

**REPORT  
OF THE  
COMMITTEE  
FOR PROGRAMME AND CO-ORDINATION  
on the work of its twentieth session**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS: THIRTY-FIFTH SESSION

SUPPLEMENT No. 38 (A/35/38)



**UNITED NATIONS**

**REPORT  
OF THE  
COMMITTEE  
FOR PROGRAMME AND CO-ORDINATION  
on the work of its twentieth session**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS: THIRTY-FIFTH SESSION

SUPPLEMENT No. 38 (A/35/38)



**UNITED NATIONS**

New York, 1980

**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.**

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
Abbreviations . . . . .		v
<u>Chapter</u>		
I. ORGANIZATION OF THE SESSION . . . . .	1 - 11	1
II. PROCESS OF PROGRAMME PLANNING IN THE UNITED NATIONS . .	12 - 53	3
A. Legislative authority . . . . .	12 - 13	3
B. Background . . . . .	14 - 16	3
C. Discussion . . . . .	17 - 53	4
III. EVALUATION . . . . .	54 - 77	11
A. Legislative authority . . . . .	54	11
B. Background . . . . .	55 - 59	11
C. Discussion of general themes . . . . .	60 - 73	13
D. Discussion of the report on the programme on transnational corporations . . . . .	74 - 77	16
IV. CROSS-ORGANIZATIONAL PROGRAMME ANALYSES . . . . .	78 - 128	17
A. Energy programmes of the United Nations system . .	78 - 99	17
B. Rural development programmes of the United Nations system . . . . .	100 - 128	21
V. REVIEW OF OPERATIONAL ACTIVITIES . . . . .	129 - 164	29
A. Legislative authority . . . . .	129 - 130	29
B. Background . . . . .	131 - 132	29
C. Discussion . . . . .	133 - 164	30
VI. REGIONAL CO-OPERATION AND DEVELOPMENT . . . . .	165 - 191	40
A. Legislative authority . . . . .	165 - 166	40
B. Background . . . . .	167 - 170	40
C. Discussion . . . . .	171 - 191	42

CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
VII. REPORTS OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION	192 - 228	46
A. Legislative authority . . . . .	192 - 195	46
B. Background . . . . .	196	47
C. Discussion . . . . .	197 - 228	47
VIII. MEDIUM-TERM PLAN . . . . .	229 - 313	53
A. Proposed revisions to the medium-term plan for the period 1980-1983 . . . . .	229 - 289	53
B. Programme performance of the United Nations for the biennium 1978-1979 . . . . .	290 - 313	63
IX. CONSIDERATION OF THE PROVISIONAL AGENDA FOR THE TWENTY-FIRST SESSION OF THE COMMITTEE . . . . .	314 - 318	68
X. CONCLUSIONS AND RECOMMENDATIONS . . . . .	319 - 381	69
A. Process of programme planning in the United Nations	319 - 340	69
B. Evaluation . . . . .	341 - 356	73
C. Cross-organizational programme analyses . . . . .	357 - 361	77
D. Review of operational activities . . . . .	362 - 363	80
E. Regional co-operation and development . . . . .	364	80
F. Reports of the Administrative Committee on Co-ordination . . . . .	365 - 366	81
G. Joint meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination . . . . .	367	83
H. Medium-term plan . . . . .	368 - 377	83
I. Programme performance of the United Nations for the biennium 1978-1979 . . . . .	378 - 379	86
J. Provisional agenda for the twenty-first session of the Committee . . . . .	380	86
K. General recommendation . . . . .	381	87

ANNEXES

I. AGENDA FOR THE TWENTIETH SESSION . . . . .	88
II. LIST OF DOCUMENTS BEFORE THE COMMITTEE AT ITS TWENTIETH SESSION . . . . .	89

## ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
CPC	Committee for Programme and Co-ordination
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
ECWA	Economic Commission for Western Asia
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IMF	International Monetary Fund
IOB	Inter-Organization Board for Information Systems and Related Activities
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
WFC	World Food Council
WFP	World Food Programme
WHO	World Health Organization

## CHAPTER I

### ORGANIZATION OF THE SESSION

1. The Committee for Programme and Co-ordination held two organizational meetings at United Nations Headquarters (616th and 617th meetings) on 19 March 1980.
2. The agenda for the twentieth session (E/AC.51/1980/1), adopted by the Committee at its 616th meeting, is reproduced in annex I. The list of documents before the Committee is contained in annex II.
3. The Committee held its twentieth session at United Nations Headquarters from 5 May to 14 June 1980. It held 61 meetings (618th to 678th meetings).
4. At the 618th and 624th meetings, on 5 and 9 May 1980, the Committee elected the following officers by acclamation:

Chairman: Mr. Michael G. Okeyo (Kenya)

Vice-Chairmen: Mr. Mirko Bunc (Yugoslavia)  
Miss Ana del Carmen Richter (Argentina)  
Mr. Leif Skare (Norway)

Rapporteur: Mr. Satyabrata Pal (India)

5. The following States members of the Committee were represented:

Argentina	Norway
Belgium	Romania
Brazil	Sudan
Burundi	Trinidad and Tobago
Costa Rica	Union of Soviet Socialist Republics
France	United Kingdom of Great Britain and Northern Ireland
Ghana	United Republic of Tanzania
India	United States of America
Indonesia	Yugoslavia
Japan	
Kenya	

6. The following States Members of the United Nations were represented by observers:

Austria	Netherlands
Canada	Philippines
Finland	Sweden
Germany, Federal Republic of	Uganda

7. The following specialized agencies were represented:

The International Labour Organisation  
Food and Agriculture Organization of the United Nations  
United Nations Educational, Scientific and Cultural Organization  
World Health Organization  
World Bank  
International Fund for Agricultural Development

The International Atomic Energy Agency was also represented.

8. Present also at the session were the Director-General for Development and International Economic Co-operation, the Executive Secretary of Economic Commission for Europe, the Assistant Secretary-General for Secretariat Services for Economic and Social Matters, the Assistant Secretary-General for Programme Planning and Co-ordination and other senior officials of the United Nations Secretariat, as well as representatives of ECA, ECLA, ECWA and ESCAP. Representatives of UNCTAD, UNIDO, UNEP, the United Nations Centre for Human Settlements (Habitat), UNDP, UNFPA, UNICEF, WFP, WFC and IOB also attended the session.

