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(11-15 June 1973)

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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I. ORGANIZATION OF THE SESSION

1. The Committee for Programme and Co-ordination (CPC) held its fourteenth session at United Nations Headquarters from 11 to 15 June 1973. The summary records of the Committee's meetings during the fourteenth session are contained in documents E/AC.51/SR.391-400.
2. At its 391st meeting, the Committee asked Mr. Peter Hansen (Denmark), one of its Vice-Chairmen, to assume the functions of Rapporteur during the fourteenth session, since Mr. I. Hamid (Sudan), who had been elected Rapporteur at its organizational meeting in January 1973, was unable to attend the session.
3. The following members of the Committee were represented: Belgium, Brazil, Byelorussian Soviet Socialist Republic, Colombia, Denmark, France, Guyana, Hungary, India, Indonesia, Japan, Kenya, Nigeria, Pakistan, Trinidad and Tobago, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and United States of America. The following members were not represented: Sudan and Uganda.
4. The Netherlands was represented by an observer.
5. The following specialized agencies were represented: International Labour Organisation (ILO), Food and Agriculture Organization of the United Nations (FAO), United Nations Educational, Scientific and Cultural Organization (UNESCO) and World Health Organization (WHO). The International Atomic Energy Agency (IAEA) was also represented. Representatives of the Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Africa (ECA), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Industrial Development Organization (UNIDO) and the Office of the United Nations High Commissioner for Refugees (UNHCR) attended the session. The Under-Secretary-General for Economic and Social Affairs, the Director of the Budget Division, Office of Financial Services, and other senior officials of the United Nations Secretariat were also present.
6. In accordance with the decision of the Economic and Social Council at its fifty-fourth session, the provisional agenda for the fourteenth session (E/AC.51/69), agreed upon by the Committee at its thirteenth session, was limited to one substantive item, namely the item entitled "Work programme and budget for 1974-1975 and the medium-term plan for 1974-1977 relating to economic, social and human rights activities". The agenda for the session (E/AC.51/69/Rev.1), adopted by the Committee at its 391st meeting, is reproduced in the annex to the present report.
7. The general feeling in the Committee was that the time-limits under which it was working both with respect to preparing for the meeting and to the number of meetings allotted, made a thorough review of the work programme and the budget impossible. The Committee, in view of this, decided to concentrate its attention on an examination of the programme budget and medium-term plan relating to the Department of Economic and Social Affairs and to give a less detailed review to

the other programmes in the economic, social and human rights fields. It was emphasized that since organs such as UNCTAD, UNIDO, UNHCR and the United Nations Environment Programme (UNEP) had their own governing bodies, the Committee should not examine the programmes of those bodies in depth but should, in so far as the limited time allowed, limit its review to the activities which appeared to have cross-organizational implications in relation to the programmes carried out by other units in the United Nations or by organizations in the United Nations system. A few delegations stated that in view of the time-limit and the delay of documentation, they would reserve their position.

II. WORK PROGRAMME AND BUDGET FOR 1974-1975 AND THE MEDIUM-TERM PLAN
FOR 1974-1977 RELATING TO ECONOMIC, SOCIAL AND HUMAN RIGHTS
ACTIVITIES

8. The Committee discussed this item at its 391st to 399th meetings from 11-15 June 1973. The basic documents before the Committee for its consideration of this subject were the work programme and budget for the biennium 1974-1975 1/ and the medium-term plan for the period 1974-1977 2/ relating to economic, social and human rights activities, as well as other supporting documentation.

9. In introducing the two documents, the Director of the Budget Division expressed regret that they had not been provided to the Committee by the date prescribed by the General Assembly. It had taken the Secretariat five months instead of four to prepare the documents and, in the light of the experience gained during the process, it would have been preferable if it had had seven or eight months in which to complete the task. The preparation of a work programme and budget and a medium-term plan encompassing the multiple activities of an organization as complex as the United Nations was a long and complicated operation. Before attempting the actual preparation of the two exercises, it had been necessary to establish a framework within which such a preparation could be undertaken. To this end it had been necessary to take stock of all programmes and the amount of budgetary and extra-budgetary resources which could reasonably be expected to be available for their implementation during the four years in question, and to set an order of priorities for their execution. As a result of consultations between the Secretary-General and senior officials of the Secretariat, general guidelines were established to be followed by the various Secretariat units in preparing their proposals. It was estimated that total United Nations budgetary resources could not be expected to increase by more than a maximum of 8 or 9 per cent per year over the four-year period; that, on the basis of past experience, 5 per cent of the increase could be expected to be absorbed by rising costs, and that 2 per cent would be required to meet the cost of new activities originating in the General Assembly. The Secretary-General therefore asked that the various organizational units limit their proposals with a view to the attainment of an over-all increase for new expenditure of 2 per cent per year for the first two years and 1 per cent per year for the third and fourth years. It was then necessary to define and analyse all programmes in concrete terms in order to estimate the related expenditure involved during the two-year and four-year periods.

10. The Director of the Budget Division stated that the Secretariat was fully aware of the fact that the two documents under consideration were not perfect and that there existed gaps and shortcomings in some respects. He pointed out, inter alia, that because of lack of time, for instance, it had not been found possible at this stage, to include in the medium-term plan areas other than the

1/ E/5309 and Add.1 and 2.

2/ See E/5362 and Add.1.

economic, social and human rights fields; that because the Secretariat did not yet have all the information necessary for an accurate distribution of the "indirect costs" involved in programmes, various elements of some programmes appeared in different sections whenever the programmes involved more than one organ, and that it had not been possible to integrate in the cost of programmes the cost of various Secretariat services such as, for example, conference services. In spite of the obvious imperfections, however, he felt that it would be a mistake to underestimate the importance of the first steps taken towards programming United Nations activities. It was the first time in the history of the Organization that all its programmes had been presented side by side and related directly to the resources needed to implement them; that it was possible to get an idea not only of the resources needed but also of the way in which the work of executing the programmes was divided among the major units of the Secretariat; and that the information provided for each programme allowed for a serious study of the subprogrammes and component projects as well.

11. Experience acquired during the preparation of the medium-term plan, the Director of the Budget Division added, had convinced the Secretariat of the need to develop an integrated programming system within the United Nations system. The Secretary-General had exchanged views with the Administrative Committee on Co-ordination (ACC) during 1973 as a result of which it had been agreed that, despite certain practical difficulties, the organizations would explore the possibility of establishing a uniform presentation of their programme budgets, the synchronization of budget cycle and medium-term plans and a system for consultation concerning medium-term plans. A report on this topic would be submitted to the Economic and Social Council at its summer session.

12. In a statement before the Committee, the Under-Secretary-General for Economic and Social Affairs stated that in spite of certain imperfections, the exercise involved in the preparation of the programme budget and the medium-term plan was already proving useful. The new procedures permitted the Department of Economic and Social Affairs to take a critical look at its activities and to consider far-reaching changes in its programme structure. The implementation of the International Development Strategy and the evolving of such concepts as collective economic security would benefit from the new programme budget system. Calling attention to the interdependence and complexity of economic and social problems, efforts were being made to devise methods which would make it possible to generate a minimum of social justice in the context of accelerated economic growth; in the light of such thinking, programme budgeting was very important since it provided a clearer idea of the over-all efforts required of the United Nations family of organizations.

13. In preparing a biennial work programme and budget and a medium-term plan, his Department had attempted to follow the guidelines suggested by the Secretary-General. Each project had been examined in the light of the major areas of priorities in order to determine to what extent they conformed to those priorities so as to ensure an optimum cost-benefit ratio for the over-all United Nations programme and, at the same time, serve a large number of objectives and maintain a proper balance among them. Those responsible for programme formulation and direction had also been encouraged to consider alternative means of achieving the same end; very often in the past not enough attention had been given to achieving other means.

