased considerably in recent years.

2. The ACC functions through a number of subject-matter Standing Committees, ad hoc Working Groups and a Preparatory Committee which examines and puts together the recommendations from the Standing Committees and prepares a draft report for consideration by the ACC. The two-day meetings of the ACC, twice a year, have remained important, but the basic negotiations and even a large proportion of the agreements 'through the ACC' tend to be reached more and more through the ACC's numerous staff Sub-Committees and the PrepCom.

3. There has been a growing feeling of frustration among members of the ACC and even of governmental delegations owing to the fact that, in the rapidly changing circumstances we find in the world of to-day, the ACC as such has not been involved in the formulation of policy on major issues. Our debates and decisions have been devoted mainly to questions of an institutional nature, rather than to the substance of world economic and social policy. Because of the authority which it enjoys, the ACC must not allow this situation to continue.

4. The activities of the individual agencies in the system have, of course, been a key factor in the tremendous growth of international activities that has taken place in recent years. Most of their major decisions have, however, been taken without reference to the ACC. In this context, the question needs to be examined whether, in matters of vital importance to the United Nations system, the ACC at its own level is in a position to give the dynamic and positive leadership expected of it. This is a task involving much time and attention on the part of the ACC itself and, beyond a certain point, cannot be delegated.

5. The main value of the ACC has generally been considered to lie in the opportunity it provides for personal exchanges of views among the Executive Heads of the United Nations system on questions of general policy, thus setting the tone for all their co-ordinated efforts. Such opportunities proved invaluable in the past when the ACC was more compact and the activities of the United Nations system were less extended. To-day, however, they have been overlaid by the very large membership of ACC, with striking differences in the size and character of the participating bodies.



6. The two-day sessions of the ACC, crowded with routine matters and expressions of views by a large number of participants on almost every topic handled by ACC, leave little time for it to concentrate on the major issues of policy. The adjustments made in the ACC machinery and procedures from time to time have been largely designed to meet the needs of co-ordination problems. Further improvements are undoubtedly possible, and an interesting and constructive paper advanced by the Chairman of the Preparatory Committee is currently under discussion. It does not appear, however, that the changes proposed can meet the challenge of making ACC into an effective instrument for influencing important policy decisions by governments, both those taken individually and those taken collectively at ECOSOC and the General Assembly as well as in the governing bodies of the specialised agencies.

7. The key question is how can the ACC, with the limitations of its present size, its lack of authority to take decisions except through consultations and consensus, and with equal rights of participation by members with widely differing characteristics, adjust its procedure in such a way as to give dynamic leadership in the overall policy formulation of the United Nations system, notably in fields of common concern for economic and social development. This could be achieved only by showing a willingness to share work in the interest of the common good. For instance, without losing the representative character of the ACC, it should be possible for it to set up small functional groups, or preferably a Standing Board, to study important current problems falling within a broad area of activity and to bring up conclusions and recommendations for the consideration of the ACC itself. Such a Board to be effective should be compact and confined to a few Executive Heads whose organizations have a major responsibility in the field of activity chosen. The areas for special study should also be highly selective and confined to topics where, in the opinion of the ACC, a major contribution at its level is called for.

8. To begin with and as an experimental measure, a Board for Economic and Social Development Policy could be established. Such a Board would have to be small to be effective, consisting of not more than seven or eight members. Obviously there can be many opinions on its possible composition. The following arrangement is proposed as an example of how it might be constituted:

- (a) UN, which would also represent UNCTAD, UNIDO, UNHCR, UNRWA and UNITAR;
- (b) IBRD which would also represent IMF;
- (c) One representative, to be chosen by mutual consultation, on behalf of the following aid-giving agencies: UNDP, WFP and UNICEF;
- (d) ILO
- (e) FAO

(f) UNESCO

(g) WHO

(h) One representative to be chosen by the remaining members of ACC.

9. Each organization on the Board should be represented by its Executive Head. Where single membership has been suggested for a group of organizations, one Executive Head would be selected by mutual agreement. Because of his preoccupation with other important matters, the Secretary-General may, if he so wishes, nominate one of his senior officers or an Executive Head of one of the organs shown under 8 (a) to represent him. In his absence, the Chairmanship of the Board should be arranged on a rotating basis.

10. At each Spring session of the ACC, a subject or subjects might be selected for consideration by the Board. At that time there would be an opportunity for all the members of ACC to express their views on the choice of issues to receive attention. Thereafter, the Board should lay down the broad guidelines for the preparation of any special studies that might be required. For the collection of data and the drafting of documents, it may be necessary to utilise the services of specialised staff. The ACC Secretariat itself may not be suitable where specialised knowledge is needed. Nor would it be wise to create additional permanent secretariats. Each member of the Board involved in the preparation of a study should designate senior experts from his own organization to assist him, or in cases of "collective membership" enlist the help of the other agencies which he is representing. Some such staff may have to work full time on the study until it is completed. Where appropriate, outside Consultants could also be engaged, the cost being borne by the Agency concerned. When staff from different agencies are assembled to work on a given problem involving specialised skills, it should be clearly understood that they are brought together on an ad hoc basis and that no permanent inter-secretariat machinery is being created. Perhaps the most important factor is that the Executive Heads forming the Board should themselves lay down the scope and content of the study, should personally supervise and direct its preparations and should approve, at their level, the final draft for consideration by the ACC. The staff designated to work on the study should be able to have personal discussions with the other interested members of the United Nations system, although only the Board would be responsible for the final text to be brought up for consideration by the ACC.

11. Since many of the Executive Heads attend each year the two sessions of the ACC, the two sessions of the UNDP Inter-Agency Consultative Board, and the Summer session of ECOSOC, the Board members should easily be able to meet two or three times a year for a day or so without making special efforts for the purpose. In this way, a study selected at the Spring session of ACC for treatment in depth by the Board could come back to the ACC for final consideration and decisions at the Spring session of the following year.

(1) UNRSOC

12. Member Governments are sensing a certain deficiency in the methods of work of the United Nations system and its capacity to tackle the immense amount of development work ahead. In their anxiety to bring about improvements, they have set up innumerable co-ordination bodies, such as the CPC, the ECPC, the Joint Meeting of ACC and CPC, the Joint Inspection Unit, the expanded role of the ACABQ, the Rapporteurs of the Social Commission etc., which tend rather to create confusion than to tackle effectively the problems which could be solved by the Agencies themselves if they worked constructively in unison.

13. Any positive contribution coming from the ACC would carry considerable weight and raise its prestige vis-a-vis individual governments and the principal organs of the United Nations family. It would also reduce the pressures which have led to governments setting up new bodies almost haphazardly in the name of co-ordination. The treatment in depth of major topics might also eventually reduce the number of ACC Standing Committees required, or limit the frequency of their meetings, thus resulting in a saving of staff time and expenditure.

14. The difficulties of achieving common policies and co-ordination in the activities of a number of autonomous bodies serving different purposes are many and not to be under-estimated. Nevertheless, an accommodation has to be found between, on the one hand, the need for a clearer image and a unified effort of the United Nations system as a whole and, on the other, the pressure for each Agency to pursue an independent course of action in the sector for which it is responsible. Such an accommodation has obviously to be found through the ACC.

Some such staff may have to work full time on the study until it is completed. Where appropriate, outside Consultants could also be engaged, the cost being borne by the Agency concerned. When staff from different agencies are assembled to work on a given problem involving specialised skills, it should be clearly understood that they are brought together on an ad hoc basis and that no permanent inter-secretariat machinery is being created. Perhaps the most important factor is that the Executive Heads forming the Board should themselves lay down the scope and content of the study, should personally supervise and direct its preparations and should approve, at their level, the final draft for consideration by the ACC. The staff designated to work on the study should be able to have personal discussions with the other interested members of the United Nations system, although only the Board would be responsible for the final text to be brought up for consideration by the ACC.

II. Since many of the Executive Heads attend each year the two sessions of the ACC, the two sessions of the UNDP Inter-Agency Consultative Board, and the Summer session of ECOSOC, the Board members should easily be able to meet two or three times a year for a day or so without making special efforts for the purpose. In this way, a study selected at the Spring session of ACC for treatment in depth by the Board could come back to the ACC for final consideration and decisions at the Spring session of the following year.

Mr. Wells

April 8, 1969

Richard H. Demuth

Note by Director-General of FAO on Reform of ACC Machinery

Mr. McNamara and I have both read the draft note by the Director-General of FAO, dated April 2, entitled "Review of ACC Machinery and Procedures." Although time has permitted only superficial consideration of the proposal, our tentative conclusions are as follows:

- a) We support the basic idea that, when ACC considers important policy issues, it should meet as a small Board composed only of the U.N. and the major agencies. ✓
- b) On the composition of the Board, we believe (i) UNDP ought to be given membership and not equated with the World Food Programme and UNICEF; and (ii) we do not believe IBRD should be designated to represent the IMF. Instead, any agency not given specific membership might be authorized to designate a member as its representative. ✓
- c) It might strengthen the proposal if Dr. Boerma were to give a few examples of subjects which he has in mind for the Board to study, in particular whether it is to consider primarily organizational issues or whether it is also to consider substantive policy matters.
- d) Dr. Boerma's proposals are related to proposals likely to be incorporated in the report of the Jackson Capacity Study and in the Pearson Commission report. If Dr. Boerma decides to submit the proposal, we would urge him to suggest that definitive discussion of it be postponed until any related proposal of the two studies could also be considered - possibly in the fall.

While it is not a necessary element in the proposed paper, we wonder whether Dr. Boerma has in mind that, if the proposed Policy Board is created and meets at head-of-agency level, there will be at least a corresponding reduction in the number of other ACC and IACB meetings held at head-of-agency level.

Handwritten notes:

- ① Schedule in advance + prepare approp. papers for discussion on irregular basis.
- ② Increase authority of Prepcom
- ③ Strengthen Secretariat
- ④ Instead Secretariat to prepare independent studies + assess major policy goals.
- ⑤ Do not duplicate authority for coord. - keep under control of UNDP.
- ⑥ Don't duplicate - see Jackson Me. - see + play larger role in ACC affairs.

✓ ① Defer discussion until Jackson report is read + meet in last 2-3 yr. to consider the goals of ACC began again - prepare distributed before hand specific proposals taking etc Jackson Me.

RHD:tf

OFFICE MEMORANDUM

*1/2 to R. Demuth
Disk) but here
a comment file
to be...
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...*

TO: Mr. McNamara

DATE: April 7, 1969

FROM: Richard H. Demuth *RHD*

SUBJECT: Note by Director-General of FAO on Reform of ACC Machinery

1. Mr. Oris Wells, Deputy Director-General of FAO, handed me the attached note this afternoon, saying that he had been instructed by Dr. Boerma to get your views and mine on the note which Dr. Boerma is considering submitting to the forthcoming meeting of the ACC. Wells would like to get our views by Wednesday morning, if possible, so that he can cable them to Rome. If the note is to be considered at the forthcoming ACC meeting, it must be submitted in final form by the end of this week.

2. My views are as follows:

- a) I support the basic idea that, when ACC considers important policy issues, it should meet as a small Board composed only of the U.N. and the major agencies.
- b) If the proposed Policy Board is created and is to meet at head-of-agency level, then there should be at least a corresponding reduction in the number of other ACC and IACB meetings held at head-of-agency level. The proposal as it presently stands would add new machinery without lightening the existing load on the Directors-General.
- c) It is hard to see why the proposed new Board should always meet at head-of-agency level. Perhaps it could meet at that level once a year, with senior operating or policy officials from the U.N. and the constituent agencies constituting the Board at its other meetings.
- d) On the composition of the Board, I believe (i) UNDP ought to be given membership and not equated with the World Food Programme and UNICEF; and (ii) I do not believe IBRD should be designated to represent the IMF. Instead, any agency not given specific membership might be authorized to designate a member as its representative.
- e) It might strengthen the proposal if Dr. Boerma were to give a few examples of subjects which he has in mind for the Board to study, in particular whether it is to consider primarily organizational issues (for example, how population planning matters should be handled within the U.N. system) or whether it is also to consider

*OK
I support
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I agree
with you*

April 7, 1969

substantive policy matters (for example, what should be the GNP and other targets of DD II?). I would have more confidence in the ability of the proposed Board to come to useful conclusions on the first type of issue than on the second.

f) Dr. Boerma's proposals are related to proposals likely to be incorporated in the report of the Jackson Capacity Study and in the Pearson Commission report. If Dr. Boerma decides to submit the proposal, I would urge him to suggest that definitive discussion of it be postponed until any related proposals of the two studies could also be considered - possibly in the fall.

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with you*

3. To what extent do you agree with the foregoing views? Are there other views you would wish to put forward to Dr. Boerma?

