

# UN-Secretariat matters - Se-W: UN-Secretariat matters - Se-W - 6

*HS L 179:97a*



Dag Hammarskjöld's sand.

UN/Secretariat matters 1955

Specialized Agencies

11-25 March

- a) 1 letter from Dr. Philip V. Cardon (Dir. Gen. of Food and  
Agriculture Organization of the UN)  
- to D.H.
- b) 1 letter from D.H. - to Dr. P. V. Cardon.

ORGANISATION DES NATIONS UNIES POUR  
L'ALIMENTATION ET L'AGRICULTURE



ORGANIZACION DE LAS NACIONES UNIDAS  
PARA LA AGRICULTURA  
Y LA ALIMENTACION

FOOD AND AGRICULTURE ORGANIZATION  
OF THE UNITED NATIONS

Viale delle Terme di Caracalla  
ROME

*M. D. ...*  
1 MAR 1955

Dear Mr. Hammarskjöld,

In order to prepare for the discussion of Item 3(b) of the ACC agenda, I have reviewed the resolutions dealing with the establishment and responsibilities of ACC and those which are concerned with the Expanded Program of Technical Assistance. My purpose in making this review has been to clarify my own views on how ACC might most appropriately undertake a discussion of that item.

Clearly there are at least two ways - from the standpoint of organization and procedures in the Technical Assistance Program, or from the standpoint of the broad concept of technical assistance in relation to the total activities of the participating Agencies.

The former would involve ACC in all the organizational and operational issues raised in the Report of the Advisory Committee on Administrative and Budgetary Questions. The latter would focus upon wider policy issues which comprise the full scope of the activities of the Agencies represented on ACC. So far as concerns the former, ACC would not find it profitable to spend time on such matters which could be more effectively examined by TAB, which is responsible for the operation of the program.

Last August FAO submitted a note to you and to our sister Agencies which you made available to the Advisory Committee. It consisted mainly of a discussion of the first part of the Advisory Committee's Report, i.e., administrative procedures and expenses, with a brief discussion of the second part of the Report entitled "General Considerations".

The Advisory Committee appeared to me to have assumed an interpretation of the whole basis of the Expanded Program, which is at complete variance with the conception of the program embodied in

Mr. Dag Hammarskjöld  
Secretary-General  
United Nations  
New York

Resolution 222(IX) and amending resolutions of ECOSOC. The Advisory Committee defined the Technical Assistance Program as "primarily a United Nations activity, though relying heavily on the cooperation of interested specialized agencies". ECOSOC resolution 222 did not give any predominant authority to the United Nations Organization, as compared with that accorded to the Specialized Agencies. It entrusted the operation of the program equally to all the Specialized Agencies (including the United Nations Organization) and requested the Secretary-General of the United Nations "to invite the ACC (a body consisting of the heads of the Specialized Agencies) to set up a Technical Assistance Board" as a coordinating body to ensure full cooperation and the avoidance of duplication in the programs which the different Agencies were to plan and carry out.

I am in complete agreement with the views which you expressed last November at the Second Committee of the General Assembly when you said -

"The organizations participating in the Program attach great importance to maintaining the essential characteristics of the present system, especially the existence of a common fund on the one hand and on the other full recognition of the responsibilities of the Specialized Agencies in their respective fields. Speaking as Secretary-General of the United Nations, I should like to emphasize these essential characteristics of the present system on which the ECOSOC resolutions are also based."

The attitude of ECOSOC towards the technical assistance activities of the Agencies was expressed in Annex I of the basic ECOSOC resolution 222, which states - "The work undertaken by the participating organizations under the expanded technical assistance programme should be such as to be suitable for integration with their normal work."

There has, however, been a tendency to consider the activities carried out by the Specialized Agencies under the Expanded Program quite separately from those carried out under their regular programs. The danger of this tendency is that it loses sight of the fact that the Expanded Program is part of a larger program carried out under funds voted separately by the General Assembly and by the governing organs of the Specialized Agencies. Any attempt to deal with one program in isolation from its fundamental relationship to the other is an error.

The responsibility of the Agencies is further confirmed by the fact that each, under the jurisdiction of its own governing organ, is responsible for a specialized program of which technical assistance

is an integral part. This is specifically provided in the FAO constitution and the constitutions of other Specialized Agencies may have similar provisions. No organizational or procedural arrangements should be adopted which might prejudice this responsibility or restrict the autonomy of the Agencies in regard to their constitutional rights and duties.

It should further be noted that in resolutions of ECOSOC there are reminders that the governing bodies of the Agencies are expected to review the Expanded Program in the course of and in association with their review of their own regular programs. The Director-General of each Specialized Agency, therefore, has a much broader responsibility than the details of operation in the Technical Assistance Program. He must look upon technical assistance in relation to the total program for which he is responsible and to seek to establish and maintain within his own Agency and in relation to cooperation with other Agencies effective integration of all parts of that program.

This is a task not only at the Agency's headquarters; it is of equal or greater magnitude in the field and on the action front where the public eye is most sharply focused on the Agency's program as a whole. That eye responds favorably to well-integrated programs; it blinks when integration is lacking.

My recent observations in the Near East and the Far East, where I saw many facets of FAO's program, regular and ETAP alike, impressed me with the great importance of each Agency effectively integrating its own total program and also improving the relation of that program to those of governments, other Specialized Agencies, foundations, bilateral agencies, etc. If it is unable to do so, its own program will fall short of expectations on the action front and it will be less able to work effectively with other Agencies on that front.