9. At the invitation of the Committee, Mr. Maurice Bertrand, Inspector of the Joint Inspection Unit, participated in the Committee's discussion of the process of programme planning in the United Nations (agenda item 3).

#### Format of the Committee's report

10. Pursuant to Economic and Social Council resolution 1979/69 of 2 August 1979 and General Assembly resolution 34/50 of 23 November 1979, the Committee reviewed the format of its report and introduced specific adjustments in order to facilitate its consideration by the Economic and Social Council and the General Assembly.

#### Adoption of the Committee's report

11. The Committee considered and adopted its draft report on the twentieth session (E/AC.51/1980/L.3 and Add.1-16), as orally revised, at its 652nd and 666th to 678th meetings, held on 30 May and from 10 to 14 June 1980.



## CHAPTER II

### PROCESS OF PROGRAMME PLANNING IN THE UNITED NATIONS

#### A. Legislative authority

12. The Committee had considered the process of programme planning in the United Nations at its nineteenth session. A summary of the Committee's discussions as well as its conclusions and recommendations were contained in the Committee's report on its nineteenth session. 1/ By decision 1979/66 of 3 August 1979, the Economic and Social Council endorsed those conclusions and recommendations. By resolution 34/224 of 20 December 1979, the General Assembly also endorsed the conclusions and recommendations of the Committee and decided to establish certain principles and guidelines for medium-term planning in the United Nations (see paras. 2 (a) to 2 (r) of Assembly resolution 34/224).

13. For its twentieth session, the Committee had requested the Secretariat to provide model medium-term plan programmes on the basis of general principles and specific recommendations formulated at its nineteenth session, 2/ and two programmes selected for the preparation of models being those on commodities and transnational corporations.

#### B. Background

14. The Committee considered agenda item 3 entitled "Process of programme planning in the United Nations", at its 645th to 652nd meetings, held from 27 to 30 May 1980. For its consideration of the item the Committee had before it the following documents:

(a) Report of the Secretary-General on model medium-term plans (A/C.5/35/3 and Corr.1);

(b) Report of the Secretary-General on a draft calendar for the preparation of the proposed medium-term plan 1984-1989 (A/C.5/35/4 and Corr.1);

(c) Note by the Secretariat on the time-table for the preparation of the biennial programme budget (E/AC.51/1980/CRP.2 and Corr.1).

15. In oral introductions of the reports, the following points were made:

(a) In its discussion of the topic at its nineteenth session, the Committee, having examined the issue, had decided that the time horizon of the plan would be six years. Furthermore, the Committee had extensively discussed many other technical issues, such as whether the plan should have a rolling or fixed basis,

---

1/ Official Records of the General Assembly, Thirty-fourth Session, Supplement No. 38 (A/34/38), chap. II and chap. VIII, sect. B.

2/ Ibid., chap. VIII, sects. B and G.

and had considered the hierarchical structure of the plan. There had also been a preliminary discussion of the involvement of regional, sectoral and other intergovernmental bodies in the preparation of the next plan. These discussions were reflected in the documentation presented to the Committee.

(b) It had been possible to formulate the commodities plan of UNCTAD in terms of an objective-based programme structure, but this had not been possible for the transnational corporations programme. There was a different treatment of time-limited objectives and continuing activities in the two models.

(c) On the issue of a fixed or rolling basis for the next plan, there were advantages and disadvantages to each. Since the agencies had fixed plans, the adoption of such a basis for the United Nations plan would facilitate co-ordination. The rolling plan, however, would provide greater flexibility of response.

(d) The report on the calendar for the preparation of the medium-term plan (A/C.5/35/4 and Corr.1) examined, as requested, the feasibility of the full involvement of the sectoral, regional and other bodies and concluded that this was feasible but would involve either a considerable disruption in the calendar of meetings or the establishment of ad hoc subsidiary bodies which would be entrusted with the review of the plan. Various units and organizations had indicated that they would encounter practical difficulties in complying with the time-table providing for a full involvement of all organs, as well as with a shorter time schedule which, although allowing for a reduction in the number of organs to be involved, still required a substantial rescheduling of meetings. A third alternative feasible within the current calendar of meetings had also been proposed.

16. The Joint Inspection Unit, in commenting on the documentation, observed that:

(a) There was resistance to planning in the Secretariat and the report on the model plans did not hide the difficulties encountered in producing them. As the grades of officials were linked to existing administrative structures, there was a natural resistance to change. None the less, plans should be organized by objective and administrative structures should reinforce rather than impede efforts to attain objectives;

(b) The Joint Inspection Unit favoured the simpler solutions to the problem of the participation of subsidiary bodies in the preparation of the plan;

(c) The report on the identification of output in the programme budget of the United Nations (A/C.5/35/2 and Corr.1) was valuable, and a similar report should be written on the treatment of objectives and strategies in the medium-term plan.

### C. Discussion

17. In its discussion of this item, the Committee focused on the following themes:

(a) Planning process:

- (i) Involvement of regional, sectoral and other organs in the preparation of the medium-term plan;
- (ii) Priority setting;
- (iii) Co-ordination as part of the planning process.

(b) Medium-term plan:

- (i) Basis;
- (ii) Objectives of the programme plans.

(c) Preparation of the programme budget

18. The Committee expressed satisfaction with the quality of documentation.

(a) Planning process

(i) Involvement of regional, sectoral and other organs in the preparation of the medium-term plan

19. The Committee stressed the importance of the participation of the subsidiary bodies of the Economic and Social Council, the sectoral organs and the regional commissions in the formulation and review of the plan. It was stressed that any future long-term programme of work of programme-formulating bodies should cover the six-year period 1984-1989.

20. Full involvement of all intergovernmental organs in the formulation and review of the plan was desirable and important; however, this could not justify an extensive rescheduling of the calendar of meetings, since their substantive activities might be disrupted by a change in their calendar of work.