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Attachment

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FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS

TRANSMITTAL
SLIP

To	Mr. Oris V. Wells Deputy Director-General	Division	Room	Date	2.4.69.
From	J.V.A. Nehemiah Director, IAL	Division	Room	Extension	

For Action Approval Signature Comment Information File

Reply Reply for my sig. See me More details Investigate and report Note and return

This is the revised note on ACC Machinery which I have put up to the Director-General

Mr. Richard Schmidt, here is the preliminary draft of a proposal Mr. Bozuma is considering putting to the A.C.C. He has asked that I call him as soon as possible any reactions which you or McNamara may have. O.V. Wells

- 27695

Adm 17 1263



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- 27695

Adm 17 1263

OFFICE MEMORANDUM

DATE: April 7, 1969

TO: Mr. McNamara

FROM: Richard H. Demuth *RHD*

SUBJECT: Note by Director-General of FAO on Reform of ACC Machinery

*OK to RHD - Demuth
Dick I don't have
a moment free
today. Note my
comments. If you
have just minutes
call me.*

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April 7, 1969

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I agree with you

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tell them the above is modified

Attachment

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R*



FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS

TRANSMITTAL
SLIP

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From	J.V.A. Nehemiah Director, IAL	24 Division	Room	Extension	

For Action Approval Signature Comment Information File
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- 27695

Adm 17 1263

REVIEW OF ACC MACHINERY AND PROCEDURES

Note by the Director-General of FAO

By providing a point of contact among the Organizations of the UN family, at the top executive level, the ACC has come to play a central role in promoting co-ordination and co-operation among the activities of the members of the UN system. With the expansion of the UN system, by the addition of new Programmes and organs, the attendance at the ACC has increased considerably in recent years.

2. The ACC functions through a number of subject-matter Standing Committees, ad hoc Working Groups and a Preparatory Committee which examines and puts together the recommendations from the Standing Committees and prepares a draft report for consideration by the ACC. The two-day meetings of the ACC, twice a year, have remained important, but the basic negotiations and even a large proportion of the agreements 'through the ACC' tend to be reached more and more through the ACC's numerous staff Sub-Committees and the PrepCom.

3. Naturally, there has been a feeling of frustration among members of the ACC and inter-governmental organizations alike owing to the fact that, in the rapidly changing circumstances, the ACC has not been directly involved in some of the major policy developments. Because of the authority which it enjoys, the ACC cannot allow this situation to continue.

4. In the steadily increasing tempo and complexity of international activities, it cannot be claimed that the ACC has made more than an intermittent contribution to the formulation of the overall policy of the UN family. Most of the decisions of each Agency which have led to the great recent developments in international activities have been taken individually outside the framework of the ACC. In this context, the point needs to be examined whether in matters of vital importance to the UN system the ACC, at its own level, has been able to give the dynamic and positive leadership expected of it. This is a task involving much time and attention on the part of the ACC itself which, beyond a certain point, cannot be delegated.

5. The main value and function of the ACC has always been regarded as providing regular opportunities for personal exchanges of views among the Executive Heads of the UN system on questions of general policy and thus to set the tone of all their co-ordinated efforts. Such opportunities, which proved invaluable in the past when the ACC was compact and the activities of the UN system were not overtaxed, have today been overlaid by the very large membership of ACC with striking differences in the size and character of the participating organs.

6. The two-day sessions of the ACC crowded with routine matters and expressions of views by a large number of participants

on almost every topic handled by ACC, leave little time for it to concentrate on the major issues of policy. The adjustments made in the ACC machinery and procedures from time to time have been largely to meet the needs of co-ordination problems which undoubtedly could be further improved, but none of these has provided a solution to the problem of making ACC into an effective instrument in influencing important policy decisions taken at the ECOSOC and General Assembly concerning the UN system as a whole.

7. The key question is therefore how can the ACC, within the limitations of its present size, lack of authority to take decisions except through consultations and consensus, and equal rights of participation of members with widely differing characteristics, adjust its procedure in such a way as to give dynamic leadership in overall policy formulation of the UN system, notably in fields of common concern for economic and social development. This could be achieved only by showing a willingness to share work in the interest of the common good. For instance, without losing the representative character of the ACC, it should be possible for it to set up small functional groups, or preferably a Standing Board, to study important current problems falling within a broad area of activity and to bring up conclusions and recommendations for the consideration of the ACC. Such a Board to be effective should be compact and confined to a few Executive Heads whose

organizations have a major responsibility in the field of activity chosen. The areas for special study should also be highly selective and confined to topics where, in the opinion of the ACC, a major contribution at its level is called for.

8. To begin with and as an experimental measure, a Board for Economic and Social Development Policy could be established. Having regard to the nature of the Board and of the principle to keep the size of the Board within workable limits, its membership should be limited to the following:

- (a) UN, which will also represent its constituent organs, namely UNCTAD, UNIDO, the UN High Commissioner, UNRWA, and IAEA;
- (b) IERD which will also represent IMF;
- (c) One representative on behalf of the following aid-giving agencies namely: UNDP, WFP and UNICEF, to be arranged by mutual consultation;
- (d) ILO
- (e) FAO
- (f) UNESCO
- (g) WHO
- (h) One representative chosen by the remaining members of ACC.

9. Each organization on the Board should be represented by its Executive Head. Where single membership has been suggested for a group of organizations, one Executive Head may be selected

by mutual agreement. Because of his preoccupation with other important matters, the Secretary-General may, if he so wishes, nominate one of his senior officers or an Executive Head of the organs shown under 8 (a) to represent him. In his absence, the Chairman of the Board should be agreed to on a rotation basis.

10. At each Spring session of the ACC, the subject for study should be selected, at which time there would be an opportunity for all the members to express their views on the various issues which should receive attention. Thereafter, the Board should meet at the level of the Executive Heads and lay down the broad guidelines for the preparation of the study and indicate its outline. For the collection of the necessary data and the drafting of its report, each group will require some highly competent staff specializing in the problem to be studied. The present ACC Secretariat may not be suitable in view of the highly specialized skills needed for such preparation. Nor would it be wise to create additional permanent secretariats. Each member of the group should designate appropriate senior expert staff from his own organization to assist him. Some such staff may have to work full time till the study is completed. Where appropriate, outside Consultants could also be engaged, the cost being borne by the Agency concerned. Such ad hoc staff assembled to focus attention on a given problem where highly specialized skills

are needed, should be dissolved when the study is completed. What is important is that the Executive Heads forming the Board should themselves lay down the scope and content of the study, supervise and direct the preparations and approve, at their level, the final draft for consideration by the ACC. The designated staff should be able to have personal discussions with the other interested members of the UN system, although only the Board would be responsible for the final contributions to be brought up for consideration by the ACC.

11. As many of the Executive Heads attend the two sessions of the ACC, the sessions of the UNDP Inter-Agency Consultative Board as well as the Summer session of ECOSOC, the Board, by previous arrangement among its members, should be able to meet twice or thrice a year for a day or so without making special efforts for the purpose. In this way, a study selected for such treatment in depth at the Spring session of ACC could be brought up for consideration at its following Spring session.

12. Member Governments are sensing a certain deficiency in the methods of work of the UN system and its capacity to tackle the immense development work ahead. In their anxiety ^{about} to bring/improvements, they set up innumerable co-ordination bodies, such as the ECPC, the Joint Meeting of ACC and CPC, the Inspection Team, ACABQ, the Rapporteurs of the Social Commission etc., which all tend to create only confusion without

effectively tackling the problems which could be solved only by the Agencies themselves by presenting a common front.

13. Any contribution coming from the ACC itself would carry considerable weight and raise its prestige in the joint meetings of the ACC and the CPC, in ECOSOC and in the General Assembly. It will also serve as a deterrent to governments setting up haphazardly new bodies in the name of co-ordination. Such treatment in depth of major topics may also eventually reduce the number of ACC Standing Committees and limit the frequency of their meetings, thus resulting in a saving of staff time and expenditure.

14. The difficulties of achieving common policies and co-ordination through the activities of a number of autonomous bodies with common goals, are many. Nevertheless, an accommodation has to be found between, on the one hand, the need for a clearer image and unified effort of the UN system as a whole and, on the other, the retention by each Agency of full substantive control over the activities for which it is responsible. Such an accommodation has obviously to be found through the ACC.

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OFFICE MEMORANDUM

TO: Mr. Robert S. McNamara (through Mr. R. H. Demuth) DATE: March 21, 1969

FROM: Michael L. Hoffman *MLH*

SUBJECT: Second UN Development Decade

1. On March 11th and 12th, I attended a meeting in New York of the ACC Subcommittee on the Second UN Development Decade (D.D. II for short). This Subcommittee is the focal point at which the specialized agencies are given the opportunity to exert such influence as they can on the shape and content of the strategy outline for D.D. II. The initiative in preparing the strategy lies with the UN Center for Development Planning under Jacob Mosak, a deputy to Philippe de Seynes.

2. At the November 1968 meeting, we took the position that any D.D. II strategy that made any sense would have to be based on national targets worked out by each country for itself, with the assistance of the UN agencies, as opposed to a lot of global targets established by General Assembly resolutions. This strategy has largely been accepted by the UN and the agencies although it is realized that few countries will have coherent national targets in the early years of the Decade which "begins" in 1971. It is for this reason that the UN has insisted all along that, in addition to national targets, there will have to be at least a few "norms" such as per capita growth rates; the 1% of GNP target for "aid"; some quantification of nutrition standards; school attendance ratios; savings ratios; and the like. A "norm" is not something that every country, or indeed any country, is expected to achieve, and it would have no "operational" significance. It is a benchmark against which progress can be observed. The role of norms would be very largely in connection with the public relations aspects of D.D. II. While there are going to be serious technical difficulties in getting agreement as to how, if at all, to quantify these norms, it is probably inevitable that something like this should form part of the general strategy. Unlike most of the other agencies, we are not trying at this time to pin the UN down to exactly what it means by "norms."

3. Up to now, the discussion of a strategy for D.D. II has been diffuse and has produced no significant concrete issues requiring decisions on our part. Now, however, there seems to be general agreement on one point, namely, that some kind of continuing machinery to carry out what the UN calls "measurement, review and appraisal" is a political necessity, primarily in order to provide a means of putting pressure on governments to improve their performance. In short, if you have a strategy, how does one go about evaluating country performance in the light of the strategy; who does this; who produces the global picture of what is happening in the context of D.D. II from year to year; and how does this get reviewed by governments? Since any such machinery is likely both to impinge on our operations and to determine the extent to which we can contribute to the D.D. II exercise, it is in this area that Mr. Demuth, Mr. Kamarck and I have been concentrating in our discussions of the Bank's role in D.D. II.

*McNamara
agrees with (F)*

President has seen

4. As we see it, this process involves three distinct stages:
- (a) Gathering and analyzing the facts about country performance over-all and in the various key sectors, including the so-called social factors such as employment, health, education, land reform, tax reform, etc.
 - (b) The synthesis periodically (we think every two years would be often enough) of all this material into a world picture of progress, or lack of it, toward D.D. II objectives, covering both developed and less developed countries.
 - (c) A political debate based on that synthesis.

In connection with all three steps there may be pressure for having some reviews by groups of independent experts, possibly including regional reviews, e.g., CIAP.

5. In order to advance the discussion, we have taken the following position (we have made it clear that it is only a staff position which, if it appeared likely to be acceptable, would have to be examined in the Bank for its operational implications before you could decide whether to make it a firm Bank position):

With respect to stage (a) existing machinery should be utilized. The gathering and analysis of facts with respect to the efforts of developed countries to assist the LDCs should be performed by DAC. Similar facts and analysis with respect to Communist donor countries might be furnished by Comecon or the Economic Commission for Europe. Presumably each specialized agency would also submit factual reports concerning progress in its fields of competence.

So far as individual LDCs are concerned, the only organization really capable of reviewing their progress and performance is the Bank in consultation with the Fund. The results of the Fund's consultations and reviews are thoroughly built into our country reviews. It would be a mistake to attempt to build up another international organization to perform this kind of task. The Bank must maintain and improve its own reporting system for its own operational requirements. It would seem only sensible that our reviews and analyses should be related to the "measurement, review and appraisal" part of the D.D. II. If the goals of D.D. II turn out to be sensible, rather than arbitrary and bearing no relation to what developing countries can realistically be expected to achieve, our country reports could regularly include a section analyzing the progress by each developing member country in achieving its goals set under D.D. II. We would try to make full use of the work done by the other agencies in their fields of competence. We would expect to have at least one general economic report on each developing member country every three years, and more frequently for 20-25 of the larger countries. The reports that emerged from this process could be reviewed and evaluated by other organs in the UN system, including the regional commissions.

3/22/69 To Mr. Hoffman

Mr. Robert S. McNamara

-3-

March 21, 1969

With respect to stage (b), i.e., the synthesis, we believe that the UN should pull together all these reports from the Bank, the DAC, the regional commissions, the specialized agencies and sources in the Eastern Bloc, and produce a comprehensive world report for submission to some body or bodies in which a political review would take place. (We have in mind something like the annual report of the B.I.S.)

We have taken no position as to where the political review should be held. It might be ECOSOC, a special committee of ECOSOC, the regional commissions, the General Assembly, or some combination of these.

6. I would appreciate knowing whether you approve of the position we have taken so far. I have emphasized to Philippe de Seynes that if, in the course of the still lengthy rounds of discussion on D.D. II strategy that loom ahead, it began to appear that the Bank would, in fact, be asked to play the role in the measurement, review and appraisal process that we have tentatively suggested, you would have to consider the operational problems that would be presented to the Bank. These include building into economic missions types of expertise not normally included, more links with the specialized agencies at various levels and a more extensive use of our economic reports by others than our own Board and consortia and consultative groups, and, of course, staff and budget implications.