14. A number of new elements had been introduced into the new programme budget, for example, the subject of multinational corporations had been added to the programme as well as a broad range of problems of global impact which would be dealt with by the World Population Conference, the Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders to be held in 1975 and the United Nations Conference - Exposition on Human Rights Settlements to be held in 1976. A major concern was the desire to improve the way in which technical co-operation programmes were administered and, in drawing up the programme budget, particular attention had been given to a redefinition of the major guidelines of the technical co-operation programme so that it might better serve the interests of the least developed countries, promote regional activities and advisory services for Governments and assist certain regional projects which appeared to be in harmony with targets neglected in the International Development Strategy.

15. The Under-Secretary-General went on to say that the new budgeting system was a very flexible one at the executive level and that maximum advantage should be taken of that flexibility in response to changing needs. The new system was also an important means for further streamlining of United Nations activities and reviewing management methods. However, programme budgeting could work only if Governments adopted coherent well-reviewed programmes which responded to targets set by legislative bodies. Furthermore, in his view, in the initial stages of programme preparation, it was essential that the Secretary-General should have a margin in manoeuvrability in formulating programmes designed to achieve the objectives of Governments.

16. In the general discussion which followed, there was broad agreement among the delegations which participated that the form of presentation of work programmes and budget estimates in the work programme and budget document for the 1974-1975 biennium and the medium-term plan document for 1974-1977, although far from perfect, represented an important first step toward the achievement of an integrated programme, planning and budgeting system by means of which Member States would be able readily to relate programmes and objectives to resources needed to carry them out. It was pointed out by some delegations that it was normal for the process of change in budgetary systems to be slow, and that the desired goals could not be achieved at once. It was also generally indicated that observations made in the process of making a critical analysis of the two documents were made in a constructive spirit for the purpose of seeking further development and refinement of the new system, which was still in its initial experimental stage.

17. In addition to the obvious imperfection in the two documents which had been mentioned by the Director of the Budget Division in his introductory statement, delegations taking part in the general debate called attention to the following main areas in which, in their opinion, there existed apparent weaknesses and possibilities for improvement:

- (a) Objectives and legislative directives;
- (b) Alternative means of action;
- (c) Priorities;

- (d) Programme formulation;
- (e) Programme co-ordination;
- (f) Programme appraisal and implementation;
- (g) Planning.

Objectives and legislative directives

18. It was generally felt that objectives needed to be more explicitly and precisely stated. Objectives should be related more clearly to targets and programmes. There should be a distinction made between immediate, intermediate and ultimate objectives. Programme accomplishments needed to be presented in a more understandable manner and related, in quantifiable terms, if possible, to stated objectives. Also, there should be a better and more specific linkage between legislative resolutions, programme objectives and accomplishments to ensure that accomplishments were responsive to legislative mandate.

Alternative means of action

19. Some delegations observed that it was not made clear in the documents what consideration had been given to the means of action of accomplishing programmes or programme objectives. There was no indication whether any type of cost-benefit or cost effectiveness analysis had been made of programmes and programme components. Neither was there any evidence of whether consideration had at all been given to alternative programmes and programme components and alternative means of accomplishing a given programme or programme component at any stage in the formulation of the work programme and budget.

Priorities

20. The setting of priorities had in previous discussions in both the Advisory Committee on Administrative and Budgetary Question and CPC, as well as in other organs, been considered a highly important question in connexion with the introduction of programme budgeting.

21. The documents did not, however, give an orderly statement of priorities of programmes and programme components or any indication as to whether this issue had been the object of systematic consideration in the formulation of the work programme and budget. An order of priorities would have given an indication of the relative importance of one programme to another and one programme component to another and the time-phasing for carrying out the planned activities. Future documents should state priorities clearly and precisely since there was a limitation on United Nations resources and all planned work could not possibly be carried out at the same time.

Programme formulation

22. There was no precise indication of how programme objectives could be converted into a hierarchy of programmes, programme components, specific activities

and tasks to accomplish these objectives. It would have increased the usefulness of the documents if they had shown in a clearer manner the means whereby programmes would be accomplished. Thus, the means of action to accomplish programmes, programme components or specific activities could have been indicated in a more satisfactory manner. Would they be carried out by for example, holding a conference, organizing a workshop, or producing a study or a report?

Programme co-ordination

23. It was felt that programme formulation and management could be improved within and between major organizational units of the United Nations. This could be facilitated by improving the programme structure so that programme terminology was consistent throughout United Nations organizational units, and by ensuring a better correspondence between organizational structure and programme structure. It was felt that evidence of such programme co-ordination should have been more clearly presented in the documents.

Programme appraisal and implementation

24. There was general agreement that the information in the documents on accomplishments and performance left much to be desired. It was not apparent that there had been any systematic review and appraisal of programme performance. Mechanisms and procedures for carrying out such appraisal should be instituted so that more relevant and reliable output oriented performance data could be utilized by programme managers and intergovernmental bodies to evaluate the progress made towards accomplishment of stated objectives, modify programmes where required, and link past performance to future planning and action. A management information system should be introduced in the United Nations at the earliest possible date.

Planning

25. It was observed that the documents did not clearly and precisely present the relationship between medium-term planning and the biennial work programme and budget. The relationship between the medium-term plan and the biennial work programme and budget should not be one in which the plan is merely a projection of the programme budget, as seems to be the case. Rather, the relationship should be one whereby the programme budget was conceived as an instalment of the plan, with precise identification of resources.

26. The Committee commenced its detailed consideration of the work programme and budget and the medium-term plan relating to economic, social and human rights activities by a review of sections 6 (Policy-making organs - Economic and social activities), 7 (Department of Economic and Social Affairs) and 19 (Regular programme of technical assistance) of the programme budget for 1974-1975 and the relevant parts of the 1974-1977 medium-term plan.

Policy-making organs - Economic and social activities (section 6)

27. It was generally felt that the information provided in section 6 did not lend itself to an assessment of the total resources directly related to the various policy-making organs included in the section as the estimated expenditures were limited essentially to the costs for travel and subsistence to attend such meetings, as well as for temporary assistance. No indication was given of the costs involved in servicing these organs substantively or with respect to conference services. Estimated expenditures for printing were provided for the Economic and Social Council without explanation as to the documents to which they related. No printing costs were attributed to the other organs. It was evident, therefore, that only a fraction of the total costs involved had been presented in this section.

28. The Committee took note that the provisions made in section 6 for the meetings of the various organs were based on the existing decisions of the Economic and Social Council at the time of the preparation of the Secretary-General's programme and budget proposals. Since then, the Council had adopted resolution 1768 (LIV) on the rationalization of its work, in which it had taken certain decisions on the calendar of conferences which would affect the periodicity of the sessions of a number of organs included in the section. The provisions included in section 6 would therefore need to be revised in the light of the calendar of conferences for 1974 and 1975 3/ to be approved by the Council at its fifty-fifth session.

29. The Committee was informed that estimates in section 6 were based on the premise that non-substantive servicing for all the intergovernmental subsidiary organs of the Economic and Social Council would be provided by the Council secretariat and that provision had been made for the participation of the secretariats of the regional economic commissions and of the United Nations Economic and Social Office at Beirut (UNESOB) at sessions of the Committee on Natural Resources and the Committee on Science and Technology for Development, while such participation was no longer envisaged for sessions of the Advisory Committee on the Application of Science and Technology to Development.