21. The procedure suggested in the report of the Secretary-General (A/C.5/35/4, para. 86) was acceptable to the Committee; therefore all organs would meet as currently scheduled or delegate the review of the plan to an ad hoc body if they so wished. Programme managers should prepare the draft of their portion of the plan in time to be submitted for review by the normal session of the competent body or of an ad hoc subsidiary body as the case might be. It was considered acceptable that the preparations should start as early as 24 months before the General Assembly reviewed the plan.

(ii) Priority setting

22. The Committee agreed that it should continue, pursuant to the mandate laid down in Economic and Social Council resolution 2008 (LX) of 14 May 1976 and General Assembly resolution 31/93 of 14 December 1976, to recommend priorities to the General Assembly as part of the planning process and that these priorities should be among major programmes and, where possible, at lower levels. In this connexion, it was recalled that the Secretariat was required to specify the highest and lowest priority programme elements within each programme in presenting the proposed programme budget.

23. There was less immediate agreement on the nature of the priority setting mechanism, which was considered in detail and from several perspectives. In the past, this had been in terms of relative growth rates for the regular budget, but it was felt that distinction could and should be made between programme and financial priorities and that the Committee should avoid financial recommendations. High-priority programmes, such as those supporting negotiations, did not necessarily require the largest share of resources or high growth rates. They should, of course, have a first claim on resources. A lower priority area, such as an information system, might in fact require a much larger amount of resources. Perhaps the recommendation could simply consist of a table showing programmes grouped according to categories, such as high, average and low priority. It would then be the responsibility of the Fifth Committee to match priorities and resource claims, with the assistance of the Advisory Committee on Administrative and Budgetary Questions.

24. It was also argued, however, that since the Advisory Committee on Administrative and Budgetary Questions was an expert advisory body, and not an intergovernmental body like the Committee for Programme and Co-ordination, it was not in a position to deal with the issue of priorities, though the Fifth Committee needed assistance in making judgements between programmes. The Committee for Programme and Co-ordination had the mandate and therefore the responsibility to give this advice. The recommendations of that Committee had been used by the Office of Financial Services in the instructions for the last two budgets and, in the absence of such recommendations, it was feared that resource growth might go to the programmes that were most skilful in mobilizing resources.

25. The Committee felt that if it were to make recommendations on priorities it should base these recommendations on the views of specialized intergovernmental bodies if the participation of these bodies in the planning process were to have any relevance.

26. Apart from the problem of how to set priorities in the next plan, the Committee recognized the immediate problem of giving guidance to the Secretariat on the next budget. However, the Committee realized that if no table of priorities were submitted the programme budget for 1982-1983 would be drawn up by the Secretariat on the basis of the existing priorities, which had been recommended by the Committee for Programme and Co-ordination at its eighteenth session. 3/

27. Although the Committee had no agreed criteria for the setting of programme priorities, it proposed the relative real growth rates to be used by the Secretary-General in formulating the proposed programme budget for the biennium 1982-1983. The Committee considered a proposal to change the priorities among six of the major programmes, namely, the programmes on political and Security Council affairs activities; food and agriculture; human settlements; industrial development; international trade; and science and technology. With the exception of the programme on international trade, the Committee agreed to recommend changing the priorities for those programmes from those used in the previous biennium (1980-1981) (see chap. X, para. 325).

---

3/ Ibid., Thirty-third Session, Supplement No. 38 (A/33/38), para. 54.

## Observations and reservations

28. Some delegations noted that average priority should not mean stagnation and if the budget had an average of zero growth the whole notion of priority setting became academic. Furthermore, circumstances changed and priorities should not remain static.

### (iii) Co-ordination as part of the planning process

29. The Committee stressed that the planning process was also a co-ordination process. In particular, co-ordination with the agencies should be one of the main outcomes of United Nations planning. Noting that progress had been slow under the prior consultation procedures, the Committee expressed the hope that the cross-organizational programme analyses could be used as instruments for identifying selected areas for joint planning as required by the General Assembly in its resolution 32/197 of 20 December 1977. The Committee felt that, since the next round of plans in the system would be synchronized (all covering the period 1984-1989), this should facilitate co-ordination even though the plans were different in structure.

### (b) Medium-term plan

#### (i) Basis

30. Considering a choice between a rolling or a fixed plan, the Committee recognized that this would not be a choice between absolutes, since a rolling plan would be expected to have continuity while a fixed plan would have to be revised every two years. Both stability and flexibility of response to changing circumstances were necessary features of the plan.

31. The revision to the 1980-1983 plan had shown that only a small portion of the plan needed to be altered, though by and large, major changes in 1980, such as those with regard to UNCTAD and UNIDO, had been incorporated in the revisions. Some concern was therefore expressed about the ability of the Secretariat to make refinements in procedures and methodology if a fixed horizon plan were adopted. There was also concern about putting a straitjacket on specialized intergovernmental bodies. It was suggested that a decision should be postponed until it could be seen to what extent these bodies participated in the preparation of the plan and whether or not they could comply with the requirements of General Assembly resolution 31/93. However, that resolution itself might need revision.

32. The Committee felt that the next plan should be flexible, with a six-year horizon and two adjustments at the end of the second and fourth years. There was no need to take a decision at the current session on whether the plan would have a fixed or rolling basis. This decision need only be taken after the experience of the first revision to the plan.

#### (ii) Objectives of the programme plans

33. There was a clear preference in the Committee for an objective-based structure to the programme plans, as distinct from the use of the existing administrative structure. Only in rare and difficult situations should recourse be made to the administrative structure. This exception should be a joint

decision of the unit concerned and the Office for Programme Planning and Co-ordination of the Department of International Economic and Social Affairs of the Secretariat.

34. It was agreed that it was desirable for administrative structures to be adapted to objectives, although this was not a short-term process.

35. It was further agreed that the link between the plan and the budget should be preserved so that, as a consequence, all plans at the programme level would continue to be plans of administrative units, usually divisions. The objective-based plan structure was to be that of the set of subprogrammes in each programme.

36. The Committee believed that failure to set definite, time-limited objectives was often the result of confusion between intergovernmental objectives and those of the Secretariat. There should therefore be a clear distinction between the two and a clear conception of a hierarchy of objectives.