I think
an inclination
on the part of
the Bank to
ask the
Bank to
prepare
the
"comprehensive
report"
is a
"risk
in the
measurement
process".
If so, I
would react
favorably.
Please discuss
with me.
K. H. C.

- cc: Mr. Knapp
- Mr. Aldewereld
- Mr. Friedman
- Mr. Kamarck

3/18 T. M. DeMuth

UNITED NATIONS  NATIONS UNIES
NEW YORK

CABLE ADDRESS · UNATIONS NEWYORK · ADRESSE TELEGRAPHIQUE

REFERENCE OR 322/121 46th-47th Sess.

11 March 1969

Personal and Confidential

Dear Mr. McNamara,

..... I enclose, for any comments and suggestions you may wish to make, the draft paper on the functioning of ACC, to which I referred in my letter of 5 February about the ACC's agenda. This paper, with a companion note on the ACC's subsidiary organs, will be submitted for consideration next month to the Preparatory Committee and, in its revised form, to the ACC.

Yours sincerely,

Martin Hill
Martin Hill

Assistant Secretary-General
for Inter-Agency Affairs

Mr. Robert S. McNamara
President
International Bank for Reconstruction
and Development
1818 H Street, N.W.
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11.3.69.

REVIEW OF THE FUNCTIONING OF ACC

1. In its two last annual reports, the ACC has called attention to the constant growth in the range and scope of its co-ordinating task as a result of the increase in the volume and interdependence of international activities and in the number of organizations and programmes involved. Since 1958, when Mr. Maheu undertook his "Review of ACC machinery and procedures" (CO-ORDINATION/R.278), the number of items on the agenda of that body and its Preparatory Committee has increased threefold and the documentation coming before it, and issuing from it, four or five-fold. Broad new subjects of international concern - from assistance by the United Nations family in the processes of decolonization to the applications of science and technology to development; from the use of computers in the United Nations system to the preservation and improvement of the human environment - have been added to the subjects already within its purview. More important, the nature of the responsibilities placed on it by both the General Assembly and the Council has considerably evolved. The accent is no longer on 'co-ordination' in the traditional sense of the term, but on the need for planning and directing the use of the resources of the United Nations system. The ACC has become not only a symbol, but also an essential means of action by the United Nations system in pursuit of its economic and social objectives. It is clear that if the United Nations is to succeed in this part of its mandate, its efforts must be intensified and unified; and no less clearly the ACC's contribution will be crucial and may well be decisive. Such briefly is the context in which, it is felt, possible improvements in the functioning of ACC, both as the point of contact and consultation for the whole United Nations system at the top executive level and as an executive organ, should now be considered.

2. As a result of Mr. Maheu's study a number of reforms were made in 1959 and 1960 involving greater flexibility and a devolution of tasks at the technical and operational levels, central control however being maintained at the policy level. Several measures have also been taken since then to improve the ACC's procedures, to reinforce the system of inter-secretariat co-operation which it supervises and to provide a firmer basis for its co-operation with the Council

and the General Assembly of the United Nations. Joint meetings are now held every year with the CPC and the officers of the Council; the Secretariat of ACC has been strengthened by the establishment of a full-time Office of Inter-Agency Affairs within the framework of the Department of Economic and Social Affairs; inter-agency arrangements for consultation and co-ordination have been extended to cover many new areas, including the very central issue of the organization, strategy and goals for the next Decade of Development; the executive heads of UNCTAD, UNIDO as well as UNDP, UNICEF, WFP and other programmes within or related to the United Nations, now participate in all aspects of ACC's work in which they are concerned.

3. Such measures have proved useful, but no one could claim that they have been sufficient, that the ACC now functions as well as possible, is as effective as it could be or is adequately equipped for the task which it alone can perform. In spite of all the progress made in recent years, in spite of the mutual confidence and sense of common purpose that have been developed among the executive heads through ACC and have had a profound influence on inter-agency relationships, one still hears too much criticism - and evidence - that co-ordination problems persist and that co-operation in certain areas is halting and uncertain. Still more important, in spite of its success in ensuring smooth implementation of inter-governmental decisions by the United Nations family, ACC has rarely discussed or formulated collective views on broad issues of international economic and social organization and policy. Yet the guidance which such views - or the collective views of some of its members - could provide is surely an important element in the role which the ACC must play.

4. The present note is concerned, not with questions of substance or policy, but with possible changes in organization and procedure that ACC might find it useful to consider. Among the areas in which such measures would seem desirable and feasible are the organization and running of ACC's own meetings; the staff work for ACC; arrangements for inter-agency consultations and co-operation; and relations of ACC with other United Nations organs. Suggestions under each of these headings follow:

The organization and functioning of ACC meetings

5. The ACC's meeting schedule has not been greatly modified over the years, in spite of the formidable increase in the range and scope of its work. In 1948 and in 1958 it met for two days in the spring and two days in the autumn; in 1968 it met for two days in April, two days in joint session with CPC and the officers of the Council in July; and one day in October.

6. The time the executive heads can devote to ACC meetings is now more than ever limited by their other commitments. The fact that the meetings are normally attended by the Secretary-General of the United Nations and the other executive heads in person, and constitutes in effect a standing consultation among them, has without any doubt had a decisive influence in building up the authority of the Committee; it is essential that that practice be maintained and no change that might jeopardize it should be considered. It is hoped, however, that a slight increase in meeting time will prove feasible; for example, it would seem desirable, for ACC itself to meet briefly in July for its own business and not just in joint session with CPC and the officers of the Council (this year, perhaps, for consideration of aspects of the Capacity Study). Such a minor change will of course not greatly alter the situation and the basic question will remain: how the best use can be made of the very short time available for ACC meetings.

7. It is generally agreed that, in spite of the efforts of the Preparatory Committee and its chairman to deal with matters on ACC's behalf, the recent ACC agendas have still been too long and have covered too wide a field to permit real discussion of important issues; also that too much time has still been given to discussion of lesser and routine matters that ought to be disposed of in the Preparatory Committee. To help meet one of these criticisms, the Secretary-General has suggested that, at the forthcoming spring session, there should be on the first day, in addition to the private meeting, a discussion in some depth of one or two of the major tasks or problems currently facing the United Nations system. Whether the discussion should be held in strict privacy or at a regular meeting, and whether it might lead to a formulation of collective views for public release, could be decided at the time. Consideration of the ACC's agenda as such, including administrative questions and the numerous items dealt with in the Preparatory Committee's report, as well as the draft report

for ECOSOC the elements of which are prepared by the Preparatory Committee, would come on the second day. On the basis of this experiment, it could be decided later whether such an organization of work should be followed in the future.

8. One member of the Preparatory Committee has suggested that the agenda for the ACC's meeting should be radically pruned of every item not requiring some action on the ACC's part, the prunings to be dealt with by the Preparatory Committee; and that there should be no standing items on this agenda and no reports of subsidiary organs, unless they pose some policy problem on which the Preparatory Committee feels that ACC itself must decide. Although some qualification to this position may be needed, there is no doubt that, because of the shortage of time, a move in this direction is desirable and indeed necessary. The exchange of information on sectoral subjects - unless the information is of particular importance or of direct concern to many participants - should normally be effected by correspondence or the circulation of a document rather than by oral statements; and most of the reports of the subsidiary organs should be dealt with exclusively at the Preparatory Committee level. The Preparatory Committee's report would naturally refer to the actions it had taken, thus ensuring that any member of ACC could refer to a subsidiary organ's report, or question the Preparatory Committee's action on it, if he so wished. Nor should it be necessary for the ACC to approve its own report word by word; the Preparatory Committee might be authorized, as it has often been authorized in the past, to issue the report with such decisions as the discussion in ACC entailed. If such measures are agreed and put into force, a considerable streamlining of ACC's meetings should result.

9. Although the range of issues of interest to all agencies is fairly wide, and all executive heads are concerned to further the contribution of ACC to the collective thrust of the United Nations system, many subjects dealt with by ACC are of very great concern to some agencies and programmes and of little or no concern to others. The broad issues of economic and social policy are of special concern to the United Nations (ESA, UNCTAD and UNIDO, as well as UNDP), IBRD, IMF, the major 'programme' agencies and GATT; numerous sectoral and technical issues relating for example to transport, to aspects of social development, to rural development, primarily involve quite different groups. Would there not

be advantage in encouraging group discussion on such cases before - or sometimes perhaps even in lieu of - bringing the issues before ACC as a whole? While it is true that normally only organizations closely concerned participate in the functional sub-committees and working groups of ACC, such consultation is at the professional level and not among the executive heads. Consultations of particular issues at the top level need not-- indeed preferably should not - be institutionalized, though ACC should be kept informed of them, and its secretariat would be available to perform such services as were required.

10. One further matter that might be explored is the division of work between the strictly private and the regular closed meeting of the ACC. It is obviously helpful for the senior staff concerned with inter-agency affairs to be aware of the thinking that develops among their principals and all understandings reached among them; in some cases, too, it is helpful that they should be available as advisers. On the other hand, certain matters, including those affecting individual persons, have to be discussed in a restricted and informal setting, and the advantages of such a setting may extend to some other delicate problems whose solution might not be assisted by the procedures of the regular meeting. On the whole, there would seem to be a balance of advantage in discussing as much as possible - and a somewhat greater proportion of the agenda than recently - in the regular meetings.

11. One minor but recurrent source of embarrassment, on which a decision would be useful, has been the question of who may and who may not attend the strictly private meetings. Sometimes only the executive heads of each agency or programme (or their representatives) attend; sometimes deputies accompany them. If the stricter rule is to be observed, some flexibility must be allowed in the case of the United Nations, because of its structure and the diversity of its functions.

The staff work for the ACC

12. If the ACC's proceedings are to be streamlined and the effectiveness of its work enhanced, much will depend on the possibility of further increasing the contribution both of the ACC secretariat and of the ACC's subsidiary bodies, particularly the Preparatory Committee, in executing ACC decisions and handling problems not requiring action at the ACC level.

13. To take first the question of the ACC secretariat. In 1967, as a result of consultations between ACC and the ACABC and in the light of a recommendation by ECOSOC, the post of Secretary-General's Personal Representative to the Specialized Agencies, which is occupied by the Rapporteur of ACC and Chairman of the Preparatory Committee, was put on a full-time basis and raised to the Under-Secretary (now Assistant Secretary-General) level. This Under-Secretary was, on the one hand "to maintain closer touch with the headquarters of the various members of the United Nations family and thus help to meet the ever more urgent need for continuing consultations and negotiations among the executive heads and their senior staff". On the other hand, he should thenceforth "assume a considerable degree of initiative at the secretariat level, in regard to inter-agency problems and the expediting of routine work". The ACC expressed the hope that, as a result of this step, "the agenda of the ACC and the Preparatory Committee at their periodic meetings could be reduced and more opportunity afforded for the ACC itself to discuss and deal with major issues";

14. If this arrangement has given some results, it has not been put fully into effect because of ^{shortage} lack of staff. In his report of 1958 on ACC Machinery and Procedures (CO-ORDINATION/R.278), Mr. Maheu wrote "At the present time the staff of the ACC and of the Preparatory Committee consists of four United Nations officials: one Deputy Under-Secretary, one P-5 and two P-3 officials. None of them is assigned entirely to the work... . However great the zeal of these ... so small a staff is insufficient for the task to be done". The disparity between the volume of work and the staff to handle it is far more striking now. While the Geneva staff working on inter-agency matters has been somewhat strengthened, the corresponding professional staff at United Nations headquarters has been increased by only one - a junior post at the P-1 level - despite the formidable increase in its workload in the past ten years.

15. The situation has been particularly bad during the past year, since studies and reports on inter-agency matters for the ECPC, and the servicing of the body as well as of CPC, have been taking up so much of the time of the headquarters' staff. While it is hoped that this particular factor may be somewhat alleviated in 1970 if ECPC is merged with CPC, other sources of additional work are being opened up, and the staff position will remain serious unless steps are taken to correct it. No large increases in the strength of the Office of Inter-Agency Affairs are, or ever have been, envisaged, since the only way the job can be done economically and without danger of duplication is by a nucleus staff drawing

on assistance from the Divisions and Offices of the United Nations Secretariat, and especially the Department of DSA, as well as the specialized agencies. But a request for ^{an} ~~two~~ additional professional posts for the ^{ACC Secretariat} ~~Office of Inter-Agency Affairs~~ for 1969, made in 1968, failed. Buttressed by the findings of the Committee on Reorganization of the Secretariat (A/7359, paras. 34 and 35), the request is being repeated for 1970. Meanwhile, the ACC may wish to consider possible solutions for this staff problem, in consultation as appropriate with the Chairman of the ACABQ.

16. Members may also wish to give thought to other issues affecting the ACC secretariat, as well as the staff now working quite independently for ACC on particular inter-agency problems, such as the Staff Office of the CCAQ located in Geneva. The CCAQ Staff Office's practice of obtaining through correspondence ACC approval between sessions of administrative and budgetary documents agreed at a lower level is well established. In other fields this practice may be more and more frequently found useful especially in regard to matters that do not require discussion and it ought to be feasible through the intermediary of the ACC secretariat. It should indeed be part of the function of that secretariat, keeping in constant touch with the Chairman and members of the ACC and of the Preparatory Committee, to arrange for such ACC action as may be required whenever issues arise which need to be dealt with urgently.