30. One representative questioned the increase in estimated costs relating to the Economic and Social Council, the Population Commission and the Governing Council of the United Nations Development Programme (UNDP). The same representative felt that the Committee for Development Planning should concentrate its efforts on discharging its responsibilities in sessions of the Committee itself rather than depending on three separate intersessional working groups. It was explained that the Committee for Development Planning considered those working groups essential for the effective performance of its functions. However, it was for the Economic and Social Council to make the final decision on the matter when it considered the calendar of conferences at its fifty-fifth session.

Department of Economic and Social Affairs (section 7)

31. Apart from section 7 of the programme budget and the relevant part of the medium-term plan, the Committee also had before it a note by the Secretary-General^{4/}

3/ E/L.1551.

4/ E/5329 and Corr.1.

providing supplementary information in respect of specific activities within programmes and programme components.

32. The Committee recognized that in the short time available to it the secretariat had made every effort to present information required for decision making, and considerable progress had been made towards that end. The issuance of the note providing supplementary information was welcomed and it was recommended that the type of information contained therein could be incorporated in the main programme budget document.

33. It was noted that the statement of the objectives for the Department as a whole was incomplete and did not provide a balanced picture. Moreover, there were serious gaps and significant variations in the quality of the presentation relating to different programmes. In that context, there was general agreement that it was extremely difficult in many cases to relate the rather broadly defined objectives to the precise means of action proposed for their attainment. It was equally difficult to ascertain from the narratives the justification for the priority given to certain programmes as reflected in projected resource allocations for them. The same problem arose with regard to assessment of priorities within programmes and programme components. The narrative for past accomplishments was in most cases rather sketchy and, as such, did not provide an adequate basis for reviewing either performance in the past or the proposed future work programme in full knowledge of whether it related to entirely new tasks or represented a continuation of work initiated earlier. The documentation did not reveal that many of the activities carried out under different programmes were interdependent and also closely related to similar work being carried out by other organizational units within the United Nations and the system as a whole and as things stood, there was a real danger of duplication. It would also have been useful, for the purpose of evaluating programme components and programmes, as well as the relationship between the two, to have percentages indicating real growth. Furthermore, greater stringency in the formulation of information on specific activities should make it possible for such information to be included in the programme budget document itself.

34. A number of representatives commented upon the estimated level of resources proposed for 1974-1975 for the Department as a whole. Some felt that the projections were optimistic and insisted that in preparing the programme, sufficient account should be taken of the revenue side of the budget. The programme budget as presented did not take into account the fact that the rate of average annual increase in the gross national product of Member States was well below the percentage increases envisaged for the Department, the complexity of the financial situation of the United Nations or the measures adopted by the Secretary-General for the expenditures under the budget. Others expressed disappointment over the very moderate increase in real terms, particularly when account is taken of the unavoidable cost increases resulting from inflationary factors. The whole programme and budget exercise had been worked out under a very unfavourable budgetary working hypothesis that did not take into account the necessary programme growth envisaged and desired by most developing countries. Still others reserved their position on the level of resources as they felt that this matter would be more appropriately dealt with by the bodies having responsibility for administrative and budgetary questions. Mention was also made of the need to increase the effectiveness of existing staff and to improve the criteria used for the selection of staff.

Development Planning, Projections and Policies

35. It was widely recognized that this programme was of crucial importance in the analysis and better understanding of the principal trends of economic and social development, in the review and appraisal of the International Development Strategy for the Second United Nations Development Decade and in the provision of assistance in planning and plan implementation to the developing countries. Although the priority accorded to this programme as manifest from the projected resources was generally acceptable, it was felt that this was not brought out in sufficiently specific terms in the narrative. The objectives for some of the components were couched in language which could lead to the impression that there was duplication of activities. The narrative also did not permit the drawing of clear demarcation lines between the activities under this programme and the Social Development and Humanitarian Affairs programme.

36. Some delegations raised doubts about the legislative basis for some programme objectives in the medium-term plan. It was also stated that resources already made available should be fully utilized before requesting additional resources. In connexion with the programme content, the view was expressed that more emphasis should be given to providing assistance for planning at the national level and for the study of the role of multinational corporations. Several representatives felt that the increase in resources projected for the Programme Formulation and Management component was excessive. The establishment of a special secretariat unit of five professional staff members for serving the Committee for Development Planning which was mainly responsible for this increase was questioned. In any case the resources allocated to this unit should have been shown separately. The justification for the proposal that several posts be upgraded and in particular that the Centre for Development Planning, Projections and Policies be headed by an official of the rank of Assistant Secretary-General, was also questioned.

37. It was observed that the activities carried out under the Economic and Social Projections component with regard to the development of computerized models and projections on gross domestic product investment, consumption and other national income aggregates, appeared to overlap with work covered under the Statistics programme.

38. In response, it was conceded that more concrete meaning could be given to the objectives by references to the specific tasks to be undertaken, including their time-phasing. There was, in fact, no overlapping between the activities covered under the different components; available staff was being used in a flexible manner for activities requiring most urgent attention at a given moment. There was no overlapping with the activities under the responsibility of the Centre for Social Development and Humanitarian Affairs; on the contrary, very recently a further step for meeting more effectively the objectives of a unified approach to development had been taken by transferring from the Social Development Centre two sections working on social aspects of planning to the Centre for Development Planning, Projections and Policies. There was close collaboration and a rational division of labour between the Statistical Office and the Centre for Development Planning, Projections and Policies. Outputs by the Statistical Office with regard to gross domestic product and other economic and social aggregates and variables were required inputs for the work of the Centre with regard to its development of computerized models and projections and its development intelligence work. The upgrading requested for the post of the head of the Centre, it was stated, was

justified in view of the considerable enlargement in responsibilities and scope of its functions as was recognized by the Administrative Management Service when they had made this recommendation. With reference to the questions concerning the inadequate representation in the Centre of specialists familiar with planning work in the socialist countries of Eastern Europe, it was explained that the presentation of fully qualified candidates for available positions would be very welcome and given serious consideration.

Public Finance and Financial Institutions

39. It was stated that the objectives for this programme were too imprecisely formulated; that there was redundancy in the definitions of the programme, its components and specific activities. Much of the work was closely related to work carried out by other units, inside or outside the Department, particularly the Centre for Development Planning, Projections and Policies, the Public Administration Division, UNCTAD and UNIDO. In this respect, special reference was made to the work on foreign investment, transfer of operative technology and export credits. One member stated that resources from UNDP should be made available to that programme for the continuation of interregional and regional seminars on private foreign investments. It was pointed out that the programme did not sufficiently reflect the directives laid down by legislative bodies on matters such as the promotion of a progressive system of taxation, redistribution of national income and the strengthening of national financial services which play an important role in mobilizing domestic resources for development.

40. It was explained that the existing arrangements are being re-examined and that it was expected that further consultations and studies would bring about major changes along the lines suggested by members of the Committee. At this juncture, definite answers on how the work in the tax field should continue could not be given, but consultations might be easier once an in-depth study of the question of the multinational corporations has been carried out since that problem was closely related to the question of taxation.

Statistics

41. There was a consensus that the presentation of the work programme of the Statistical Office was probably superior to most other presentations in section 7. There was also general satisfaction with the work performed by the Office and a recognition of its great importance for the work of the United Nations in the economic and social fields and in meeting high priority needs of Governments.