37. Objectives at the highest level could not always be time-limited, but at the level of the plan, which defined the Secretariat's proposed programme of activity, these must necessarily be definite time-limited objectives, on the basis of which both the progress and the quality of work could be measured.

38. In order to ensure that the distillation of mandates into programmes was a faithful reflection of the wishes of Member States, intergovernmental bodies should, to the greatest extent possible, assist the Secretariat in synthesizing objectives.

39. The plan narrative should not be repetitious.

(c) Preparation of the programme budget

40. In the context of its review of the planning process in the United Nations, and in particular of the draft calendar for the preparation of the next proposed medium-term plan, the Committee also considered the time-table for the preparation of the biennial programme budget, contained in a note (E/AC.51/1980/CRP.2 and Corr.1) prepared by the Secretariat, pursuant to a request by the Committee at its nineteenth session.

41. In its discussion of the subject, the Committee focused its attention on the following points:

(a) Time-table for the preparation of the proposed programme budget for the biennium 1982-1983;

(b) Harmonization of the work of the Committee and the Advisory Committee on Administrative and Budgetary Questions on the preparation and review of the proposed programme budget.

(a) Time-table for the preparation of the proposed programme budget for the biennium 1982-1983

42. The Committee felt that the time-table proposed in the note by the Secretariat would not be compatible with the timing of its next session if it were

to take place as usual in May and June, as the budget document would not be available to the Committee sufficiently in advance for it to be able to review the programme aspects of the budget. It found completely unacceptable the possibility, hinted at in paragraph 13 of the note, that the budget might not be available at all during the 1981 session. In that connexion, it was recalled that, in 1979, the programme budget for the biennium 1980-1981 had been circulated so late that the Committee had been forced to postpone the latter part of its session to September 1979. In order to consider the programme proposals in the budget and ensure that it would be able to undertake the programme review of the next budget, the Committee proposed that the programme budget for the biennium 1982-1983 should reflect a full programme analysis and should be circulated in all the working languages by the end of April 1981.

43. The Secretariat explained that the Budget Division was heavily engaged during the General Assembly and could not therefore concentrate on the preparation of the budget until early in the following year, but that it should be possible to present the budget proposals to the Committee by 8 May 1981.

44. The Committee believed that there were a variety of options open to the Secretariat that could be further explored, and through which it must be possible both to schedule the preparation of the budget and to allocate staff resources during the General Assembly, so that adequate programme analysis could be undertaken and the budget could be finalized and distributed by the appropriate secretariat units well before the end of April 1981.

45. In programme terms, the Committee believed that the delivery of the budget on time was in itself a time-limited objective, which could be measured and evaluated, and that the Budget Division's performance should largely be judged on the satisfactory execution of that task.

46. The Committee noted with satisfaction in that connexion, that the Secretariat would be issuing instructions for the preparation of the budget early in September, thus assuring programme managers of a longer period for the formulation of their proposals and for a programme analysis and comparison with the previous biennium.

(b) Harmonization of the work of the Committee for Programme and Co-ordination and the Advisory Committee on Administrative and Budgetary Questions on the preparation and review of the proposed programme budget

47. The Committee felt that it would facilitate better co-operation with the Advisory Committee on Administrative and Budgetary Questions if the programme budget were to be submitted earlier than had been proposed in the note by the Secretariat on the time-table for its preparation (E/AC.51/1980/CRP.2 and Corr.1). By reviewing the programme aspects of the proposed programme budget at an earlier date, the Committee could make its recommendations known to the Advisory Committee, which would take them into consideration in its deliberations.

48. The Committee's attention was drawn to the observations of the Advisory Committee on paragraph 7 of the note by the Secretariat.

49. The Advisory Committee agreed that it was desirable that, when the Advisory Committee examined the proposed programme budget, it should have available the observations and recommendations of the Committee for Programme and Co-ordination,

and the Advisory Committee had borne in mind those observations and recommendations when it was formulating its own recommendations to the General Assembly on the programme budget proposals for the two biennia in question (1976-1977 and 1978-1979).

50. In practice, however, the extent to which the Advisory Committee could wait for the observations and recommendations of the Committee for Programme and Co-ordination was limited by the requirements of the Financial Regulations of the United Nations that the report of the Advisory Committee should be transmitted to all Member States at least five weeks prior to the opening of the regular session of the General Assembly at which the biennial programme budget proposals were to be considered, and that the proposed programme budget should be transmitted to the Advisory Committee for examination at least 12 weeks prior to the opening of the session.

51. As regards the impact of the recommendations of the Committee for Programme and Co-ordination on the amount of resources required for the implementation of programmes, the Advisory Committee recalled that it had earlier expressed the opinion that any such recommendations by the Committee would require the submission of statements of administrative and financial implications, on which the Advisory Committee would comment in the usual manner.

#### Observations and reservations

52. With reference to the observations of the Advisory Committee mentioned in paragraphs 49-51 above, one delegation indicated that the United Nations was perhaps the only organ of the system in which two different organs, one of which was a body of experts, considered the programme and budgetary aspects of the programme budget separately. This dichotomy should be considered in the future with a view to resolving it.

\* \* \*

53. The Committee's conclusions and recommendations are given in chapter X, paragraphs 319 to 340 below.



## CHAPTER III

### EVALUATION

#### A. Legislative authority

54. At its nineteenth session, the Committee had requested the Secretary-General to prepare an evaluation report on United Nations activities in the field of manufactures and to submit the report to it at its twentieth session, 4/ on the understanding that the evaluation would cover the activities of the Manufactures Division of UNCTAD and related activities in UNIDO.

#### B. Background

55. The Committee considered agenda item 4, entitled "Evaluation", at its 637th to 641st meetings, held from 19 to 21 May 1980. For its consideration of the item, it had before it the following documents:

(a) Report of the Secretary-General entitled "Programme evaluation for the period 1976-1979: manufactures" and an addendum to that report containing a preliminary analysis of the technical co-operation activities of UNIDO (E/AC.51/1980/2 and Add.1);

(b) Supplementary background information on both UNCTAD and UNIDO, including a summary of programme performance reports for the period 1976-1979 (E/AC.51/1980/CRP.3 5/ and Corr.1);

(c) Note by the Secretariat on activities of the United Nations system relating to the programme on manufactures (E/AC.51/1980/3);

(d) Note by the Secretariat on the implementation of the recommendations made by the Committee for Programme and Co-ordination at its nineteenth session on the programme on transnational corporations (E/AC.51/1980/CRP.4).