17. The Preparatory Committee which, ten years ago, met for three or four days prior to ACC's sessions twice a year, is now hard pressed to get through its business in an annual total of almost a month of meetings held in the spring, intermittently during the Council's summer session and again in October. It has been given authority "to dispose of all current inter-agency business not requiring specific consideration and decision by the executive heads themselves" (Thirty-third report of the ACC, April 1967). If the agenda of the ACC is to be lightened, as envisaged in the preceding section, it is essential that this authority should be more fully used.

18. The degree to which the Preparatory Committee's authority can be made effective is naturally affected by the level and the personal authority of its members. In 1959 the ACC reaffirmed the Preparatory Committee's original terms of reference stressing that "if it is to discharge its responsibilities effectively, the Preparatory Committee should be composed of high officials fully qualified to speak and act in the name of the members of the ACC on matters coming within the Committee's purview. Secondly, the Committee should have

authority to refer questions to, and to receive reports from, all sub-committees, consultative committees, technical working groups and working parties of the ACC" (E/3247, para.8). In 1960 it decided that "while agreements on programmes and related questions may normally be prepared by the sub-committees, technical working groups and working parties, final action on such agreements should be reserved to the Preparatory Committee itself, subject where appropriate to ACC approval" (E/3368, para.49). The ACC may wish to discuss this matter again in the light of present needs and the findings of the Committee of Fourteen.

19. More recently, the ACC has paid considerable attention to the role of the Preparatory Committee, particularly in view of the comments of the Ad Hoc Committee of Fourteen, which recommended that: "In the intervals between the scheduled meetings of the Administrative Committee on Co-ordination at the executive head level, meetings of their alternates should be organized to prepare for top-level discussions, to handle problems not requiring executive heads' consideration and to ensure the execution of decisions taken. The alternates should be from among the direct assistants of the executive heads of the organizations". (A/6343, para. 90 (e)).

20. The Preparatory Committee has a special responsibility for organizing the ACC's agenda, for preparing its main reports, for ensuring the despatch of ACC business generally. Its effectiveness will always depend on the manner in which it carries out that responsibility, including the relations it establishes with the technical bodies. If for example, in reviewing and taking action, on behalf of ACC, on the papers coming up from the consultative committees, sub-committees etc., the Preparatory Committee finds itself in disagreement with decisions of a substantive character taken by these subsidiary bodies, it should, wherever possible, not override such decisions but rather seek to consult and if necessary to find an accommodation, through its Chairman, with the bodies concerned. In this connexion, the recent decision of CCPI that its Chairman or his representatives should be available to explain the CCPI report to the Preparatory Committee and to enter into consultations with it concerning possible ACC action is to be welcomed.

21. FAO has called attention (CO-ORDINATION/R.709) to the opportunity afforded by the Council's request that the ACC should "keep under review the problem of decisions being taken within the United Nations system that might lead to duplication or divergent action, and to indicate in its annual reports to the Council such decisions if any, with a view to their possible harmonization". It suggested that this proposed review should be a standing item on the agenda of all Spring sessions of the Preparatory Committee, and that the ACC might then discuss any important potential sources of difficulty in the joint meeting with the CPC with a view to their being brought to the attention of the Economic and Social Council for remedial action. It also suggested that ACC should be prepared to discuss annually, in a free and frank manner, co-ordination problems arising from Secretariat decisions which may tend to duplicate other organizations' work and try to work out mutually acceptable solutions at an early stage while such solutions are still attainable.

Arrangements for inter-agency consultation and co-operation

22. Staff work for the ACC involves, not only the ACC Secretariat and the Preparatory Committee, but also the consultative committees, the sub-committees and the working parties which constitute so large a part of the machinery for inter-agency consultation and co-operation. Since a separate paper is being issued on such subsidiary organs (CO-ORDINATION/R.719/Add.1), which will be the subject of special study by the Preparatory Committee, little need be said here. It may be useful, however, to summarize some general points that seem to emerge from that paper:

(a) That the contribution of several of these bodies to ACC and inter-agency co-operation could be enhanced, in some cases greatly enhanced, by providing them with more precise terms of reference, by improving the organization, running and follow-up of their meetings, and by ensuring that their reports are more concise and better adapted to the purposes they are intended to serve. Proposals concerning terms of reference should be worked out by the ACC or the Preparatory Committee, where necessary, with the help of these bodies and the ACC Secretariat; as regards the other improvements, the assistance which could be provided to these bodies by the ACC Secretariat at Headquarters and Geneva might increase the effectiveness of their work quite substantially.

(b) That a collective effort should be made by the Preparatory Committee, the ACC Secretariat and the subsidiary organs themselves, to review the functioning of the inter-agency consultative arrangements and to see where they could be streamlined and where additions might be needed. It is hoped that it may prove feasible to reduce the frequency of meetings (see also (d) below) and to merge certain subsidiary bodies, or to replace them by occasional ad hoc meetings;

(c) That in the review referred to under (b), attention should be paid to regional inter-agency arrangements and their relations to arrangements among agency headquarters; with the growth of regional activities involving many agencies, such consultations - which are usually organized by the Executive Secretary of the Regional Economic Commissions - have assumed increasing importance and need both attention and guidance;

(d) Inter-agency consultation, particularly on programmes and projects, by exchange of drafts, correspondence, occasional visits, etc., should in many areas be developed from the earliest possible stage of programme formulation. If this were done it should result in more profitable, and possibly less frequent inter-agency meetings;

(e) That every effort should be made to ensure that the increased contribution required from the ACC is made without considerable extra cost and without making the machinery unduly centralized, complex and cumbersome. Inter-agency consultations for co-ordination and co-operation, while remaining under the general surveillance of ACC and on its behalf the Preparatory Committee, should not be over-institutionalized. Indeed, to meet particular problems, informal and spontaneous arrangements among groups of agencies, and the calling of ad hoc meetings of interested parties by the agency primarily concerned, should be encouraged. Such arrangements should not necessarily require a formal decision of ACC or the Preparatory Committee, though they should be brought to the attention of one of these bodies in advance and a report should be provided post hoc;

(f) This last point recalls another suggestion made by FAO in the document referred to earlier (CO-ORDINATION/R.709), reading as follows:

"The ACC may wish to establish a general convention that soon after the conclusion of any important international conference, the sponsoring agency should convene a small meeting of the principal agencies concerned to examine

follow-up action and to identify the specific contribution each agency could make individually or collectively to ensure the most effective follow-up action."

"Such early consultation would avoid the possibility of the sponsoring agency promoting follow-up action which falls squarely in the field of competence of other agencies. It will also create confidence in Member States that international conferences will be convened only after the most careful consideration and with the assurance that follow-up action on recommendations will be based on meaningful joint effort allowing no room for duplication of activities."

An understanding of this kind should, in principle, be applicable also to the results of the legislative and governing organs, including the General Assembly and the Economic and Social Council, in respect of which in fact inter-agency consultations are standard practice. Because of the stringency of travel funds, it may be preferable, instead of convening a special meeting for the purpose, to take advantage of some meeting already arranged, or the presence at the conference of senior officials from agencies concerned, to organize the consultation. In most cases, the Preparatory Committee would seem to be the most appropriate forum and, during the summer session of the Economic and Social Council (perhaps the most important source of decisions requiring the co-operation of many organizations), that Committee can be called into session at any time. This procedure - which has in fact often been followed - does not affect the exclusive responsibility of the executive head of the organization concerned to take such action as may be requested of him by a decision of his inter-governmental body, whether or not that decision expressly provides for consultations with other interested organizations. It should, however, ensure that his action takes full account of the knowledge, the programmes and the resources of those organizations, and that it will consequently form the basis for a smooth and fruitful co-operation.

23. Before leaving the question of arrangements for inter-agency consultation and co-operation, and the meetings that these arrangements entail, reference must be made to 23. Before leaving the question of arrangements for inter-agency consultation and co-operation, and the meetings that these arrangements entail, reference must be made to the problem of adequate travel funds. In the United Nations regular budget, travel costs related to co-ordination must be provided from the travel funds made available to the Office of Inter-Agency Affairs for the substantive divisions. Since travel funds approved by the General Assembly are limited, and since substantive divisions do not earmark a part of their travel funds for inter-agency consultation and co-operation,/

Consequently when a decision has to be taken whether to organize or to be represented at an inter-agency meeting, these purposes must compete with purposes which may be more directly relevant to, and may indeed be already earmarked for, the specific tasks assigned to particular divisions. This clearly anomalous situation is not peculiar to the United Nations. It is however particularly harmful in the case of the United Nations in view of the central role it must play, and it is suggested that possible steps to correct it should be considered.

The relations of ACC with other United Nations organs

24. In recent years the creation of new organizations within the United Nations itself, as well as the development of United Nations machinery at the regional level, have given rise to a number of new problems relating more particularly to the redistribution of functions both internally and between the new bodies and the specialized agencies. On most of these problems, settlement has now been reached or negotiations aimed at a settlement are underway. To ensure the good functioning of the new arrangements, the regular meetings of the executive secretaries of the Regional Commissions, which are presided over by the United Nations Under-Secretary-General for Economic and Social Affairs and attended by the executive heads of UNCTAD, UNIDO and UNDP, are increasingly useful. To these meetings have now been added periodic meetings, under the chairmanship of the Secretary-General, of the entire top echelon of the United Nations in the economic and social fields for purposes of co-ordinating activities undertaken within the United Nations itself. Clearly all such measures are to be welcomed, it being understood that they complement and in no way replace the co-ordinating activities of the ACC in respect of the United Nations system as a whole.

25. The influence of the Committee of Fourteen, and the increased pressures for greater uniformity and some degree of central control in administrative and budgetary questions, are still being strongly felt. These factors have led in the past few years to the creation, mainly by the General Assembly, of extensive new machinery either specifically for co-ordination purposes or in which co-ordination activities play an important role. It is perhaps too early to assess the usefulness of this new machinery, which includes the Committee for Programme and Co-ordination, the Enlarged Committee for Programme and Co-ordination and the Inspectorate, or of the enlargement of the mandates of existing

bodies such as the Panel of External Auditors which has also occurred. But the Secretary-General thought it necessary in the Introduction to his last Annual Report to the General Assembly (A/7201/Add.1) to remark on the concern felt in many quarters at the growth in the number of such co-ordinating bodies, "in the time and the documentation required to service them and in the complexities, even duplication, which they involve". The effectiveness of this machinery must indeed be assessed in terms not only of its costs, but also of the role and authority of ACC and of ECOSOC itself; ACC may wish, at some stage, to express itself in this respect.

26. Meanwhile the ACC will no doubt wish to maintain and develop the closer relations with the General Assembly on administrative and budgetary questions that have existed for the past several years. The Committee's meetings with the Chairman of the ACABQ, in connexion with its consideration of matters of concern to that body should, it is suggested, be placed on a regular basis and the periodic consultations which have been arranged with the Inspectorate, if they are to be fruitful, should be carefully prepared and become part of an organized system of co-operation.

27. No less important for the fulfillment of ACC's tasks is the consolidation of its working partnership with the Council, as well as the development, through the Council, of relations wherever appropriate with other inter-governmental organs. When the joint meetings of the Administrative Committee on Co-ordination with the Committee for Programme and Co-ordination and the officers of the Council were instituted in 1965, members of ACC attached importance to them as a means of further strengthening co-operation with the Council and of allowing the governments and the secretariats to become more fully acquainted with each others' thinking on matters of mutual concern. The Council for its part asked the joint meetings to draw attention to major questions that require the Council's urgent action, to keep under review the activities of the United Nations system particularly in respect of the Development Decade, and to submit conclusions and recommendations on these questions as well as on problems in the field of co-ordination. At its forty-fifth session the Council underlined only the last of these objectives, requesting

the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination 'if possible to prolong their joint meetings by one or two days and to ensure that such joint meetings are prepared with a view to concrete discussion of co-ordination problems'. The Administrative Committee on Co-ordination may wish in its reply to emphasize the importance it attaches, on the basis of the experience of the past three years, to the other, broader, objectives of the joint meetings. While indicating the difficulty many members would find in participating in joint meetings for more than two days in the summer, it might offer to arrange, if so desired, for deputies or members of the Preparatory Committee to be available for discussions with the CPC for a day or two before or after.

Mr. Steckhan

February 25, 1969

Federico Consolo

UN High Commissioner for Refugees (UNHCR)

In connection with the possible visit of the UNHCR, Prince Sadruddin Aga Khan, to Mr. McNamara, the following information may be of some use.

During my recent visit to Geneva for UNCTAD's Trade and Development Board, I made a brief appearance (for "diplomatic" reasons) at an Inter-Agency Meeting on Assistance to Refugees in Africa called by the UNHCR on the recommendation of ACC.

On my return here, I showed Mr. El Emery some documentation on this meeting and asked for his comments. Attached is his memorandum of February 20 which may be of interest as briefing material for Mr. McNamara.

Unless I am instructed to the contrary, I do not propose communicating anything to the UNHCR until Mr. McNamara has met him. The matter may well come up at the Preparatory Committee of ACC, in which case I might make some appropriate comment, and at ACC itself, when Mr. McNamara would be fully briefed by me.

I would, therefore, appreciate any information you can give me on Mr. McNamara's meeting with the HCR.