42. With regard to the total level of resources devoted to that programme, it was pointed out that the figures shown probably considerably understated the total cost of that programme since the Statistical Office was likely to be a heavy user of the central computer facilities both in New York and in Geneva without this cost being included. Reference was also made to the high cost of printing the publications issued by the Statistical Office. There was general agreement that information regarding the cost of computer time allocated to the Statistical Office and to other offices within the Secretariat should be furnished in order to obtain a more realistic picture of the total programme costs. In order to reach a more balanced assessment of the total cost of the publications programme, it would be important to show to what extent printing costs are, in fact, offset by proceeds from the sale of the respective publications.

Public Administration

43. A number of members felt that the objectives indicated for this programme and its components failed to convey a meaningful picture of the work to be undertaken, since they were too vaguely stated. They rather conveyed an impression of insufficient integration between the activities carried out under its different components and with work carried out by other units of the Department. Some members stressed, however, that their criticism of the presentation of the work programme should not imply a dissatisfaction with the work carried out by the Public Administration Division. The assistance rendered to developing countries in making more efficient use of available electronic data equipment was welcome. It was further noted that the programme was backstopping a large and increasing operational field programme.

44. It was agreed that perhaps the activities included in the programme were somewhat fragmented and that given the limited resources at its disposal and the heavy requirements for backstopping the operational field programme, the Division had over-extended itself. In drawing up the future programme, an effort will be made to concentrate fewer activities of greater relevance and urgency. These views will be drawn to the attention of the Third Meeting of Experts on the United Nations Programme in Public Administration to be held in 1974.

Transport and Tourism

45. The discussion concentrated on the relationship between the Tourism component with the work expected to be carried out by the future World Tourism Organization and the possibilities of eventual transfer of these responsibilities to the new organization. With regard to the work in the field of transport, a number of members stressed the need for its close co-ordination with related work carried out by the World Bank, particularly with regard to feasibility studies required for future bankable projects. The need for the development of uniform standards and methodology acceptable to both the World Bank and the Department was stressed. In that context, it was suggested that the possibility of establishing a joint division with the World Bank should be explored. A number of members stressed the great importance of transport for promoting international economic co-operation and particularly the economic growth of the developing countries. Consequently they emphasized the need for strengthening that component. One member felt that the establishment of a separate transport division within the Department of Economic and Social Affairs would be highly desirable.

46. The Committee was informed that close co-operation would be established with the World Tourism Organization once it comes into being. Likewise, close liaison is maintained with the World Bank. For example, a number of feasibility studies in the field of transport are being carried out in close collaboration with the Bank in the expectation that it will provide the financial resources needed for the execution of these projects.

Natural Resources

47. The activities in the field of natural resources received general support, particularly in view of the priority accorded to the need to encourage the most rational exploitation of the available natural resources. The Committee wished to

be reassured that the objectives of the programme were based on decisions of the Committee on Natural Resources and the Economic and Social Council. In this context, it was noted that some of the resolutions quoted as legislative basis appeared to be outdated. The need for ensuring that the programme was formulated in a balanced and consistent manner was also stressed. Activities of marginal interest in areas where methods and techniques are well known should not be undertaken. A number of specific activities outlined in the note by the Secretary-General ^{4/} were questioned and it was felt that some of them could be eliminated or more efficiently carried out by other organizations. Concern was expressed by some delegations about the prominence given to the work related to the environment and possible overlap with activities of UNEP. There was criticism that the Programme Formulation and Management component had been described in too general terms and the resources projected for it appeared excessive. Mention was made that it was also the case for this programme that there was no systematic output reporting on the accomplishments which could substantiate the verbal claims of the programme's effectiveness and success. Moreover, it was stressed that there was not sufficient indication of the necessary programming and time-phasing of the specific activities. The need for improved co-ordination within the United Nations system on matters related to natural resources was particularly stressed. The point was made that the programme had not taken into consideration the recent decisions of the Economic and Social Council, such as those regarding the question of the establishment of a natural resources revolving fund and projections. It was emphasized that international co-operation in this field must be based on respect for the permanent sovereignty of developing countries over their natural resources.

48. In response to questions raised by Committee members, it was stated that programme objectives derived from the decisions of the Committee on Natural Resources at its first and second sessions which were endorsed by the Economic and Social Council, including the guidelines for action in the development of natural resources. The programme would be reviewed in the light of the decisions adopted by the Economic and Social Council at its fifty-fourth session. As regards co-operation with UNEP, it was stated that at the first session of the Environment Co-ordination Board, it had been agreed that the UNEP programme was an over-all programme of the United Nations family as a whole, including current activities in the traditional areas of competence and responsibility of member organizations which should continue to be stimulated and encouraged.

Ocean Economics and Technology

49. Members recognized that this programme, in an important area which had received increasing attention in recent years, was a relatively new one, which still had some difficulty in defining its role. It was further noted that there appeared to be overlapping of activities among a number of organizations in this field. This impression was not dispelled by the narrative for the programme which was couched in sweeping terms but lacked precision on the objectives to be pursued as well as the work accomplished. It was difficult in some instances to relate the legislation cited as the basis of work for the specific activities to be undertaken. It was noted that many of the resolutions did not foresee work on a continuing basis. One representative was of the view that there were absolutely no reasons at present for creating an independent programme outside the existing programmes which dealt with the world's oceans. The programme envisaged for the

Department of Economic and Social Affairs in this field was mere duplication of work being done by States and by many other international organizations. He urged substantial modifications of the programme as drafted by the Secretariat. Another representative observed that the programme was a modest one and his delegation recognized the need in the Secretariat for a unit to look into the economic aspects of the oceans.

50. With respect to the question raised about apparent duplication of activities, it was stated that this programme was executed in co-operation with other units in the Secretariat and in collaboration with the concerned specialized agencies. The work envisaged derived directly from clear legislative mandates of the General Assembly and the Economic and Social Council. The Committee's attention was also drawn to the moderate level of resources requested for the programme.

Science and Technology

51. There was a general feeling that the objectives of this programme had been defined too broadly and in too ambitious terms. The narrative did not reveal how these objectives were related to programme components, to activities projected within these components or to accomplishments. Neither was it clear how these objectives could be related to accomplishments or to a continuing monitoring of performance. This deficiency applied equally to programme component and specific activity narratives. It was questioned whether recommendations of the Advisory Committee on the Application of Science and Technology to Development could be regarded as sufficient justification for a programme component. Concern was expressed over possible overlap between the activities of the programme and the work of UNESCO. There also seemed to be duplication with the work of other programmes within the Department of Economic and Social Affairs. It was felt that the main consideration for the selection of activities to be undertaken should be whether they contributed to the purpose of bringing about more effective co-operation in the use of science and technology for the promotion of economic and social development.

52. The criticism of the programme presentation was readily accepted by the Secretariat. It was stated that the whole programme had been based largely on the resolution establishing the Advisory Committee and the responsibilities assigned to that body. However, the situation is changing with the recent establishment of the Committee on Science and Technology for Development. The Committee was assured that there was full co-operation not only with the other programmes within the Department of Economic and Social Affairs but also with the specialized agencies, especially UNESCO.