56. The Committee was also informed that, in addition to the documents referred to above, which had been prepared in consultation with the secretariats of the appropriate organizations, the evaluation had made use of questionnaires sent to users of outputs and other programme activities of UNCTAD and UNIDO. Included were questionnaires on (a) the UNCTAD/UNDP technical co-operation project relating to the generalized system of preferences, sent to participants in the various seminars, and regional and country meetings on this topic, (b) the UNIDO system of consultations, sent to selected participants in the consultations held through 1979, and (c) selected UNIDO technical co-operation projects in manufactures, sent to resident representatives in countries where projects were carried out.

---

4/ Ibid., Thirty-fourth Session, Supplement No. 38 (A/34/38), para. 323.

5/ Issued in English, French and Spanish only.

57. The Committee took note of certain new elements in the evaluation report (E/AC.51/1980/2), such as a preliminary analysis of technical co-operation activities (primarily those of UNIDO but also including some UNCTAD operational activities), and a discussion of the problems associated with the distribution and dissemination of programme outputs. It was also pointed out that some references in the conclusions and recommendations had not been explicitly developed in the main text. The omission was due to the restriction on the number of pages, which left less space for narrative formulations.

58. The substantive activities were dealt with in the report as follows:

(a) The evaluation of activities undertaken by UNCTAD included a general review of the work of the Manufactures Division and a summary review of several subprogrammes, including work on the generalized system of preferences, restrictive business practices and non-tariff barriers. For each subprogramme, the report presented background material giving the setting and describing external and internal constraints; a brief summary of activities; a description of the users, channels of distributions and, where available, data on achievement indicators; and, finally, an assessment of the impact of the subprogramme during the period under review.

(b) A similar format had been followed for UNIDO, but the review was limited to its subprogramme on the system of consultations and, as mentioned above, selected technical co-operation activities related to trade in manufactures. The Committee was informed that it had apparently been intended to include a review of the UNIDO subprogramme on standardization but information on those activities had not been available in time for inclusion in the Secretary-General's report. 6/

(c) A final section of the report contained brief descriptions and preliminary conclusions on areas of complementary activity carried out by UNCTAD and UNIDO, including three integrated activities carried out jointly by the two organizations, namely, the joint activity on arrangements for industrial collaboration, the joint project on models for long-term projections and the joint work on multinational production enterprises.

(d) Fuller data on the complementary activities, as well as information on standardization and on overall programme performance for the biennia 1976-1977 and 1978-1979, were included in a conference room paper (E/AC.51/1980/CRP.3 and Corr.1) provided to the Committee as a supplement to the basic evaluation report.

59. In the course of the introduction of the report and in response to questions, the following points were made:

(a) The recommendations in the Secretary-General's report were concerned with the translation of legislative mandates into programmes, and the execution of these programmes by the secretariats of UNCTAD and UNIDO, but not with the policy mandates themselves, which were the prerogatives of appropriate intergovernmental organs; the distinction was an important one and the recommendations drawn up for the review by the Committee had been made with that in mind, bearing in mind also the division of responsibilities between the various intergovernmental organs concerned;

---

6/ Unevaluated data on standardization was provided in a conference room paper.

(b) Any conclusions drawn on the basis of the programme evaluation, which had a limited scope, were not meant to constitute a general assessment of the organizations concerned; it had also to be borne in mind that UNCTAD activities in the field of manufactures had been under way for nearly a decade, while the UNIDO system of consultations had not begun until 1977, so that the results obviously could not be analysed in the same way;

(c) The major substantive recommendations in the Secretary-General's report dealt with the UNCTAD generalized system of preferences and UNCTAD activities relating to restrictive business practices, and with the UNIDO system of consultations and technical co-operation activities in the field of manufactures: several complementary and/or integrated activities undertaken by UNCTAD and UNIDO were also considered, as were related issues concerning co-ordination with such organizations as the United Nations Centre on Transnational Corporations, the International Trade Centre, UNCTAD/GATT, and the General Agreement on Tariffs and Trade (GATT).

### C. Discussion of general themes

60. The substantive items and related issues were discussed both horizontally and vertically. Several themes emerged which cut across subprogrammes and to which the Committee gave general attention. The Committee subsequently discussed the substantive items presented in the note by the Secretariat on follow-up action taken by the United Nations Centre on Transnational Corporations with respect to the earlier recommendations of the Committee (see sect. D below). The general themes that concerned the Committee were: (a) methodology and approaches to the evaluation process; (b) the delivery of outputs to end-users; (c) co-ordination issues; and (d) technical co-operation activities.

#### 1. Methodology

61. Although the report was based on the approach developed over the past years and approved by the Committee, it was pointed out that the constraints imposed by geographical distance, time and available resources had necessarily limited the coverage of the programme review and imposed a degree of selectivity. The role of the high-level steering committee, which had been an important factor in the previous evaluation, was not as significant in the current one, owing to the difficulties imposed by the three different locations of the organizations involved. The Committee noted, however, that the evaluation unit in the Office for Programme Planning and Co-ordination had now been fully established and that in future evaluation studies it should be possible to include analyses of the activities of other relevant activities in the United Nations, particularly those of the regional commissions.

62. On the methodology to be used in evaluation, the Committee stressed several points. First, attention should continually be given to the balance between costs and results; the Committee felt that the current evaluation report had achieved a high level of quality at a modest cost and that there would be no point in undertaking an extensive evaluation exercise unless the improvements expected as a result were of a correspondingly high order. Secondly, on the question of external versus internal evaluation, there should be a balance between an external element,

which was essential to ensure an objective analysis, and internal participation in order to ensure the requisite familiarity with the organization and its programmatic structure. With that in mind, the Committee reaffirmed its approval of the existing approach, whereby the evaluation unit, while itself external to the programmes and organizations under review, used information provided by the programme managers as a starting point in the evaluation process.