Encl.

cc: Mr. El Emery

FC:mmcd

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OFFICE MEMORANDUM

TO: Mr. Frederico Consolo

DATE: February 20, 1969

FROM: A. G. El Emary *ay els*SUBJECT: Refugee Assistance in Africa*[Handwritten mark]*

1. Thank you for the material on the recent United Nations Inter-Agency Meeting on Assistance to Refugees in Africa. We have been following recent refugee relief and settlement activities in Eastern Africa, particularly Oxfam operations in Tanzania and Uganda, UNDP zonal development in Uganda, and settlement projects in Burundi, so the results of the meeting were of considerable interest to us.

2. Regarding your question about possible Bank activities in this field, the Bank is considering a project for rural development in Burundi which might include some settlement of Rwandaise refugees. Other than this project, however, I doubt that the Bank is likely to finance projects in the near future exclusively for refugee relief. The refugee problem is usually such a volatile and highly political question that I suspect the Bank would be very reluctant to become active in this area. And with so many uncertainties surrounding possible repatriation or permanent settlement of refugees, project preparation would be extremely difficult.

3. While consideration of refugee relief projects does not seem likely in the near future, the Bank can, I think, make a contribution through the provision of technical services. The Permanent Mission in Eastern Africa and the Agricultural Development Service could offer the services of its professional staff on a short-term basis to assist in planning or executing refugee relief programs. Several members of the ADS have had extensive experience with the million-acre Kenya Land Settlement Project which has relocated 30,000 African families, so their expertise might be particularly appropriate.

4. The PMEA and ADS have, in fact, recently assisted the Tanzanian Government in developing a refugee relief program and I believe they would be prepared, on request, to consider this kind of assistance in the future.

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REFERENCE OR 322/121 (47)

5 February 1969

Dear Mr. McNamara,

..... I have been asked by the Secretary-General to transmit to you, for consideration and comment, a draft annotated agenda for the Preparatory Committee of ACC which is to meet in Geneva from 8 to 18 April 1969. While this agenda covers a wide range of subjects, you will note that only relatively few items are considered likely to require discussion by ACC itself, which is to meet in Rome on 28 - 29 April. It is hoped indeed that, in the case of most of the items listed, the Preparatory Committee will be able to take the necessary action and report to ACC briefly thereupon. I will see to it that the draft provisional agenda for ACC and other essential documents reach you immediately after the Preparatory Committee's session.

Following the usual practice, the opening meeting of ACC, on the morning of 28 April, will be a strictly private one. The Secretary-General believes that his colleagues will wish to use the occasion for consultation and discussion of an informal and confidential character on current developments and problems affecting the United Nations organizations, including such matters as the Report of the Committee of Seven on the Reorganization of the Secretariat, and the functioning of the ACC. There may furthermore be questions relating, for example, to the high-level review of the youth programmes of the United Nations system and the Joint Inspection Unit which could most appropriately be considered in private.

Mr. Robert S. McNamara
President
International Bank for Reconstruction
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The Secretary-General wonders also whether on this occasion his colleagues would favour an attempt to have, during the first day of the session, a discussion in some depth, not necessarily in strictly private session, of one or two of the major tasks currently facing the United Nations system. He is thinking more particularly of the plans for the next United Nations Development Decade and for the activities relating to the human environment envisaged in General Assembly resolution 2398 (XXIII). Population questions might also be considered for inclusion in this list, which, however, should in his view be kept very short in order to permit the thorough consideration required. On some of these issues the ACC might consider issuing a statement of its views which could be released at the close of the session and also included in ACC's regular report. This suggestion is put forward, quite tentatively, in view of the possibilities, so far seldom used, which the meeting of ACC offers for publicizing the collective opinions of the executive heads on important policy matters. Your comments on these suggestions would be very welcome. In the light of comments received, notes could be prepared to facilitate discussion.

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Arranged so that

Mr. McNamara need not necessarily be present

Bank is not involved in these discussions

If the first day of the ACC session is devoted, largely or wholly, to private discussion and consideration of top policy issues, the second day should be reserved for administrative and financial questions, the Preparatory Committee's report and the ACC's own report to the Economic and Social Council. As you will recall, a meeting with representatives of the Joint Inspection Unit has been arranged for 29 April, and it is planned to invite Mr. J.P. Bannier, Chairman of the Advisory Committee on Administrative and Budgetary Questions, to be present when the items of direct concern to his Committee come up for discussion.



- 3 -

I hope to send you shortly a first draft of part of the paper the ACC Secretariat was requested to prepare on the functioning of the ACC and its subsidiary organs. This part concerns the ACC itself, and it would be helpful if members of ACC could comment on it and perhaps add their own suggestions.

Yours sincerely,

Martin Hill

Martin Hill

Assistant Secretary-General
for Inter-Agency Affairs

WHO

Murid, please prepare
briefing book for my
April 10, 1969 ATC trip

Briefing for Mr. McNamara on
the World Health Organization (WHO)

General

1. The World Health Organization (WHO) has 127 members and two associate members. Its principal activities are directed towards the eradication of communicable diseases (malaria, smallpox, poliomyelitis, cholera, yellow fever, etc.), the improvement of public health services, the promotion of environmental health (including community water supply and work on environmental pollution) and the promotion of maternal and child health and welfare. It may take emergency measures to deal with events requiring immediate action such as epidemics or calamities.

2. The following gives an idea of the orders of magnitude of WHO's activities. WHO's malaria eradication campaign covers some 80 countries and is designed to protect some 900 million people exposed to the disease. As many as 134 million people in 45 countries have been examined in WHO-assisted campaigns against yaws. In the more developed countries WHO is encouraging research leading to mass campaigns involving tests for early diagnosis and treatment of cardiovascular diseases, cancer and diabetes. The organization grants some 3,000 fellowships for post-graduate studies to doctors and other members of health teams and provides teachers and lecturers to schools of medicine, public health, nursing, etc., in more than 50 countries. In 1967, WHO was assisting 1,281 health projects in 145 countries and territories and there were 608 active contracts in the research field. Particular emphasis was being given to assistance to health services as well as to studies on community water supply and sewerage disposal for which 80 countries received help. In that same year the world program for smallpox eradication was intensified. Work was underway in 36 countries - 20 million people were vaccinated in Africa.

3. WHO's attitude with respect to the economic aspects of health projects is somewhat hesitant and the Secretariat is apparently undecided both as to the advisability and feasibility of attempting to work out economic returns, cost-benefit ratios, etc., for health projects. However, attempts have been made, for instance, to study the socio-economic impact of malaria as well as the relationship of the malaria eradication programs to national health plans and to national development as a whole.

Organization

4. WHO's work is carried out by the World Health Assembly, an Executive Board and a Secretariat. Each member State has a representative in the Health Assembly, which meets every year to formulate policies, to review and approve the budget, and to take other actions related to its objectives. The Executive Board has 24 members who serve for three years and meet at least twice a year.

The Secretariat consists of the Director-General, four assistant director-generals and other technical and administrative staff. The Director-General is appointed by the Health Assembly upon the nomination of the Executive Board for a five-year term. Dr. Marcolino G. Candau of Brazil has been in that post since 1953 and was appointed in May 1968 for an additional period of five years. A c.v. of Dr. Candau is attached.

5. WHO has six Regional Organizations covering the Americas^{1/}, Africa, South East Asia, Europe, the Eastern Mediterranean and the Western Pacific. Most of its operational activities are carried out through these regional offices, each of which is headed by a Regional Director, elected by the countries of the region. At the end of 1967, WHO had about 3,200 staff members, of whom about 1,100 were at headquarters and the rest served in the Regional Organizations, inter-regionally or at the International Agency for Research on Cancer.

Financial Resources

6. For the calendar year 1969, WHO has a budget calling for expenditures of \$100 million, of which \$61 million was to come from government contributions, \$14 million from the UNDP, \$17 million contributed specially to the Pan American Health Organization and \$8 million from other sources.

Relations between WHO and the Bank

7. WHO has entered into cooperative agreements with ILO, FAO, UNESCO, IAEA and with various non-governmental organizations. It has no formal agreement with the Bank. In December 1964, however, consultations were held between representatives of WHO and the Bank to discuss closer cooperation. It was agreed that, while the two institutions had several common objectives, at that stage only water supply and sewerage projects would likely be the subject of cooperative action. WHO had been carrying out work in project identification in the water supply and sewerage field for several years but it had not gone sufficiently into depth to establish investment priorities. It was agreed, therefore, that in the case of those undertakings which might eventually require Bank financing, WHO would approach the Bank at a very early stage to explore its interest in the project. If necessary, the Bank might finance WHO's feasibility study, and in any event it would be prepared to help work out plans for the study so as to assure that it contained all elements necessary for investment decision. Additional understandings covered the provision of management and technical assistance for water supply and sewerage projects after loans had been made, the possibilities of including in Bank loans funds for training of personnel, and

^{1/} The Pan American Health Organization (PAHO), WHO's regional organization for the Americas, is also a specialized agency of the Organization of American States.

the implementation by WHO of special projects and studies which might be of interest to the Bank.

8. Since these consultations, the Bank has expressed "special interest" in, and has worked closely with WHO on, a number of water supply and sewerage projects which are sponsored by UNDP and for which WHO is the executing agency. These projects are at different stages of preparation. The most advanced is for water supply to Accra-Tema in Ghana; others being actively considered are for Ceylon, Calcutta, Kampala-Jinga (Uganda) and Morocco. Still other projects are expected to be implemented in Taipei, Ibadan, Senegal, the Philippines and the Ivory Coast. WHO's regional organization for the Americas (PAHO) has also cooperated with the Bank, from time to time, either by helping prepare the ground for Bank financing (Jamaica, Venezuela), or by assisting a borrower to improve the management of a water supply system already financed by the Bank (Nicaragua). Similar assistance was obtained for Burundi through WHO's regional office for Africa. Bank field missions have occasionally obtained assistance from personnel detailed from WHO's regional organizations.

9. The working relationship between the two institutions has been generally satisfactory. As already indicated, WHO's studies in the past, however, often failed to cover sufficiently those areas (i.e., overall economic priorities, cost-benefit relationships, rates of return, etc.) which are a necessary basis for Bank financing. It has also not always paid sufficient attention to the financial performance and to the organization and management of water and sewerage projects. As a consequence additional time and effort has had to be directed at certain projects before they could be considered suitable for appraisal. The fact that WHO's regional organizations are quite autonomous and work with almost complete independence of headquarters, and that sanitary engineers assigned to country and regional posts not only vary a great deal in professional competence but also have a number of responsibilities additional to water and sewerage, has made slow the process of their indoctrination in what is required for projects to meet sound investment standards. Staff members of the two institutions meet frequently, however, and it is expected that more effective working arrangements will be gradually developed. A seminar has been scheduled for next June in Geneva where staff members of both organizations will endeavor to clarify objectives and define more precisely and in more detail appraisal procedures and techniques.

Population

10. Although population questions, in terms of family planning, have been the subject of debate at the World Health Assembly since the early 1950's, and although several of its members have been advocating more positive action by WHO, WHO's position in that field has been relatively passive. WHO has taken the stand that it is not its responsibility to endorse or promote any particular population policy.

11. At the World Health Assembly meeting held in May 1965, the Director-General was requested to develop further program activities in the Health Aspects of World Population in the fields of reference and advisory services, studies on medical aspects of sterility and fertility control methods, and in the health aspects of population dynamics, in the understanding that such services should be related to technical advice on the health aspects of human reproduction and would not involve operational activities.

12. In 1966 the Health Assembly confirmed that the role of WHO was to give members technical advice, upon request, in the development of activities on family planning, only as part of an organized health service, and provided that this did not interfere with its normal and curative functions. In 1967 the Assembly expressed the hope that WHO would continue its activities along the lines of the resolutions adopted in the two preceding years. At the 1968 meeting an Assembly resolution recognized that family planning was viewed by member states as an important component of basic health services playing a role in social and economic development and requested the Director-General to continue to develop activities in that field, including research on the psychological factors related to health aspects of reproduction.

13. In practice, WHO supports training in the public health aspects of human reproduction and is prepared to assist in the organization and training work of national research centers on human reproduction in medical schools and schools of public health and to supply technical advice to member states on the health aspects of family planning. Since 1967, an increasing number of governments have been requesting family planning advice from WHO and WHO is acting on at least some of these requests. In addition, a staff member of the PAHO was seconded to the Bank to take part in the mission which reviewed the Jamaica family planning program. The PAHO is also giving technical assistance on the health aspects of family planning in Latin America and, in collaboration with the Organization of American States, helped organize a regional population dynamics meeting in February 1967 and a population conference in Caracas in September of that same year.

14. WHO takes the position that "problems of human reproduction involve the family unit as well as society and that the size of the family is the free choice of each individual family." It also feels that in practice "family planning measures, where indicated, are best carried out when other aspects of the care of mothers and children are attended to concurrently and that the antenatal, natal and postnatal periods, during which basic care is given to mothers, provide outstanding opportunities for family planning." WHO believes, therefore, that family planning should be organized as an integral part of health services, particularly of their maternal and child health components. The Bank's population experts believe that this is a valid approach in some circumstances; it has the merit, among others, of enabling WHO to take action consistent with its Assembly's resolutions. On the other hand, the concept

that family planning activities should be carried out only as a component of broader health improvement efforts may well be a factor that restrains WHO from taking a more aggressive attitude in dealing with the population question. Another reason may be that, because of its "health oriented" mandate, it does not give sufficient emphasis to the relationship between demographic pressures and economic development.