Social Development and Humanitarian Affairs

53. The importance of this programme was generally recognized. However, there was an apparent lack of integration of the various components of the programme. Within this limitation, which was probably the consequence of the "soft" nature of the programme, it was considered to be well presented. Emphasis was placed on the need for applying a unified approach to economic and social development to the work. While it was noted that responsibility for the activities on the social aspects of planning had been transferred to the Development Planning, Projections and Policies programme, there was an obvious need for synchronization of many of the other

activities in the social field with the work on development planning. It was observed that the programme failed to give attention to the most pressing social problems but dealt instead with peripheral matters of a secondary importance and that there was a considerable scattering of efforts over a wide range of activities of minor importance. It was also stated that a number of activities carried out by the Centre did not have a clear legislative basis. The programme provided too many expert groups and an excessive number of ill-defined seminars not justified in terms of the objectives of the programme. One representative stated that certain activities in the social field should be dealt with at the national level rather than at the local and intermediate levels. Concern was expressed that some of the activities appeared to overlap with programmes already carried out by the specialized agencies, particularly UNESCO, and there also seemed to be some overlapping of the work with activities covered under other programmes within the Department of Economic and Social Affairs. One member observed that the objectives for the Crime Prevention and Criminal Justice component were excessively ambitious since the formulation of specific action in this field clearly was a prerogative of each sovereign State. There was general support, however, for the convening of international congresses at five-year intervals to discuss specific problems of crime prevention and for publishing a yearbook. It was agreed that this programme called for a better method of establishing priorities between components and the specific activities covered by them if scattered use of resources was to be avoided. Proper time-phasing of the planned activities was needed since, obviously, not all things could be done for all people at one time.

54. In response to these observations, it was stated that in effect close co-operation between this programme and the Development Planning, Projections and Policies programme existed and that some of the important activities which seemed to have disappeared from the programme, such as the work on income distribution, had in reality been taken over by the Development Planning, Projections and Policies programme. It was conceded that the programme may have attempted to cover too many activities, bearing in mind the limitation of resources and that this matter will be carefully reviewed in the future. It was stated that the Secretariat in the area of crime prevention had a mandate from the General Assembly to prepare the broad strategy it had proposed, and the Committee on Crime Prevention and Control considered it an important activity.

Population

55. This programme involves co-operation with a number of other programmes within the Department of Economic and Social Affairs, as well as with the several specialized agencies concerned, and has a special relationship with the work sponsored by the United Nations Fund for Population Activities. The need for establishing proper lines of demarcation of the respective responsibilities was stressed since it appeared that both within the programme and between this programme and other programmes some overlapping existed. In the view of some members, this may have been caused by a certain lack of precision in the definition of the objectives of the programme as a whole and the objectives of the various components. For example, the activities covered under the Population Trends and Structure component, the Population and Development component and the Estimates and Projections component appeared to duplicate each other to some extent. It was also stated that there was undue emphasis on research undertaken under the Fertility component, designed to effect changes in the level of fertility, including the spacing and

prevention of births. The relationship between fertility levels and other demographic levels appeared to be unclear and required closer study. It was apparent that much of the work undertaken under this programme was preparatory for the 1974 World Population Conference. It should be stated clearly what parts of the programmes served that purpose and what activities would have to be undertaken on a continued basis. Without such indications, the programme appeared to prejudice the results of the World Population Conference. It was also observed that the programme did not contain references to past regional population conferences and that the conclusions and recommendations of such conferences would need to be taken into account in the work programme.

56. It was agreed by the Secretariat that it was indeed difficult to attempt to synthesize such a complex programme which had to be developed in close collaboration with so many of the United Nations bodies. The work on developing a proper methodology for population projections and the actual preparation of world population projections were an important product of that programme which was an essential requirement for the work of the development planners within the Department and such projections had to be developed in close collaboration with such specialized agencies as the ILO, UNESCO and FAO. The overlapping between the Population and Development component and the Population Trends and Structure and the Population Estimates and Projections components was only apparent. The activities under Population and Development were mainly concerned with a continuous evaluation of the ways in which economic and social factors affected demographic trends. Another factor was that it involved analysis of the effect of population growth on the distribution of income, employment and other factors. A study of the interdependence between the population factor and development was most essential in order to provide a proper basis for decision making by legislative organs. The programme did not give undue emphasis to fertility and family planning. A number of Economic and Social Council resolutions had drawn attention to the fact that in recent years there had been a considerable decrease in the mortality rates while the fertility rates had remained at the same level. In those circumstances, many countries were interested in reducing their fertility rates. These and other important questions will be considered by the forthcoming World Population Conference.

Human settlements

57. There is considerable interdependence between this programme and a number of other programmes within the Department of Economic and Social Affairs. There are also links between the programme and the activities of other units in the economic and social fields within the United Nations system. This makes it particularly necessary to define precisely the objectives of the programme and its components. The objectives as stated at present are, however, couched in very general terms and convey an impression that no links exist between the stated objectives and the work performed. Proper cross-referencing would be highly desirable. The imbalance between the multiplicity of the indicated activities and the modesty of the allocated resources was noted. In several instances, the amounts earmarked for implementing a particular activity were clearly insufficient for reaching rather ambitiously stated objectives. Such dispersal of resources might induce inefficiency. Since available resources were limited, it was unavoidable to choose on the basis of an order of priorities. The work programme and its priorities were based on collective decisions of legislative organs and it was essential to recognize that the Secretariat could not fully meet all the demands made

simultaneously. The interrelationships between that programme and the environment programme were also questioned.

58. In response to these questions, it was conceded that the introduction of a system of cross-referencing permitting a better understanding of the relationships between the activities covered under the different components and under other programmes was essential. Despite the apparent modesty of the resources allocated to a specific activity, it was frequently possible to achieve good results through joint efforts with the secretariats of the regional economic commissions and other bodies providing consultant services. An important element of the programme is its backstopping of technical co-operation activities, largely financed from UNDP resources; efficient use of extra-budgetary funds was a contributing factor in carrying out the programme. The programme had been involved in the substantive preparation of the United Nations Conference on the Human Environment, held at Stockholm, with respect to the problems of human settlements. At present the Governing Council of UNEP is considering a report containing the recommendations of an expert group with regard to the planned Conference-Exposition on Human Settlements in the preparation of which the programme is expected to play a major role.

Management of Technical Co-operation Activities

59. In reviewing this programme, the Committee discussed several of its aspects. These related mainly to the nature and extent of the information provided on the programme in the Secretariat document, 5/ the relationship of the work under this programme to that of UNDP, the procedure and the criteria used for the distribution of the overhead resources provided by UNDP among different units and programmes of the Secretariat, and the level of resources for this programme.

60. The presentation of the programme objectives and related activities was not sufficiently concrete and did not convey a clear idea of the nature of the work performed. It was, therefore, suggested that in future more relevant and complete information should be provided. Such data should highlight the type of projects being executed, the operational details on such projects, and the policy issues concerning the planning, formulation, implementation and evaluation of projects.

61. Some members of the Committee thought that there might be an overlap of functions performed under this programme and those performed by UNDP. In this respect, the Secretariat commented upon the differences in the functions undertaken by UNDP and by the Department of Economic and Social Affairs. It was pointed out that the United Nations was one of the executing agencies of UNDP and in that capacity the United Nations executed projects approved for assistance by UNDP. The Committee was also reminded that the United Nations executed, in addition, a number of projects financed from other extra-budgetary resources, such as the United Nations Fund for Population Activities, and other trust funds. It was thus stated that no overlap existed between the functions of the United Nations in this respect and those of UNDP.

5/ E/5309/Add.1.

62. It was observed in the documents before the Committee that a considerable part of inputs under various programmes were financed from extra-budgetary resources including the overhead funds provided by UNDP. Fuller information on the procedure and criteria underlying the distribution of such resources among various units and programmes of the Secretariat was desired. It was stressed that such resources should be distributed on a fair and equitable basis among the various units of the Secretariat.

63. Some members of the Committee wondered about the constant level of resources for this programme for 1974 and 1975. In response reference was made to the past and anticipated growth of this programme and it was pointed out that the level of resources indicated in the document before the Committee was merely the pro-forma projection of the 1971/1972 levels. It was stated that in view of the recent reorganization of the Office of Technical Co-operation, no new estimates for the mid-term plans were included in the document and that it was necessary to await the results of the current manpower survey carried out by the Administrative Management Service.