63. The Committee believed that the periodic in-depth evaluations, based on independent feedback from users of programme outputs, were highly useful in identifying needs for constructive changes in programme orientation and possibilities for updating policy objectives. The Committee felt that, while such periodic in-depth programme evaluations were an essential part of the programming and evaluation function, they represented only a part of the overall effort required. Continuing efforts within organizations to improve programme design, management, monitoring and evaluation were fundamental to the effective management of the organizations' resources in achieving their objectives. Such efforts would involve, inter alia, more precise objectives, the use of achievement indicators and feedback mechanisms. That should establish an essential linkage between continuing internal evaluations, as a part of the management process, and ad hoc in-depth studies carried out by the Office for Programme Planning and Co-ordination for review by the Committee.

64. Noting the absence of budgetary and financial data, which had been included in previous reports, the Committee felt that, although space limitations did not permit extensive presentation of data in the main document, information on both regular and extrabudgetary programme costs should be presented in future, in order to assist the Committee in assessing the relative cost-effectiveness of the programmes and subprogrammes.

## 2. Delivery of outputs to end-users

65. The Committee addressed itself to a recurring problem that had occupied it in the past, namely, the lack of systematic efforts to ensure that the outputs of a given activity actually reached the intended users and beneficiaries, including both governmental users and other segments of the population. It was noted that in too many cases there was only a tenuous link between the substantive units producing the outputs and those responsible for distribution to intended users.

66. The Committee agreed with the suggestion in the Secretary-General's report (E/AC.51/1980/2, paras. 154 and 155) that future evaluations should contain specific references and possible recommendations on ways to deal with the problem both for individual cases and, where possible, for general application.

## 3. Co-ordination

67. The Committee continued to be concerned about the tendency of organizations to set up specialized information systems, especially those based on computerized information collection, storage and dissemination, noting that the UNCTAD subprogramme on restrictive business practices dealt largely with the activities of multinational corporations, which were already the subject of the computerized information system within the United Nations Centre on Transnational Corporations.

While both data-gathering efforts were necessary and justified in response to mandates, the Committee emphasized that no duplication should take place and that the two systems should be compatible and complementary.

68. With that in mind, the Committee reaffirmed its earlier recommendation that the Inter-Organization Board for Information Systems (IOB) should be consulted whenever a new information activity was being considered and that a report should be prepared setting out the full implications of any new proposal.

#### 4. Technical co-operation

##### (a) UNCTAD/UNDP special programme on the generalized system of preferences

69. The Committee noted that end-users had indicated that the special project on the generalized system of preferences financed by UNDP was valuable. Under that project, UNCTAD provided information, advice and guidance to Governments, exporters and manufacturers from developing countries to assist them in expanding their export markets for manufactures and semi-manufactures. The Committee noted that the project was helpful in ensuring that the practical results of the work of UNCTAD on the generalized system of preferences were reaching all intended users.

70. The Committee endorsed the recommendation to expand the capacity of UNCTAD for technical assistance activities in that area, especially to enable poorer developing countries to benefit more fully from the potential schemes of the several generalized system of preference schemes and as a means of more effectively channelling information on the schemes to all potential users in the export sector of developing countries.

##### (b) Selected technical co-operation projects of UNIDO

71. The Committee noted that a selected sample of 160 UNDP-financed technical co-operation projects that had been completed during the evaluation period (1976-1979) had been subjected to a preliminary analysis in connexion with the review. The analysis had been conducted in two parts. First, a desk survey had been undertaken of reports on the selected projects prepared by UNIDO as the executing agency and other available reports that were relevant. The second part of the review was based on replies to a questionnaire sent to resident representatives in countries where the projects had been carried out. Conclusions based on the desk review were contained in the main evaluation report (E/AC.5/1980/2), while those based on replies from resident representatives were presented in the addendum to the report (E/AC.51/1980/2/Add.1).

72. The Committee welcomed the use of information based on independent feedback from users, which added objectivity to the analysis. It also received additional information on the requirements of UNDP for monitoring and reporting on projects and the measures adopted by UNIDO itself for internal evaluation of its technical co-operation activities. Bearing that in mind, and recognizing that the study was based on a limited sample and had been undertaken in a relatively short period of time, which had not permitted adequate consultations with project personnel or headquarters staff in the organizations, the Committee was still concerned about the real problems regarding the design, implementation and follow-up to projects which the report had identified and whose existence the organizations acknowledged.

73. After taking into account both the information in the Secretary-General's report and the additional comments provided by UNDP and UNIDO, the Committee decided that it would be desirable to conduct a more intensive review of the UNDP-financed technical co-operation activities of UNIDO in the field of manufactures. It therefore requested that such an evaluation should be undertaken in keeping with the provisions of paragraph 62 above with the full involvement of UNIDO and UNDP.

D. Discussion of the report on the programme  
on transnational corporations

74. The Committee considered the note by the Secretariat on the implementation of recommendations on the programme on transnational corporations (E/AC.51/1980/CRP.4) made by the Committee at its nineteenth session. Representatives of the United Nations Centre on Transnational Corporations supplemented the information in oral presentations to the Committee and in responses to questions raised.

75. With regard to information systems, the Committee emphasized the importance of co-ordination within the United Nations system and reiterated the importance of practical co-operation with UNCTAD and UNIDO on research and studies and on technical co-operation activities in fields of mutual interest. The Committee was informed that, as a result of its recommendations in 1979, the Centre had undertaken a major reorientation of its information system and had reallocated 25 per cent of the resources from the computerized part of the information system to other forms of information that were in high demand by Governments. The Centre had also produced a "users' guide" to the information system and the Committee requested that the guide be sent to all States Members of the United Nations.

76. With regard to the recommendations of the Committee on the mandate of the joint units that had been addressed to the Economic and Social Council, 7/ agreement had been reached on certain guidelines for the division of work and co-ordination between the Centre and the regional commissions with respect to the joint units.

\* \* \*

77. The Committee's conclusions and recommendations are given in chapter X, paragraphs 341 to 354 below.

---

7/ See Official Records of the General Assembly, Thirty-fourth Session, Supplement No. 38 (A/34/38), chap. VIII, paras. 321 and 322.