15. Of relevance to WHO's activities in family planning is Mr. Demuth's memorandum of September 24, 1968 setting forth a "Proposal for Reorganization and Expansion of U.N. System Activities in the Field of Population" which is attached to this paper.

Marcolino Gomes Candau, M.D., M.P.H.

Brazilian physician: born in 1911. Attended the University of Brazil and Johns Hopkins University in the U.S.

From 1934 to 1950 held various positions in the Health Service of the State of Rio de Janeiro, the National Health Department and the Ministry of Public Health of Brazil. Was Assistant Professor of Hygiene, School of Medicine, Rio de Janeiro, and Assistant Professor of Epidemiology at the National Health Department. In 1950 he became Director of the Division of Public Health Services of WHO and in 1951 Assistant Director General of Advisory Services. From 1952 to 1953 he was Assistant Director of the Pan American Sanitary Bureau and Deputy Regional Director of WHO for the Americas. In 1953 he was named Director General of WHO.

He is a member of a number of Medical and Health Societies and Academies of Medicine in Europe and the Western Hemisphere and holds numerous honorary degrees.

Mr. McNamara

September 24, 1968

Richard H. Demuth

Proposal for Reorganization and Expansion of U.N. System Activities in the
Field of Population

1. There is no effective focal point within the U.N. system for providing assistance to developing countries in the field of population policy, including the formulation and execution of family planning programs. The principal U.N. organizations involved are:

(a) United Nations Secretariat. The Department of Economic and Social Affairs has a Population Division whose work is largely demographic in nature. Its primary activity is to encourage and assist governments in obtaining relevant demographic information and to provide technical assistance in demographic research projects. Recently, the Population Division has begun to move in the direction of also providing technical assistance in the formulation and execution of national population programs, but it is not staffed with the operational, and particularly the medical and other technical personnel, necessary for this purpose. The U.N. administers a Population Trust Fund, originally sponsored by the U.S. and to which some \$1,231,000 has been contributed by the U.S., U.K., Sweden and Denmark. Five hundred thousand dollars of the Trust Fund has been earmarked for the financing of so-called "Population Programming Officers," to be assigned to the offices of U.N. representatives in a number of countries; these Officers, however, are to be mainly demographers, economists and sociologists rather than operational personnel. Another \$250,000 of the Trust Fund has been earmarked to support a population program of ECAFE, designed to help countries of the region develop or strengthen operational population control programs. The Trust Fund is likely to increase since the U.S. has included \$2.35 million for it in the present aid bill. There is some question, however, whether it will remain under the administration of U.N. or be transferred to UNDP.

(b) World Health Organization. The World Health Organization is primarily oriented toward assisting its member countries in environmental sanitation and public health matters, including research, education and training. A large part of any effective international population program should fall within the purview of WHO, particularly the provision of technical assistance in formulating programs for the creation of health facilities which offer family planning services, in training of medical and paramedical personnel equipped to furnish such family planning services, and in relating the national population program to the

over-all public health program of the country. However, WHO has never played an effective role in population matters -- in the 1950's because of a sharp political conflict on this issue within the World Health Assembly and, more recently, despite some shift of sentiment within the Assembly, largely because of the cautious and conservative attitude of WHO's Director-General.

- (c) United Nations Development Programme (UNDP). The UNDP is authorized to finance technical assistance for the formulation and execution of population programs, including birth control, but apart from isolated technical assistance experts, it has expended virtually none of its funds for this purpose. However, some 30 governments have indicated interest in UNDP assistance for various purposes relating to population control, including public health facilities, pilot birth control clinics, transport, contraceptives, etc. Only two of these requests are being actively investigated, perhaps partly because UNDP has only one population expert on its staff.
- (d) United Nations Children's Fund (UNICEF). UNICEF has two modest maternal and child health projects (in India and Pakistan) which include family planning. These are, I believe, the only operational projects undertaken by any U.N. agency involving birth control. Although UNICEF is normally authorized to provide equipment required for the execution of its projects, in these two cases it has been barred from supplying contraceptives.
- (e) World Bank Group. Under the policy which you propose to enunciate in the Annual Meeting speech, the World Bank Group intends to become active in the population field.

2. The weaknesses of the present situation are obvious. The United Nations has the will and the means to increase its activities but its orientation has thus far been almost exclusively demographic and it is not equipped or well structured to assist in the formulation and carrying out of operational programs, particularly where these involve medical and other technical services. WHO, which is by structure and orientation equipped to provide assistance in operational programs, has been dragging its feet. As a result, the UNDP and the World Bank Group, both of which wish to provide more finance for population control efforts, find themselves without well-formulated programs and projects which can be the object of such financing.

3. There are two approaches to the problem which I believe are worth exploring. The first is to try to induce WHO to establish, within its own organization, a unit (which I shall call for convenience "World Population Center") which, in agreement with the United Nations, the UNDP and the Bank Group, would undertake a leadership and coordinating role in all population control matters. Such a Center might be given responsibility for providing or arranging for all types of technical assistance requested from the U.N. system on population matters, whether involving demographic, economic, social, medical or other types of technical experts, or (as would usually be the case) an inter-disciplinary team. It might also be made responsible for helping governments to prepare population control projects for financing by the Bank Group or other sources of assistance. Presumably, if such a Center were to be established, the personnel and resources of the Population Division of the U.N. Secretariat, as well as responsibility for administering the Population Trust Fund, should be transferred to WHO, and the Bank might enter into a cooperative arrangement with WHO similar to the arrangements with FAO and Unesco.

4. The second, a variant of the "Center" proposal, would be to create a new administrative entity (which I shall call for convenience "World Population Program") which would be sponsored jointly by the U.N., WHO and the Bank but which would operate as an integrated administrative unit under the direction of a single executive head. By analogy to the World Food Program, the head of the World Population Program might report to a committee composed of the Secretary-General of the U.N., the Director-General of WHO and the President of the Bank.^{1/} Again following the precedent of the World Food Program, there might be an intergovernmental committee, established by the U.N. General Assembly, to provide over-all policy guidance. The headquarters of such a Program should be in Geneva, since the major part of its work would have to be carried out in association with WHO. The Program's responsibilities would be the same as those proposed for the "Center" in paragraph 3, and presumably, again as proposed for the "Center", it would take over the functions and personnel of the U.N. Population Division as well as administration of the Population Trust Fund, and it could be contemplated that the Bank would enter into cooperative arrangements with the Program.

^{1/} It is arguable that the Administrator of the U.N. Development Programme should be a member of the Committee. I do not suggest this because the smaller we can keep the Committee, the more effective it is likely to be. There are a number of agencies (e.g. Unesco, ILO, FAO, UNICEF) which would in all likelihood want to sit on such a committee, yet if it became another ACC, it could not perform its function. In any event, in a very general sense the Secretary-General of the U.N. could be said to be representing the UNDP.

5. Either approach would have the following advantages:

- (a) It would integrate, for purposes of dealing with population questions, the relevant expertise available within the U.N. system.
- (b) It should help to focus world attention on the importance of population matters and should make it easier for the governments of the less developed countries to ask for and to obtain effective technical assistance in this field.
- (c) It should in time produce a flow of projects in the field of population control for Bank Group financing, without making it necessary for the Bank Group itself to build up a large technical staff including the various specialists required for effective work in that field.

6. I do not know whether Dr. Candau would find either approach appealing. The first has the advantage of simplicity and of not requiring new international machinery. However, the second would allow Dr. Candau to share responsibility for population control matters with the Secretary-General of the U.N. and the President of the Bank, and that might well be a decisive factor in obtaining his cooperation.

7. I also do not know how much difficulty there would be in financing a World Population Center or Program, or what the (size) of the Center/Program budget would have to be. If a Center were established within WHO, some part of its overhead would presumably be met out of WHO's own budget. I assume that the Bank could pay for services rendered in connection with the preparation of projects for Bank Group financing. The UNDP would presumably be prepared to finance some of the technical assistance projects mounted by the Program. Governments especially interested in this field (i.e., the U.S., the U.K. and Scandinavian countries in particular) might be willing to make annual pledges to cover the Program's overhead. As noted above, the Population Trust Fund could appropriately be transferred to the new entity. Certainly it would be desirable for the Center/Program to have funds of its own which would enable it to supply contraceptives, transport, audio-visual facilities, etc., where the needs were not of such magnitude as to justify Bank or UNDP financing, and perhaps also for pilot population control programs.

8. If some action along the foregoing lines appears to you desirable, I think that the first step should be to explore the matter in some detail with the U.N. and the UNDP. Then, if given a favorable reception there, discussions should be entered into with Dr. Candau.

RHDemuth/

SEBoskey:tsb

cc: Mr. Hawkins/Mr. Zaidan
Mr. Consolo ✓

ITALY

Mr. Robert S. McNamara

April 21, 1969

I.P.M. Cargill

India - Italy's Share of Debt Rescheduling

At the consortium meeting in May 1968, the members of the consortium undertook to reschedule debt owed to them by India. The proposal made to consortium members was based on the recommendations of the Guindeg report which tried to take into account not only the total amount of debt due to each country but also the quality of the terms on which this debt had been incurred. The only countries which departed significantly from the Guindeg formula were France, Italy and Japan. Japan said it was prepared to match the worst offer made by any other member of the consortium and this is still Japan's position. The worst offer was from Italy.

The Guindeg report proposed that Italy's share of debt relief would be \$20.2 million over three years, or \$6.7 million a year.

In response to this proposal, Italy began by offering nothing but eventually offered \$5.5 million for one year, on terms that implied a "grant element" of only 31%. The minimum grant element proposed (i.e. the minimum quality) was 60%.

The U.S., the U.K., and Germany took strong objection to the Italian position and have indicated that unless the Italians are prepared to do as everyone else has done, to follow more or less the Guindeg terms, they would either modify their own offers on the same lines or would not reschedule debt at all. I was asked as Chairman of the consortium to discuss this problem with the Italians and have done so without any satisfactory results.

Italy really has no aid program. When Italy joined the Indian consortium in 1962 it did so on the explicit understanding that it could offer aid to India only by way of suppliers' credits. Pressure to include Italy in the consortium came entirely from the U.S. which, wishing at that time to increase its aid to India, wanted to have a large total pledge of aid in the consortium of which it would give its agreed share of 40%. It can now be seen that this was a mistake, because the "aid" from Italy has for the most part been on very hard terms and with such restrictions on its use that in fact very little aid has flowed. Reacting to pressure from me, Italy has made no pledges since 1966 and did make an effort to improve the terms of rescheduling debt. Further improvement in terms may be difficult but that should be no obstacle to Italy meeting the Guindeg recommendations as to amount. Given the habit amongst consortium members to compare their own aid efforts with others Italy's presence has been a real disadvantage. For these reasons Pakistan is currently considering asking for no more aid from Italy.

I attach a note of my meeting with Ambassador Soro and others in Rome last January. It would be most helpful if you could find an opportunity to speak to Minister Colombo about this matter.

IPMCargill/rf

OFFICE MEMORANDUM

TO: FILES

DATE: January 22, 1969

FROM: Jean-David Roulet

SUBJECT: INDIA: Debt Relief - Meeting with Representatives of Italian Government

1. On January 20, 1969, Messrs. Cargill and Roulet met in Rome with the following representatives of the Italian Government:

Ambassador D. SORO, Ministry of Foreign Affairs (Chairman)
Minister G. TROTTA, Ministry of Foreign Affairs
Counsellor D. NEGRETTI, Ministry of Foreign Affairs
Mr. R. VOZZI, Ministry of Foreign Affairs
Mr. G. de PAOLIS, Ministry of Foreign Trade
Mr. NUVOLONI, Director General, Ministry of Treasury
Mr. BRANCATISANO, Ministry of Treasury
Mr. MONTANARO, Banca d'Italia
Mr. ULTIS, Exchange Office

2. Mr. Soro after having welcomed Mr. Cargill said that in about two weeks, recommendations on debt rescheduling by Italy for 1968/69 were expected to be presented to the Economic Committee of Ministers. He was therefore glad that this meeting could have been arranged since it would give Mr. Cargill the opportunity of explaining the latest position to representatives of the various departments concerned with the Indian debt relief.
3. Mr. Cargill thanked Mr. Soro for his welcoming remarks and said that he was particularly glad to have the opportunity of this meeting as the question of aid to India, of which the debt rescheduling exercise was a part, was becoming particularly urgent. He recalled the events which led to consideration at the last Consortium meeting in May 1968 of the debt relief proposals. These proposals were based on the formula devised by Mr. Guindey, which took into account both the amount and the terms of debt.
4. At the Consortium meeting, it had been agreed that the rescheduling exercise would cover a period of three years, which, for Italy, would have meant \$20.2 million or about \$6.7 million annually. Italy, however, was only able to reschedule \$5.5 million, with a 12-year repayment period including three years of grace, 4 percent interest, i.e. at terms less favorable than those which had been recommended.
5. All other countries had more or less followed the Guindey recommendations, except for France and Japan. Japan in particular had stated that they would do no more than match the lowest of the other offers, which in the present case was that of Italy. This position led to difficulties since Germany, the United Kingdom and the United States indicated that they would not participate in a further rescheduling unless the offers by Japan and Italy were then improved. During a visit to Japan last Summer, Mr. Cargill was informed that the Japanese position remained unchanged, namely that Japan would continue to assimilate its rescheduling to the lowest of the other offers. His next task was therefore to discuss the matter with Italy, but for well-known reasons, these discussions had so far been postponed.