Administration and common services

64. The presentation of this programme appeared to be well conceived, bringing out succinctly the respective responsibilities of the three components: Meetings, Documentation, Liaison and Special Projects; Resources and Programme Planning; and Departmental Administration and Finance. It was stressed that meeting the objectives stated under Resources and Programme Planning required that the staff allocated to that Office carried out effectively its responsibilities for properly co-ordinating and integrating the substantive programmes within the Department of Economic and Social Affairs. The modesty of the resources requested for that Office and the other components was noted. Close co-ordination of the work of the Resources and Programme Planning component with that of the Departmental Administration and Finance component was most essential. The crucial role of the work carried out under the Meetings, Documentation, Liaison and Special Projects component was fully recognized. Indeed the results achieved by the Department as a whole depended very much on a successful performance of the tasks entrusted to this programme.

65. In response to questions, it was explained that the procedures for assuring the optimum use of the limited resources allocated to travel placed a particular responsibility on the Departmental Administration and Finance Office. Likewise, the selection of qualified candidates for vacant posts within the Department, the proper training and integration of staff within the Department, the redeployment of staff and a system of rotating staff between Headquarters and the regions were another important aspect of activities under that component.

Regular Programme of Technical Assistance (section 19)

66. Doubts were expressed by some members about the desirability and the necessity of providing technical assistance on a mandatory basis while others pointed out that the provision of technical assistance by the United Nations was an obligation under the Charter and that the annual appropriations in the regular budget in this respect provided a minimum and token recognition of that obligation.

67. There was general agreement with the new orientation of the regular programme of technical assistance administered by the Department of Economic and Social Affairs. Members welcomed the emphasis on assistance to the least developed among the developing countries.

68. Some members of the Committee expressed the view that the information provided under section 19 could be usefully reclassified and shown under various appropriate substantive programmes in section 7. While recognizing the merit of this suggestion, the Committee was apprised of some difficulties involved in this respect. It was pointed out firstly, that section 19 included three parts which were administered by three different units within the Secretariat. Secondly, unlike the correspondence between financial resources and the corresponding staff positions, a substantial part of resources provided under section 19 were used in the developing countries where, within the framework of a project, funds were provided for the recruitment of experts, the provision of fellowships, and the purchase of equipment.

69. The representative of the USSR questioned the utilization of the rouble contribution which his Government made to the regular programme of technical assistance of the United Nations. He suggested that all efforts should be made to utilize these resources and that various schemes and projects, particularly in the field of training, should be considered for that purpose. The Secretariat informed the Committee that it is already engaged in discussions and negotiations with the government authorities of the USSR. The Committee was assured that every effort would be made in co-operating with the Government of the USSR in the formulation and implementation of mutually acceptable schemes and projects.

Regional economic commissions and the United Nations Economic and Social Office at Beirut (sections 8 to 12)

70. The Committee, due to shortage of time, only briefly considered on the basis of questions submitted in writing to the Secretariat sections 8, 9 and 11 on ECE, ECAFE and ECA. As no representative from ECLA and UNESOB was present during the session, the Committee did not review sections 10 and 12.

71. The representative of ECE stated that the political climate of détente was expected to result in accelerated demand on the part of Governments for the Commission's services, which had already increased considerably compared to a few years ago. In respect of many ECE meetings Governments provided the experts for the required studies. The Commission at its twenty-eighth session adopted a number of important policy decisions affecting such fields as energy, science and technology, and trade, among others. Regarding the budgetary figures concerning ECE he called the Committee's attention to the fact that the increases might give a misleading impression on account of the recent monetary realignment.

72. The representative of ECAFE stated that in pursuing its objective of promoting regional co-operation, the Commission had been successful in creating regional institutions such as the Asian Development Bank and the Asian Institute for Economic Development and Planning, for example. Regional co-operation was considered useful not only by geographically linked countries, like the Lower Mekong countries and the countries of the Association of South-East Asian Nations, but also by countries which have formed commodity communities, the Asian Coconut Community and the Pepper Community and the South-East Asian Iron and Steel Institute. ECAFE's work programme was based on recommendations by its subsidiary bodies, which at the final stage were consolidated into the programme as approved by the Commission. In this regard, reference was made to recent resolutions, such as those relating to agriculture, adopted unanimously at the last session of the Commission. There was close co-ordination of programmes with those of the specialized agencies and other bodies and the substantive divisions concerned of the Department at Headquarters.

73. The representative of ECA stated that in accordance with the recommendations adopted at the eleventh session of the Commission, attention will be focused on future monetary and trade negotiations. The United Nations Development Advisory Teams serving African countries were being expanded. Besides the teams operating from Yaoundé, Niamey, Lusaka and Dakar, another one is planned for Zaire, Burundi and Rwanda. The Commission is also assisting countries in introducing educational programmes in science and technology in their universities. The ECA Technical Committee of Experts regularly reviewed the Commission's work programme in order to co-ordinate more effectively the various sectors of the programme. The Commission's draft work programme was circulated at Headquarters and to United Nations agencies and bodies. Close co-operation was maintained with UNCTAD, UNIDO and FAO. The joint ECA/FAO Division had now been in existence for some time and the agriculture programme for Africa was approved by the FAO Regional Conference. Recently the Executive Secretary of ECA and the Executive Director of UNIDO agreed to establish a joint ECA/UNIDO Division. A joint industrial programme for Africa will be introduced as of 1 January 1974. Regarding the budget levels for 1974-1975, it was explained that the figures were influenced by the recent monetary realignment. The increases in resources requested had to be kept at modest levels despite important new projects in agriculture, transport, etc., particularly the Trans-African Highway.

Offices of the Secretary-General (section 2)

Office for Inter-Agency Affairs

74. In the context of the responsibilities of the Office for Inter-Agency Affairs for the promotion of interorganization co-operation and co-ordination, reference was made to the increased workload of the Office which, following the adoption by the United Nations of the new form of budget presentation, is expected to result from the further development of the system of prior consultations on work programmes and medium-term plans. In that connexion, the view was expressed that greater efforts were required to ensure that programmes of the various organizations of the United Nations system complement and reinforce one another. The suggestion was also made that the Office should facilitate the preparatory work necessary for the synchronization of budget cycles and the harmonization of medium-term planning periods. In view of the new framework of co-ordination that would result from the

establishment of programme budgeting, close scrutiny was urged of the need for the requested provision for a consultant to assist in the completion of a compendium of co-ordination decisions and action taken within the United Nations system during the past 25 years.

75. In response, the representative of the Office for Inter-Agency Affairs stated that during the twenty-fifth session of the General Assembly, the Fifth Committee had been informed of the initiation of this study in the context of a report by the Secretary-General on the implementation of the recommendations of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. Subsequently, the need for such a compilation had been confirmed by an Administrative Management Service recommendation. The Office for Inter-Agency Affairs did not consider that, in the circumstances, this activity could be indefinitely dispensed with, although its urgency was not so great that a postponement would cause irreparable harm.

76. Responding to further points raised during the discussion, the representative of the Office for Inter-Agency Affairs stated that the existing arrangements for prior consultations on work programmes had been very helpful in eliminating duplication, enhancing compatibility among short-term programmes and in some cases, preparing the ground for joint action. At the same time, there remained problems of procedure, presentation, and particularly of timing which sometimes made it difficult quickly to adjust such programmes in response to comments made thereon by interested organizations. He recalled, however, that in addition to the formal procedures for prior consultations, there were other ways in which organizations consulted together during the period of programme and budget preparation in an attempt to ensure complementarity and compatibility in the formulation of sectoral or intersectoral programmes.