Feeling thus, I am convinced that ACC, as a coordinating body consisting of the Secretary-General as Chairman and the corresponding officers of the Specialized Agencies, should keep constantly in mind the total program requirements of the individual Specialized Agencies participating in technical assistance and of formulating policies governing technical assistance that will ensure that the Agencies are always the more effectively able to promote improved performance within and among themselves at the action front.

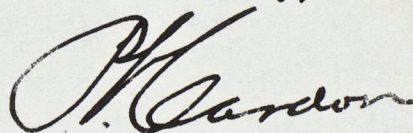
In adopting such an approach it is well for us to remind ourselves that ACC is not a body possessing powers of its own, but rather one that "derives its authority from the inherent powers of its members as chief executive officers of their respective organizations. These inherent powers are exercised by each member in his own administrative field."

So far as the wider questions of policy are concerned, "as administrative officers, the members of ACC have no authority to take positions in respect of such questions, but as the trusted advisers of their respective governing bodies, they are in a position to exercise a coordinating influence which may well be decisive in practice."

If there is agreement on the significance of the sentences that I have quoted from a paper entitled "Co-Ordination in International Organization: An Introductory Survey" by C. W. Jenks, then it would seem to follow that ACC can have great influence when its members are in agreement and its report relatively unanimous. It is therefore my hope that we shall find ourselves in agreement on the importance of treating technical assistance as something much more important and significant than a matter of organization and operational procedure, but as an essential and integral part of the wider responsibilities of the participating Agencies in relation to their total activities and the total service they have been created to render to the countries which brought them into being.

I am sending a copy of this letter to my colleagues who are the executive heads of participating organizations in the Expanded Program of Technical Assistance.

Yours sincerely,



P. V. Cardon  
Director-General

25 March 1955

Dear Dr. Cardon,

I am grateful to you for your letter of 1 March in which you set down your reflections on Item 3 (b) of the ACC agenda. I believe it will be helpful to us all if by a preliminary exchange of views we can clarify the issues which will be before us in Geneva next month, and I shall follow your example by sending a copy of this letter to our colleagues.

I am sure you are right in suggesting that the ACC should approach Item (3) from what you describe as "the standpoint of the broad concept of technical assistance in relation to the total activities of the participating Agencies". The Technical Assistance Board was established to co-ordinate the operation of the Expanded Programme which is financed out of the Special Account. The ACC has a wider duty which basically flows from its responsibility under ECOSOC Resolution 13 (III) for

"taking all appropriate steps, under the leadership of the Secretary-General, to ensure the fullest and most effective implementation of the agreements entered into between the United Nations and the Specialized Agencies".

It is in response to this wider duty that the ACC has, in fact, reviewed the progress of the Expanded Programme and, from time to time, recommended major changes in its organization and management.

It is worth recalling that the two most important developments in the supervision of the Expanded Programme - the systematic appointment of resident representatives and the establishment of the Executive Chairmanship - followed prolonged discussion in the ACC, and were only subsequently given legislative endorsement by the TAC, ECOSOC and the General Assembly. The only occasion on which the legislative bodies have virtually ignored the views ex-

Dr. Philip V. Cardon  
Director General  
Food and Agriculture Organization of the  
United Nations  
Viale delle Terme di Caracalla  
Rome, Italy

pressed in the ACC have been occasions when (as in the discussion of the so-called "French proposals" last summer) the ACC has not spoken with one voice.

The situation which we now face is that the Fifth Committee of the General Assembly, which deferred action on the Advisory Committee's Report only on hearing my statement that the ACC was making a study of the constitutional relationships involved in the present organization of the Expanded Programme, does expect us to make constructive proposals for consideration by the TAC and ECOSOC this summer. Any failure on our part to do so would, I believe, seriously diminish the prestige and authority of the ACC. I hope, therefore, that we shall be able to reach that measure of agreement on the questions before us which is indispensable if our voice is to be effective. I do not see why we should not succeed.

If, as we are both agreed, the technical assistance programmes of the participating organizations must be seen as a part of their general responsibilities, it seems to me that ACC must strengthen its position as the top co-ordinating body, thus meeting one of the main concerns of the Advisory Committee. This is, I think, entirely in line with the position you, and several of our colleagues, took at the ACC meeting last spring. With the proper role of the heads of the participating organizations, through ACC, thus recognized, it should be possible to ensure that technical assistance policies and programmes are adequately coordinated at the centre and that the authority of the resident representatives, as country coordinators, is firmly established.

Taking into account decisions we have already reached in the ACC, I feel confident that we should be able to reach agreement on proposals giving adequate assurances on these subjects, which I believe lie at the heart of the matter. The appropriate relationship of the Executive Chairman to the Secretary-General is of course seen in true perspective if the Secretary-General, in this connexion, is recognized as acting as Chairman of the ACC with special responsibilities for leadership under ECOSOC resolution 13 (III)

- 3 -

When we meet in April we can consider what organizational adjustments should be envisaged.

I am convinced that the approach indicated above offers the best hope of our reaching agreement on a report which will maintain our control of developments in relation to ECOSOC and the General Assembly.

Yours sincerely,

Dag Hammarskjold