6. In Mr. Cargill's view, two factors had to be kept in mind: First, the Guindey recommendations were based on certain optimistic assumptions regarding India's prospects especially for export growth which, in reality, proved even more optimistic than expected originally. Secondly, although the purpose of the rescheduling exercise was an attempt to solve problems of an economic nature, the political aspect of the question of continuing assistance to India could not be ignored. While this could not be discussed at this meeting, it was clear that in joining the Consortium, Italy had been influenced by political reasons also.
7. Mr. Soro explained that the Italian position was determined both by the level of funds available to the Government and by certain priorities regarding the use of these funds. Italy had internal development problems and funds available for foreign assistance were limited. Countries in the Mediterranean area such as Yugoslavia, Greece, Turkey were of a higher priority for Italy than India. The stream of exchanges with India was small. Italian firms had derived little benefits from Bank/IDA funds spent in India. Nonetheless, Italy's exposure in India, \$202 million, was for Italy the largest and this exposure continued to increase. There were doubts about the results of India's development plan and about India's capacity to repay her debt. Also, the level of military expenditures raised questions. Finally, there was the danger of creating a precedent. If the same conditions were to be applied to other countries, particularly those with which Italy had close ties, the situation would become critical. In a sense, Italy's position was paradoxical. The rescheduling conditions offered, which were considered as the "worst" within the Consortium, were indeed the "best" Italy could make and Mr. Soro did not believe these could be changed. Nonetheless, Italy was conscious of the seriousness of the problem and this would be taken into account when bringing it to the attention of the Ministerial Economic Committee, hopefully in two weeks.
8. Mr. Cargill said that he appreciated the frankness with which Mr. Soro had described Italy's position. He was aware that Italy's connections with India had not been very close and indeed, Italy had joined the Consortium at a later stage. Obviously, the political factor had to be taken into account in her decision to continue participating in the Consortium's efforts. On debt rescheduling, he pointed out that the question would have arisen even if Italy had not been member of the Consortium. Debt relief could not be expected from certain countries only and, in this respect for example, India was expected to approach the Eastern bloc countries. Given the conditions prevailing in Italy, the conditions offered were generous. The fact remained, however, that when compared to assistance provided by other countries, Italian assistance was basically an export promotion program. This was not to be taken as a criticism but as a fact. In retrospect, India should not have been granted export credits nor should other contributors, such as the Bank, have lent as much as they did on conventional terms. However, the present dilemma facing India was either to default or to cut down her development.
9. Mr. Cargill agreed that India's economic performance, even allowing for the 1965 and 1966 drought, had been disappointing. The level of defense expenditures was not the only disturbing thing. Great economic costs were incurred by lack of cooperation with Pakistan; there were other deficiencies,

for instance, savings of up to \$200 million in foreign exchange expenditures could now have been made, had plans been drawn to manufacture fertilizers in India. Insufficient attention had been given to these deficiencies. Nonetheless, there were now signs of improvement. During his visit to India last November, Mr. McNamara had stressed the need for cooperation with Pakistan, for devising a fertilizer program and for rationalising the export policy. A start has now been made on discussions with Pakistan; for the first time since 1966, exports were rising; a Bank mission would be arriving this week in Pakistan to appraise the fertilizer situation. While progress would probably be slow, these were positive signs. However, unless assistance were given on the debt side, these prospects of development would be nullified.

10. Mr. Cargill was aware that the timing of these discussions with Italy was probably inopportune. However, a decision on debt relief would have to be taken at the next Consortium meeting in May and it was clear that unless Italy offered some improvements, the whole exercise might be frustrated. He hoped this would be kept in mind when the administration prepared its recommendation to the Ministerial Committee.

11. Mr. Soro, while commenting that Italy could not be asked to give more than she possibly could, realised that the Italian position was an important point of comparison and appreciated the need for improvements.

12. Mr. Novolino enquired about the reasons for having limited the debt re-scheduling over three years and about India's capacity to repay her debt. Mr. Cargill replied that Mr. Guindey's proposals concerned only 1/4 of India's debt annual debt service and that consequently India would in any event repay 3/4 of her debt during the period concerned. The reason for limiting the re-scheduling to a three-year period was essentially the difficulty of forecasting developments over a longer period, particularly since much would depend on the performance on the export side. That further assistance would be necessary for the next 10 years was nonetheless a near certainty and indeed, had recommendations to be made now on the basis of present data instead of on the basis of the 1966 data then available, larger amounts would probably be called for.

13. Mr. Brancatisano enquired about what minimum conditions would probably be acceptable to the other Consortium members. Mr. Cargill replied that what would be desirable were the Guindey proposals, regarding both the amount and the terms. He believed, however, that Consortium members would be influenced more by the amount than by the terms which, for Italy, would mean \$20.2 million over three years. In reply to a remark by Mr. Trotta that the amount asked from Italy was high in proportion to the total, Mr. Cargill commented that if the statistical data which led to the adoption of this figure were inaccurate, he would be prepared to reexamine the matter.

14. In reply to comments by Mr. Brancatisano on Italy's general position towards India in relation to other countries, Mr. Cargill stated that he would be willing, in principle, to consider a situation where Italy, being unable to make concessions on the debt side, would be prepared to make available increased amounts of assistance in future on adequate terms.

cc: Mr. Cargill (cleared with)
Mr. Votaw
Mr. Dunn
Mr. Karasz - European Office

JDR/mar

OFFICE MEMORANDUM

*Murick, my
briefing book**DWR*

TO: Mr. Robert S. McNamara
FROM: Denis Rickett
SUBJECT: Note on Conversations in Rome

DATE: April 18, 1969

I attach below notes which I have made of talks which I had in Rome with Dr. Carli, Signor Colombo and officials of the Ministry of Foreign Affairs. These may be of interest to you in connection with your forthcoming visit to Rome.

2. I will submit later notes on the talks which I had in London, Bonn, Bern, and Lugano.

c.c. President's Council
Mr. Nurick
Mr. Rotberg
Mr. Karasz (European Office)
Mr. Sacchetti

Note on Conversations in Rome

Meeting with Governor Carli

Mr. Karasz and I visited Rome from March 30th to April 2nd. On the first day we called on Governor Carli at the Banca d'Italia who had with him Signor Frasca of the Ufficio di Cambi.

2. I said that I knew that Mr. Aldewereld had recently been in Rome and that I did not, of course, want to go over again the ground which had been covered in discussion with him. I was, however, interested in the Governor's views on the future development of the international capital markets and I would also like to ask his opinion on a specific question relating to the Bank's issues of short-term bonds.

3. Governor Carli said that the international monetary situation was dominated by the heavy flow of funds to the United States where the trade balance, as shown by the latest monthly figures, was worse than ever but an overall balance of payments was being achieved as a consequence of the strong measures taken in the field of monetary policy. These measures were exercising a drastic pressure on the Eurodollar market which was being transmitted through commercial banks to central banks so that, as a result, most central banks in Europe were at the present time short of liquidity. (The situation was well described in an article in the issue of the Economist for March 29th under the title "Eurodollars are Forever".) In Italy their policy was to avoid too great an upward movement of interest rates but, partly as a result of this, there was a strong outflow of capital both authorized and unauthorized. This export of capital was not only the result of higher yields elsewhere but was partly inspired by fears of a social and political kind. It was a paradox that while the Italian economy had never been more prosperous, there had never been greater discontent and political unrest in Italy. The revised national account figures showed that GNP had increased by 6-1/2% in 1968. At the same time there was a large current account surplus on the balance of payments not fully matched until recently by a capital outflow. The balance of payments position had, therefore, been strong. At the same time there was a degree of price stability which exceeded even that achieved in Germany. Yet, in spite of this, political conditions were very disturbed and unstable. He suggested that this showed that growth and prosperity could not be relied upon to prevent internal disturbance.

4. I then referred to the recent issue of World Bank two-year bonds and said that we were grateful to the Banca d'Italia for agreeing to take up bonds of the new issue amounting to twice their holding in the maturing issue. We would, however, be interested to know whether there were changes which could be made in our short-term bonds which would make them even more attractive to central banks. Was the rate of interest, for example, fully competitive? Would the Banca d'Italia have found our bonds more attractive

if they had been denominated in Lire? Or was liquidity the overriding consideration? Governor Carli said that it was undoubtedly this last factor which was most important. Most central banks could not legally include in their reserves obligations with a maturity of more than one year. I said that we were still studying these questions and had not yet reached any firm views on them. One possibility however was that we might include in our bonds a conversion right similar to that incorporated in the Roosa bonds under which they could be exchanged at two days' notice into an obligation of less than one year provided that this was done to meet a genuine balance of payments or reserve need (and not merely to change the composition of reserves).

5. Governor Carli said that if we found it possible to do this it would undoubtedly be an extremely useful step. It was, of course, important that a reserve asset should be not merely short-term but also negotiable. Our bonds should therefore be capable of being turned into cash either (i) through some repurchase undertaking on our part, or (ii) by sales to central banks which might be facilitated by a central agency, such as B.I.S., or (iii) by sales in the secondary market in New York. I said that our present bonds were marketable in New York for those holders who did not wish to hold them until maturity but that it would be contrary to our understanding with the U.S. Treasury if this market was resorted to on any large scale. There might be an exception to this in the case where all the central banks of the Group of Ten, except the Federal Reserve, were losing reserves, since under present legislation the Federal Reserve banks were not able to buy our bonds. The U.S. Treasury might agree in those circumstances that they should be sold in New York.

6. Governor Carli was definitely of the opinion that arrangements broadly on these lines would make it much easier for central banks to hold our bonds. He did not think that we should try to sell them direct to commercial banks at the present time at any rate in Italy. He thought that this would increase the pressure in the Eurodollar market.

Meeting with Signor Colombo

7. Later that day we had a meeting with Signor Colombo who had with him Signor Nuvoloni, the Director General of the Treasury, and another official.

8. I said that we were most grateful to the Italian Government for their willingness to make an advance contribution to IDA even though the necessary legislation had not yet been passed by the Italian Senate. The offer made by the Italian Government, as well as by some 12 other governments, had been an important factor in getting the U.S. House of Representatives to approve the IDA Bill. The prospects for action by the Senate were more doubtful but it looked as if there might be a 50-50 chance that the Senate would approve the Bill within, say, the next month or six weeks.

9. Signor Colombo said that action by the Italian Senate had been delayed because of the pressure of other business, particularly the budget and the debates on the important new social security legislation. He had, himself, taken a personal interest in the IDA legislation and he understood that it was likely to be considered by the Senate at a meeting on April 16th.

10. I said that experience with the Second Replenishment had shown how important it was to find, if possible, other methods of financing concessional lending to the developing countries. I had, therefore, been much interested in the proposal which he had put forward at the last Annual Meeting and had subsequently referred to in a speech before the Finance Commission of the Italian Senate in which he had suggested that there might be a link between IDA financing and the creation of Special Drawing Rights.

11. Signor Colombo said that his proposal was that developed countries should undertake to subscribe to IDA an amount equal to a certain proportion of the reserves allocated to them in the form of Special Drawing Rights. It was important that the amount of SDRs to be issued should be based on objective principles and should be distributed between countries in accordance with IMF quotas. There should not, therefore, be any link between the amount and the distribution of SDRs, on the one hand, and the needs of developing countries, on the other. Once, however, the amount and the distribution had been fixed, developing countries could enter into an agreement about the use to be made of a part of SDRs which they received. He had discussed this idea with President Nixon during his recent visit to Rome and also with Minister Schiller. More recently he had talked to Secretary Volcker and Governor Daane. He intended to pursue the matter further. If agreement could be reached on the principle, details would be worked out by the Deputies of the Group of Ten.

12. I said that it had been of great interest to us to hear from him this account of the plan and that we were glad to know that he intended to pursue it further.

Conversation with Dr. Ossola

13. We subsequently had luncheon with Dr. Ossola. Signor Frasca and an official of the Ministry of Finance were also present. Dr. Ossola said that in the view of the Banca d'Italia Special Drawing Rights should be created as soon as possible on a scale sufficient to make them of real importance as reserve assets. At the same time it was important not to lose touch with more conservative central banking opinion. Some compromise might therefore be necessary. It might possibly be agreed that the initial distribution should be substantial and that the yearly amount would thereafter taper off to a lower level.

14. Amongst other topics discussed, Dr. Ossola referred to the question of Italian representation in the Secretariat of O.E.C.D. The Italian Ministry of Foreign Affairs had put pressure on Mr. Van Lennep to appoint "an Italian" as his deputy. They did not seem to appreciate that what mattered was the qualifications of the candidate to be put forward.

15. Dr. Ossola also mentioned that a proposal had been brought forward by a socialist deputy that no one should remain at the head of a nationalized undertaking for more than 10 years. Some people thought that this was a thinly veiled attack on Governor Carli who has been Governor of the Banca d'Italia now for some 11 years.