77. The representative of the Office for Inter-Agency Affairs also stated that with the initiation by the United Nations of a system of programme budgeting within a biennial cycle and medium-term programming, the way had now been cleared for the organizations of the United Nations system to move towards a measure of collective planning and greater complementarity of programmes. In its most recent report, 6/ the Administrative Committee on Co-ordination (ACC) had commented at some length on this matter and had identified a number of issues, including the synchronization of budget cycles, which require attention both at the intersecretariat and intergovernmental levels. A number of these issues would be the subject of study at the periodic meetings of programme planning officers which ACC proposed to convene on a regular basis; it was expected that these issues would be examined at a lower level of generality and a higher level of substance than they had been at the two similar meetings held during 1971 in Paris and New York. ACC's assessment of the difficulties encountered in the application of existing arrangements for prior consultations, and the results achieved thus far together with the suggestions for their further improvement and extension would also be the subject of an exchange of views at the CPC/ACC Joint Meetings early in July. The Office for Inter-Agency Affairs would be fully involved in these developments.

6/ E/5289.

Office of the United Nations High Commissioner for Refugees (section 13)

78. Some delegations referred with appreciation to the efficient manner in which the Office was conducting the functions entrusted to it. Mention was also made of the clarity of the presentation of section 13 and the frankness with which the special concerns of UNHCR had been indicated. The view was also expressed that whilst CPC itself was not entering into details of the UNHCR programme and budget, it was the hope of the Committee that the views of bodies such as the Executive Committee of the High Commissioner's Programme, the Economic and Social Council and the Advisory Committee on Administrative and Budgetary Questions would be transmitted together with the proposals of the High Commissioner to the General Assembly.

79. One delegation expressed the view that there appeared to be an inexplicable and mechanical increase in funds sought from the regular budget in 1974 and 1975 and that these increases should, more appropriately, be met from voluntary contributions.

80. The representative of UNHCR indicated that the 1974 programme and budget had recently been studied in depth by the Executive Committee of the High Commissioner's programme and, additionally, that it was being considered by the Advisory Committee on Administrative and Budgetary Questions. He added that the reports of these two bodies would, indeed, be available to the General Assembly. Referring to the growth rate in the regular budget, he pointed out that, in so far as 1974 was concerned, the 19.7 per cent increase was due almost entirely to modifications of exchange rates and to inflation, while actual increases in the resources requested amounted to only 1.3 per cent. As far as 1975 was concerned, the expected increase of 5.6 per cent was calculated exclusively on the basis of probable inflation. He added that the small increase proposed for public information activities represented, in fact, an investment for UNHCR as it was these activities that would enable the organizing of fund-raising campaigns of which UNHCR would be the principal beneficiary.

United Nations Conference on Trade and Development (section 14)

81. A number of members of the Committee having observed that the UNCTAD programme budget had already been examined by the Trade and Development Board, the representative of the UNCTAD secretariat confined his remarks to the procedure followed by the Board in reviewing the work programme and budget and to questions pertaining to the new format. The work programme which had been examined by the Board at the first part of its twelfth session included an analysis of the impact of the decisions taken at the third session of the Conference on the activities of UNCTAD. At the second part of the twelfth session the Board had before it the programme budget for 1974-1975 in its new presentation. The Committee was informed of the type of supplementary information and analysis which had been made available to the Board, particularly at the latter session. The Board had welcomed such additional material and requested that it again be provided at future examinations of the programme budget. The Board also requested the Secretary-General of UNCTAD to transmit the relevant parts of its reports on the first and second parts of the twelfth session to the appropriate United Nations bodies for their consideration.

United Nations Industrial Development Organization (section 15)

82. In a brief introductory statement, the representative of UNIDO referred to the recent consideration of UNIDO's work programme by the Industrial Development Board. In this connexion, reference was made to the establishment by the Board of a special intergovernmental committee to deal with the question of the Long Range Strategy for the activities of UNIDO. It was indicated by members of the Committee that the Board had gone further into programme details than CPC had been able to do under the present circumstances of time shortage.

83. Questions raised concerned the lack of clarity in the description of programme components, the increase in funds for consultants' services and publication requirements. The question of the role of UNIDO in the field of natural resources was raised. One member thought that UNIDO should take over functions in this field presently performed by the Resources and Transport Division at Headquarters, while another member opposed this idea and recalled the discussion of this issue at the third session of the Committee on Natural Resources. The question of establishing a central unit for programme direction and co-ordination in UNIDO was raised, as it was felt that such a unit might be superfluous in view of the functions performed by the Resource Planning Office at Headquarters. The representative of UNIDO, in response to the last question, felt that there would be no overlapping between the two planning and co-ordination units.

United Nations Environment Programme (section 16)

84. There was broad recognition of the importance of the Environment Programme. It was emphasized that the Governing Council at its meeting in January 1974 would determine the thrust and direction to be taken with regard to the environment. The biennial work programme and budget and medium-term plans, as prepared, represented an interim work programme until the Governing Council could complete its work and make specific recommendations for 1974 and beyond.

85. There was some concern that the programmes as presented regarding the environment were confusing and gave the appearance of duplication or overlap. Concern was also expressed that there should not be overlapping or duplication between the work programme of the environment secretariat and that of other organizational units. It was agreed that all work with regard to the environment should be well co-ordinated to eliminate duplication of effort.

86. Emphasis was placed on the need for a better linkage between the medium-term plan and the biennial work programme and budget. There was general agreement that other budgetary funding, as well as regular budget funding, should be shown in both the medium-term plan and biennial budget documents. The biennial work programme and budget document did not reflect other budgetary funding requirements.

Office of the United Nations Disaster Relief Co-ordinator (section 17)

87. In the context of the request for strengthening the staff and emergency assistance resources available to the United Nations Disaster Relief Co-ordinator, the question was raised as to whether this was a sign that the Office of the

Disaster Relief Co-ordinator was going to grow into another large bureaucracy, and whether the increase in staff indicated that the Office would become involved in long-term rehabilitation and reconstruction activities.

88. Responding to points raised during the discussion, the representative of the Secretary-General stated that the United Nations Disaster Relief Co-ordinator fully intended to maintain a lean operation and did not intend to become involved in rehabilitation and reconstruction efforts, but would phase out his activities following the emergency period of a disaster, as was required by General Assembly resolution 2816 (XXVI). He also pointed out that the Disaster Relief Co-ordinator's role is one of co-ordinating assistance and stimulating interest in disaster relief and pre-planning, and not an operational role which would interfere with activities being carried out by other United Nations programmes and organizations.

89. Requests were made for additional information on the activities of the Disaster Relief Office, and particularly on how the workload of the Office related to the need for additional staff resources. The question was also raised as to what provisions had been made for dealing with the famine in the Sudano-Sahelian zone of Africa.

90. The representative of the Secretary-General explained what steps were being taken by the United Nations with regard to the Sudano-Sahelian zone of Africa, and said that he would pass on the questions raised during the discussion to the Disaster Relief Co-ordinator for his further action.