## CHAPTER IV

### CROSS-ORGANIZATIONAL PROGRAMME ANALYSES

#### A. Energy programmes of the United Nations system

##### 1. Legislative authority

78. A report on the cross-organizational analysis of the energy programmes of the United Nations system (E/AC.51/99 and Corr.1 and Add.1) had been prepared for the Committee by the Secretary-General, pursuant to the decision it took at its eighteenth session to carry out such an analysis at the nineteenth session. 8/ Lack of time at the nineteenth session forced the Committee to postpone the review to its next session, on the understanding that the Secretariat would provide supplementary information.

##### 2. Background

79. The Committee considered the item on the cross-organizational analysis of the energy programmes of the United Nations system at its 625th to 633rd meetings, on 9 May and from 12 to 15 May 1980. It had before it the revised report of the Secretary-General (E/AC.51/99/Rev.1) and the addendum to the original version of the report (E/AC.51/99/Add.1) containing a description of programmes of the United Nations system in the field of energy. Additional background information, bringing the addendum up to date, was also made available to the Committee.

80. The following points were made in an oral introduction to the report and in response to questions from the Committee:

(a) Although, in the process of updating the information, an effort had been made to provide additional analysis whenever possible, it was often difficult to distinguish between an undesirable overlap or duplication and one that might be unavoidable when different organizations focused on various aspects of the same problem: the report was therefore intended to identify areas of possible overlap or duplication without passing judgement on their undesirability; it was felt that any needed reinforcement of the complementarity of activities of the organizations concerned could be achieved through intersecretariat consultations:

(b) While the report did not presume to assess the adequacy of the scope and magnitude of the activities of the organizations concerned, it suggested that the current activities of the system as a whole might not be fully commensurate with the existing needs of the international community, and that there was no apparent rationale for the order of magnitude of the activities in the various sources of energy in relation to each other;

---

8/ Ibid., Thirty-third Session, Supplement No. 38 (A/33/38), para. 5.

(c) An assessment was needed of the adequacy of those activities in relation to the needs of the international community, though the mechanisms for making such an assessment, as well as the timing, remained open question;

(d) Closer intersecretariat consultation and co-operation would be required in order to achieve a more cohesive approach to the activities of the organizations, but, as no ad hoc or formal co-ordination mechanism had ever existed in that area, the Committee might wish to consider ways of improving the existing situation.

### 3. Discussion

81. The Committee focused its discussion on the following areas of concern: (a) the structure of the report; (b) the activities of the system in relation to the needs of Governments; (c) the establishment of objectives as a basis for achieving a more integrated system-wide programme and (d) co-ordination in the field of energy. During its discussion, the Committee also took into account the timeliness of the consideration of the subject.

#### (a) Structure of the report

82. There was concern that the classification used in the report did not always facilitate a systematic discussion of the programmes of the various organizations and the related co-ordination issues, particularly as regards the electric power component. It was felt that the distinction between conventional resources, on the one hand, and new and renewable sources of energy, on the other, was somewhat artificial. The Secretariat explained that, in the absence of a universally agreed classification, it had followed the widely accepted practice of distinguishing between primary and secondary forms of energy. As regards solid fuels, it was pointed out that, while the meaning of this term in English might be clear, it would be desirable to specify in other languages that it concerned coal and lignite.

83. The Committee noted that the cross-organizational analysis had yielded a fairly thorough compendium of the activities of the system in the field of energy, which was useful to Governments and to the organizations themselves. It recognized the difficulties involved in ascertaining either the existence and nature of duplications and overlaps or the degree of co-ordination that might exist with respect to specific programmes and activities. It felt, however, that the report did not clearly analyse problems of co-ordination, and future reports should contain more suggestions as to how such problems could be solved.

#### (b) Activities of the system in relation to the needs of Governments

84. The Committee noted that, while expenditure on exploration, particularly for oil and gas, was relatively low, the World Bank was expanding its lending programme in that area. The Committee was also informed that UNDP had proposed the establishment of an energy fund, which was intended to make funds available primarily to low-income countries and for intercountry projects.

85. The Committee also noted the need for comprehensive energy planning both by the bodies of the system and at the national level. It was also stressed that there was a need for more research, as well as for greater interaction between research on prospects and trends, on the one hand, and operational activities,



on the other hand, to ensure that Governments were informed of their options in the development and utilization of their energy resources. In that connexion, the trend in the World Bank towards assisting in energy planning would be beneficial.

86. The Committee expressed the view that the programmes of the regional commissions in that area should, in most cases, be given increased priority.

87. With regard to new and renewable sources of energy, the Committee noted that the report could not reflect the preparations for the United Nations Conference on New and Renewable Sources of Energy, to be held in 1981, since they had been undertaken parallel with the preparation of the cross-organizational programme analysis. The Committee, however, expressed concern over the slow progress being made in the preparations for the Conference. In that connexion, a number of clarifications on the nature of those preparations, including the work of the technical panels, were given by the representative of the Conference secretariat.

88. The Committee noted that a number of study tours had been organized by the Secretariat for the benefit of officials from developing countries, and sought further information on that point. The Secretariat indicated that the tours represented a concrete effort to promote technical co-operation among the developing countries. They were mainly training activities, aimed at providing developing countries with an opportunity to benefit from the experience of certain other countries in the development of renewable energy potential in such areas as small-scale hydropower and biogas. In response to a question regarding financing, it was noted that the majority of the study tours were funded by UNDP under its interregional programme, and the representative of UNDP indicated that they had been approved by the UNDP Governing Council. The remainder was financed through the regular programme of technical co-operation which formed part of the biennial programme budget of the United Nations approved by the Fifth Committee of the General Assembly. As all the study tours had been to one country - which had paid part of the costs - and each tour could accommodate only 20 experts, the Committee felt that it would be desirable in the future that they should be approved by an intergovernmental body; that interested developing countries with experience in certain sectors should have an opportunity to offer that experience, and that a system for the submission of reports in the official languages of the United Nations should be established, so that interested States not participating could also derive benefit.

#### Observations and reservations

89. One delegation observed that no report on the progress of the preparations for the United Nations Conference on New and Renewable Sources of Energy had been submitted to the Committee, and that the Committee was not, therefore, required to express any views on the question. He further observed that the statements made by the secretariat of the Conference concerning the nature of the preparations had also not enabled the Committee to express any views on the progress made in the preparations for the Conference.