16. Dr. Ossola also referred to the revised figures of the national income issued by the Central Statistical Institute. These showed a much higher figure for the increase in manufacturing production. He was concerned about the possible political effects of this revision of the figures since he thought that the result would be to provoke fresh wage claims by the Trades Unions on grounds of increasing productivity.

Meeting at the Ministry of Foreign Affairs

17. On the following day we had a meeting at the Ministry of Foreign Affairs with Minister Guazzaroni and two other officials of the Ministry. The discussion turned mainly on the future financing of IDA. I repeated to them what I had said to Signor Colombo, namely, that we were most grateful for the Italian action in agreeing to make an advance contribution to IDA without waiting for the Second Replenishment to become effective. I had been glad to hear that the Italian Senate was likely to act on the Government's proposed legislation within the next two weeks and I hoped that the Government would then feel able to pay its contribution to IDA without waiting for action by the Lower House. They thought that this would probably be so.

18. I then said that while it would obviously be premature to have any formal or open discussion of the prospects for the Third Replenishment, I had thought that it might be useful to take this opportunity to ask them whether they had formed any views on the subject. We were anxious to consult the Part I countries very fully at every stage. It became evident from what they said in reply that they had not addressed their minds to this subject at all even within the Ministry. Nor, therefore, had they discussed it with other departments, such as the Treasury. Insofar as they made any comments, they took a very conservative line and seemed to expect that the Third Replenishment might be at the same level as the Second. I said that while we had not yet given serious thought to the question of the amount, we would certainly feel that the momentum of IDA would be lost if there were no further increase in the amount of the next Replenishment.

19. Mr. Karasz then raised with them the question of Italian participation in the arrangements for Indian Debt Relief. He let it be understood that we felt that the Italian proposals on this subject were disappointing and might influence other governments to do less than was desirable. The officials told us that the Italian Government had recently put forward a further proposal to Washington which they briefly outlined. It did not appear that this represented much advance, if any, on their previous position.

20. I referred briefly to our conversation with Signor Colombo on the previous day and to what he had said about a possible agreement on the use of Special Drawing Rights for the financing of IDA and of the World Bank. The officials said that the Foreign Ministry was interested in this proposal and that one of their undersecretaries had recently discussed it with Mr. Prentice, the Minister of Overseas Development, in London.

D. H. F. Rickett
April 18, 1969

Mr. Robert S. McNamara

April 18, 1969

S. Aldewereld (signed) S. Aldewereld

IBRD Borrowings in Italy and Repatriation of Italian Loans

1) Two Year Bonds

The Bank began issuing Two Year bonds in October 1956. We have had a total of 16 issues and of these the Bank of Italy has subscribed 14 times as follows:

	(in millions)
October 1956	\$ 2.000
October 1958	1.200
September 1959	3.000
October 1960	13.000
September 1961	4.000
October 1962	10.000
September 1965	7.680
March 1966	26.900
October 1966	9.050
March 1967	5.000
September 1967	5.000
March 1968	12.500
September 1968	10.000
March 1969	10.000

Presently their aggregate holdings are \$37,500,000 maturing as follows:

September 15, 1969	\$ 5,000,000
March 15, 1970	12,500,000
September 15, 1970	10,000,000
March 15, 1971	10,000,000

2) Long Term Borrowing in Italy

On June 30, 1961 the Bank borrowed publicly Lire 15 billion from a syndicate of Italian banks headed by the Bank of Italy. The interest rate was 5%. The bonds do not have a sinking fund and their life is 15 years. The public offering price was 100%, giving a yield of 5% to the purchasers. The price to the Bank was 98-1/2%, representing a cost to the Bank of 5.15%.

3) Repatriation

The Bank of Italy through Ufficio Italiano dei Cambi has "repatriated" before maturity the following amounts:

<u>Fiscal Year</u>	<u>Amount Purchased</u> <u>(in millions)</u>
6/30/60	\$ 36.7
6/30/61	39.7
6/30/62	22.6
6/30/63	12.1
6/30/64	.6
6/30/65	-
6/30/66	25.0
6/30/67	25.0
6/30/68	<u>35.4</u>
	\$ <u>197.1</u>

These purchases had terms ranging from 3 years to 10-1/2 years. The last purchase was in March 1968.

There is still outstanding under Italian loans the equivalent of \$143,725,000 a breakdown of which is given in the attached schedule.

4) Discussion with Governor Carli - Rome

On March 11 I saw Governor Carli and Dr. Ossola, head of economic research in the Bank of Italy, in Rome.

Governor Carli told me that for internal financial reasons he did not want us to borrow in Italy either by way of a public issue or private placement.

When I brought up the question of Italy "repatriating" all or part of the maturities of Italian loans held by us, he got interested. I gave him a copy of the attached schedule. Governor Carli said that although at present he was not in a position to repatriate because of the sizeable outflow of foreign exchange, there might be a good possibility that he could do so later. Dr. Ossola added that possibly in June or July, at which time of the year Italian reserves frequently increased, the transaction might be consummated. Governor Carli and I left it that in two or three months we would resume our discussion.

Attachment

cc: Mr. Steckhan ✓

SA:mk

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

Maturities of Italian Loans Held by IBRD

(Expressed in United States Dollars)
(000 omitted)

Loan	Rate	MATURITIES				CURRENCIES				
		5 years or less	Over 5 yrs but not more than 10 yrs	Over 10 yrs	TOTAL (\$ equiv.)	U.S. Dollars	DMark	French Francs	Belgian Francs	Others*
# 50	4 1/2%	\$ 204	\$ 1,789	\$ -	\$ 1,993	\$ 1,993	\$ -	\$ -	\$ -	\$ -
# 88	5%	182	3,162	-	3,344	3,344	-	-	-	-
#117	4 3/4%	9,675	6,092	-	15,767	2,500	-	4,250	2,100	6,917
#150	5%	974	12,374	-	13,348	790	-	800	2,700	9,058
#189	5 1/2%	17	10,578	-	10,595	-	-	1,740	700	8,155
#224	5 3/4%	2,122	3,614	-	5,736	-	-	3,950	390	1,396
#235	6%	2	7,935	1,456	9,393	9,380	-	-	-	13
#419	6 1/4%	18,554	47,605	17,390	83,549	66,600	14,431	-	-	2,518
		<u>\$ 31,730</u>	<u>\$ 93,149</u>	<u>\$ 18,846</u>	<u>\$ 143,725</u>	<u>\$ 84,607</u>	<u>\$ 14,431</u>	<u>\$ 10,740</u>	<u>\$ 5,890</u>	<u>\$ 28,051</u>

* Danish Kroner, Swedish Kronor, Norwegian Kroner, Irish Pounds, Australian Dollars, Netherlands Guilders, Pounds Sterling, Israel Pounds, Swiss Francs, Canadian Dollars, Luxembourg Francs, Spanish Pesetas and Finnish Markkaa.

Treasurer's Department
Securities Division
February 27, 1969

CHURCH

OFFICE MEMORANDUM

TO: Mr. McNamara

DATE: April 16, 1969

FROM: Harold Graves *HG*SUBJECT: Development Funds of Vatican Commission Justice and Peace and of
World Council of Churches

Mr. Steckhan suggested that you would be interested to know what development funds, if any, are at the disposal of the Vatican Commission Justice and Peace (Msgr. Gremillion) and of the World Council of Churches (Dr. Blake). In fact, as you know, the Bank's interest in these two organizations centers on their efforts to influence public opinion in favor of economic development rather than in their disposal of development funds.

The Vatican Commission, in fact, has no funds for economic development purposes. Up to now, it has made little effort to influence the policies or activities of national Catholic organizations which do have such funds (for instance, the Catholic Overseas Development Fund in the U. K.).

The World Council, up to now, has little in the way of development funds of its own, although it has been expecting to receive increased amounts in the near future. Through its Interchurch Division, however, the Council receives applications for financial help for development projects sponsored by church organizations in the developing countries; last year, the Council approved some \$13 million of these applications and passed them on to national church organizations in the developing countries for funding. I believe that the Council's expectation that it would receive substantial funds from national organizations has proved to be exaggerated: the chief source was expected to be the Evangelical Church in Germany (EKD), and the amount voted to the Council by the EKD a few weeks ago turned out to be quite small.

cc: Mr. William Clark

HG:ap

OFFICE MEMORANDUM

TO: Mr. McNamara

DATE: April 3, 1969

FROM: Harold Graves *HG*SUBJECT: Dr. Blake, Monsignor Gremillion

Here is the note you asked for on Dr. Blake, Monsignor Gremillion and their respective organizations.

Dr. Eugene Carson Blake, 62, General Secretary of the World Council of Churches, which has its headquarters in Geneva. You had a meeting with Dr. Blake and other church leaders while you were Secretary of Defense. He was born in St. Louis, graduated from Princeton University in 1928, and after teaching a year in Lahore (at that time in India), earned a degree in theology from the Princeton Theological Seminary. He was an assistant pastor in New York City (1932-35), pastor of the First Presbyterian Church in Albany (1935-40) and pastor of the Pasadena Presbyterian Church (1940-51). He then became associated with the U. S. National Council of Churches, and served as its president in the period 1954-57. He next moved to the World Council of Churches, and has been its General Secretary since the latter part of 1966.

The purpose of the Council, as you probably know, is to promote Christian unity and common action by Christian churches. Its membership includes churches of more than 200 denominations in 80 countries. The mainstays of the Council are the Protestant churches of the United States and the Anglican Church; but an interesting feature of its make-up is the membership of a large number of Orthodox and other eastern churches.

Especially since 1966, a major preoccupation of the Council has been to stir the conscience of its constituent congregations on behalf of developing countries. The Council's World Assembly in Uppsala in 1968 helped focus the attention of Protestant congregations, especially in Europe, on the problems of developing countries. This is perhaps the major accomplishment of Dr. Blake's administration, and is said by Protestants in Great Britain and Germany to have been an important influence on public opinion in their countries.

The Council continues to be actively interested in world opinion about economic development. Its major instrument for planning programs in this field is intended to be the Exploratory Committee on Society, Development and Peace (SODEPAX), which the Council sponsors jointly with the Pontifical Commission Justice and Peace. SODEPAX intends to formulate a world-wide, ecumenical program for educating the laity on development issues. The Committee's headquarters are in Geneva; its

President has seen

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permanent secretary is Father George Dunne; and it is financed by grants from the Humanum Foundation of Germany and the Ford Foundation.

The World Council has an additional concern which is of interest to the Bank. The Council is trying to decide whether some new type of organization is needed, either within the Council or parallel to it, for the administration of new funds which the Council expects to receive from national church organizations for the support of development projects overseas. The member of the Council staff concerned with this question (Mr. Carlos Weil of Brazil) is visiting Washington on April 21, and will be given an opportunity to explore certain technical aspects of this problem with appropriate members of the Bank staff. The Council intends to convene a meeting of experts on the subject next autumn, probably in October.

Monsignor Joseph Gremillion, in his mid-40s, Secretary of the Pontifical Commission Justice and Peace, which has its headquarters in Rome. He was born in Louisiana, graduated from Louisiana State University, and did graduate study in sociology at the Gregorian University in the Vatican. He was the founding pastor of St. Joseph's Parish in Shreveport, Louisiana, and attracted the attention of higher authorities in the church by his liberal views on racial questions and by administering an outstanding program of community development in his parish. He became Director of the Socio-Economic Development Division of the (U. S.) Catholic Relief Services in the early 1960s, and achieved a reputation in Catholic circles as a lecturer and writer on problems of developing countries. He was named Secretary of the Pontifical Commission Justice and Peace early in 1967.

The Commission was established, in the words of Pope Paul, to bring "to the whole of God's people the full knowledge of the part expected of them at the present time (in furthering) the progress of poorer peoples, (in encouraging) social justice among nations, (in offering) to less developed nations the means whereby they can further their own progress." The Chairman of the Commission is Cardinal Roy of Montreal, but his interests are only nominal. The Commission has 13 members, including Lady Jackson, a Dutch cabinet minister, and a former director-general of Unesco.

The Commission gives concrete expression to ideas originally put forward by liberal Catholic elements in the United States (e. g., the Catholic Relief Services) and in Europe (e. g., Cardinal Suenens of Brussels). Gremillion and most (although not all) of the members of the Commission, are progressive in their views on population control and other issues in economic development.

Up to now the Commission has been chiefly concerned with its own internal organization (into three subcommittees), with the recruiting of a small secretariat, and in giving some guidance for the formation

Mr. McNamara

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of national Commissions Justice and Peace, which now exist not only in Western Europe and North America but also in many developing regions (e. g., Venezuela and East Africa).

The Commission is particularly interested in activities in the United States, both because of the large Catholic congregation in this country and because two-thirds of the financial support for the Commission is provided by the U. S. Catholic Bishops' Conference.

Among the current interests of the Commission is the activation of the work of SODEPAX. It should also be mentioned that Monsignor Gremillion took a leading part in arranging the recent Vatican transfer of \$1 million to the Inter-American Development Bank, to be used for rural development projects in Colombia. Gremillion will be attending the annual meeting of IDB in April, but will be back in Rome in time to be available for a meeting with you.

cc: Mr. William Clark

HG:ap