Narcotics control (section 18)

91. One representative emphasized the extreme seriousness of the recent growth of drug abuse in certain regions and its absence in certain countries. He felt in this connexion that only strict internal measures taken by the national Governments could ultimately solve the problem. He criticized the establishment by the Economic and Social Council of new subsidiary organs, and, in general, the proliferation of United Nations machinery for the control of narcotic drugs. The representative of the Secretary-General drew attention to the trend towards regionalization of enforcement activities as expressed by the creation of a Sub-Commission on Illicit Traffic in the Near and Middle East and an Ad Hoc Committee for the Far East Region (Council resolutions 1776 (LIV) and 1780 (LIV) respectively). He also spoke of the progress of the United Nations Fund for Drug Abuse Control, and described some of its projects and sponsored research activities. He called attention to the possibility of the coming into force, within the period 1974-1977, of the Convention on Psychotropic Substances, 1971, and the Amendments to the Single Convention on Narcotic Drugs, 1961, adopted in 1972, and pointed out that this would formally enlarge the scope of the work of the United Nations in this field.

Human rights (section 20)

92. In an introductory statement, the Director of the Division of Human Rights recalled the great importance which the competent United Nations organs attached to the activities of the Organization in the field of human rights. He stated that in such a sensitive area as that of human rights it was difficult to make projections since new activities had to be undertaken sometimes with priority as

and when the problems were identified by the competent organs. It could be anticipated that the launching of such programmes as the Decade for Action to Combat Racism and Racial Discrimination and the expected entry into force in the near future of the International Covenants on Human Rights would constitute major activities continuing beyond the current medium-term plan. He assured the Committee that in carrying out the projects required by governmental bodies the Division of Human Rights was making every effort to achieve maximum economy. In fact, the estimates of expenses for the coming years provided for a very modest increase in cost.

93. One representative expressed the view that the increase in cost was mainly due to the setting up of new bodies, the initiating of unnecessary studies and the excessive recourse to consultants. Some other representatives did not share this view. They noted that the increase was of a minor scope especially when considering that the results to be derived from the execution of the programme could not be quantified and believed that the significant work carried out by the Division justified the relatively small amount of expenditure involved. One representative drew attention to the table summarizing the estimated expenditure reflected in the 1974-1975 programme budget for economic, social and human rights activities contained in document E/AC.51/70, paragraph 6, which indicated that one of the smallest percentage rates of increase in 1974 and 1975 was in the area of human rights.

94. The Director of the Division stated that there had not been any new human rights bodies recently established, that all studies were being undertaken under resolutions of competent organs including the General Assembly, and that the use of consultants was limited to projects where the required expertise was not available in the Division.

95. In reply to a question as to why the Division of Human Rights had not been transferred to Geneva in accordance with the decision taken by the General Assembly at its last session, the Director of the Division explained that to the best of his knowledge the decision of the Assembly had been taken essentially on the basis of factors of a financial character prevailing at the time of the twenty-seventh session of the General Assembly. In the light of developments since the closing of that session, the Secretary-General had decided to postpone the transfer until he could consult the Assembly as early as possible during its twenty-eighth session.

III. RECOMMENDATIONS

96. The Committee for Programme and Co-ordination recommends that the Economic and Social Council in examining the work programme and budget for 1974-1975 and the medium-term plan for 1974-1977 in the economic, social and human rights fields, take into account the comments by the members of the Committee for Programme and Co-ordination at its fourteenth session as well as the following conclusions:

A. Recommendations resulting from the general debate on the format and presentation of the work programme for 1974-1975 and the medium-term plan for 1974-1977

- (1) Objectives and legislative directives - Should be clearly and concretely stated, in quantifiable terms, wherever possible, and related directly to specific legislative resolutions.
- (2) Alternative means of action - Should be presented as to programmes and programme components, with the resource requirements given for each alternative, to permit the legislative bodies to endorse the most rational programme choices.
- (3) Priorities - Should be stated giving the weight of each programme and programme component in relation to the other to permit the selection of the most important priorities consistent with the funds which can be expected to be made available.
- (4) Programme formulation - Clearer indication should be given as to the relationships between objectives and the means of action for accomplishing them.
- (5) Time-phasing - Specific activities should, wherever possible, be clearly stated in terms of length of time required for their execution.
- (6) Programme co-ordination - The programme structure and terminology should be improved to permit better co-ordination of programmes and programme components among United Nations organizational units and within the same organizational unit.
- (7) Programme appraisal and implementation - There should be systematic techniques and procedures to undertake periodic evaluation of how resources were used in relation to programme objectives. Results of this evaluation should be clearly and precisely stated in the work programme and budget and the medium-term plan. A management information system should be introduced at the earliest possible date.
- (8) Planning - The work programme should be drawn up within the framework of the medium-term plan and conceived as its first instalment.

(9) Form of the programme budget - Suggestions for successive steps that might be taken to move towards a true programme budget include:

- (a) Cross-referencing to facilitate identification of related activities under different programmes and sections in the budget;
- (b) Presenting selected programme areas across organizational units;
- (c) Instituting procedures for in-depth analysis of all programmes phased over a period of time;
- (d) Basing the format on the programme structure while identifying the organizational centres of responsibility.

(10) Programme budget review process - The presentation of programme budget documents to higher intergovernmental bodies should go forward with the results of the deliberations of the appropriate regional and over-all programme review bodies to permit the former to focus attention on major policy issues or on points of criticism or disagreement requiring resolution.

(11) System-wide co-ordination - The programme budgeting system should be utilized for the proper co-ordination of related programmes and for ensuring the complementarity of activities throughout the United Nations family of organizations. This might be ensured by involving programme planning officers of the specialized agencies more directly in the work of the Economic and Social Council bodies responsible for carrying out co-ordination functions.

(12) Indirect costs - Information should be provided in so far as possible on the allocation of indirect costs to programmes to which they relate.

(13) Source of funds - Information should be provided on extra-budgetary resources by source of funds.

B. Recommendations resulting from the review of the work programme and budget for 1974-1975 and the medium-term plan for 1974-1977

Section 6: Policy-making organs - Economic and social activities

Efforts should be made to present a more realistic picture of total resources allocated to the performance of policy-making functions. A first step in that direction would be to attribute all clearly identifiable costs to the individual policy-making organs. For instance, the estimated expenditure for the Economic and Social Council secretariat could be included under the costs for that organ. Similarly, costs of documentation such as the provisional agenda, in-session documentation and the final report specifically provided for particular organs should be clearly brought out. Likewise, the cost of meetings services should be shown for each organ.

Section 7: Department of Economic and Social Affairs

(1) The establishment of a separate secretariat unit to service the Committee for Development Planning should be clearly identified, either under section 6, or as a component under the Development Planning, Projections and Policies programme, and justified accordingly.

(2) The case for the higher priority attached to the Development Planning, Projections and Policies and Statistics programmes, as reflected in the increase of new posts, should be more clearly stated in the narrative.

(3) The total cost of the Statistics programme should be shown, e.g. the cost of computer time and the net cost of the printing programme should be indicated.

(4) The work programme on public finance and financial institutions should be modified in order to obtain a better integration of the activities carried out under the programme with other units of the Department of Economic and Social Affairs and other units in the Secretariat.

(5) The need for a greater concentration of effort in the Public Administration programme should be called to the attention to the Third Meeting of Experts on the United Nations Programme in Public Administration.

(6) The programmes in Science and Technology, in Ocean Economics and Technology, in Population and in Development Planning, Projections and Policies need careful review in order to establish a closer connexion between objectives, programme components and work activities.

(7) The Social Development and Humanitarian Affairs programme should avoid tendencies towards dispersal of efforts.

97. The Committee for Programme and Co-ordination recommends that the report on its fourteenth session, together with the summary records of the session, be transmitted to the General Assembly at its twenty-eighth session.

ANNEX

Agenda of the fourteenth session

1. Adoption of the agenda
2. Work programme and budget for 1974-1975 and the medium-term plan for 1974-1977 relating to economic, social and human rights activities
3. Adoption of the report of the Committee on its fourteenth session to the Economic and Social Council

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