90. With regard to the proposal of the Administrator of UNDP concerning the establishment of an energy fund (see para. 84 above), two delegations questioned the need for a new fund and considered that the need for additional resources in that area might be met through other means, for example through the World Bank or by amending the statutes of the United Nations Revolving Fund for Natural

Resources Exploration. They noted that such a proposal would be discussed at the forthcoming session of the Governing Council of UNDP.

91. One delegation stated, however, that consideration of the Administrator's proposal was not on the Committee's agenda and the Committee had not, therefore, been required to express any views on its substance; he also noted that the proposal was on the agenda of the forthcoming session of the Governing Council of UNDP.

(c) Establishment of objectives as a basis for a system-wide programme

92. The Committee noted that an integrated system-wide approach was lacking in the energy sector and that the problem of co-ordination was not so much one of avoiding a duplication of activities as of ensuring that activities met the needs of developing countries in the most efficient and effective manner. The Committee agreed that it was necessary to set objectives for the system in the energy field, to distribute the tasks involved in attaining those objectives among the various organizations of the system and to emphasize the needs for co-ordination which such a distribution of tasks might reveal.

93. The Committee noted, however, that, in view of the fact that the forthcoming United Nations Conference on New and Renewable Sources of Energy and the round of global negotiations relating to international economic co-operation for development would be focusing attention on that sector, it would be premature for the Committee to discuss institutional arrangements at that stage.

94. However, the Committee noted that some general objectives in the field of energy did exist, for example, in General Assembly resolution 3202 (S-VI), and regretted that the report had not been drafted in such a way as to facilitate an analysis of the response of the system to existing mandates.

95. It was felt that, while the Committee on Natural Resources would doubtless continue to be seized with activities in the area of oil, gas and coal, other bodies might be more favourably placed to consider broader issues of the relationship between energy and development.

Observations and reservations

96. One delegation deplored the fact that the Committee, having considered information indicating the scarce development of programmes in the field of oil, gas and coal except for those in the programme of the Economic Commission for Europe, was unable to agree on a recommendation on this particular subject. That delegation noted, in the framework of paragraph 85 above, that it was necessary to study further the relationship between energy and development in the developing countries of other regions.

(d) Co-ordination needs in the field of energy

97. The Committee noted that, with the exception of the ACC Task Force on Development Objectives, which was dealing, inter alia, with questions of the interrelationships of energy, development, money and finance, there had never been any machinery for intersecretariat consultations in the energy field as a whole. On the other hand, the Committee noted that ad hoc intersecretariat machinery had been established to co-ordinate preparatory work for the United

Nations Conference on New and Renewable Sources of Energy. The Committee expressed the hope that the ad hoc group established to co-ordinate the preparations for the conference would serve for the time being as a mechanism for the integration of the activities of the system in the field of new and renewable sources of energy. Also, the Committee did not wish to prejudge the outcome of the Conference by making recommendations on the subject, but noted that its scope was limited to new and renewable sources of energy.

### Observations and reservations

98. With regard to arrangements for intersecretariat consultations, some delegations stressed the view that use should be made of existing bodies, such as the Administrative Committee on Co-ordination and the Consultative Committee on Substantive Questions, in order to avoid the creation of new machinery in that field. In addition, the view was expressed that, once objectives had been established, a proper sharing of responsibilities could be achieved through a lead agency approach which recognized the competence of organizations in certain areas, for example, IAEA in nuclear energy and UNESCO in solar energy. It was felt, however, that there might be practical difficulties in implementing such an approach, in view of the fact that energy sources could not be considered in isolation from each other, and that a large number of organizations were focusing on the same sources from different points of view.

\* \* \*

99. The Committee's recommendations are given in chapter X, paragraphs 357 to 358 below.

## B. Rural development programmes of the United Nations system

### 1. Legislative authority

100. The Committee, at its nineteenth session, requested an analysis based on the classification of programme budget proposals in terms of the seven categories agreed upon by the Task Force on Rural Development of the Administrative Committee on Co-ordination (ACC). Those categories were: policies and planning; agriculture; industrial development; physical infrastructure, natural resources and environment; application of science and technology; health and social services, and human resources and institutions (see E/AC.51/1980/4 and Corr.1 and 2).

### 2. Background

101. The Committee considered the item on the cross-organizational programme analysis of rural development programmes of the United Nations system at its 633rd to 636th meetings, on 15, 16 and 19 May 1980. The Committee had before it a report by the Secretary-General (E/AC.51/1980/4 and Corr.1 and 2), which had been prepared using the criterion of intended beneficiary to determine the programme elements which should be included in the classification. Supplementary information was also provided on the activities categorized by sector, with profiles of the activities of the United Nations system in the five countries chosen by the ACC Task Force for special attention.

102. In an oral introduction to the report and in response to queries, the following points were made:

(a) The cross-organizational programme analysis was the product of a major effort by most of the organizations of the United Nations system. Based on over 3,600 sets of activities, it was the most detailed and comprehensive analysis of the type yet attempted in assisting the Committee for Programme and Co-ordination to undertake its mandate; it was the largest in terms of activities included and the broadest in terms of coverage, with contributions from 23 different organizations and agencies of the system; the first to include field projects as fully as headquarters activities; the first to attempt a quantitative analysis of activities; the first to use computer processing of information; and also represented the first major attempt to provide a detailed analysis of estimated programme resources;

(b) The cross-organizational programme analysis was prepared in collaboration with the Food and Agriculture Organization of the United Nations (FAO) and the ACC Interagency Task Force on Rural Development. The role of FAO was particularly stressed; apart from being the lead agency for the Task Force, it had borne most of the costs of computation and had collaborated in the analysis and the drafting of the report. Such joint efforts with a lead agency could serve as a model for future cross-organizational programme analyses when the subject-matter lent itself to this approach;

(c) In the analysis rural development activities of the system were examined in order to provide the Committee for Programme and Co-ordination with information on gaps, overlaps, co-ordination problems and future areas for joint planning and joint activities. The report indicated that:

- (i) An overwhelming number of activities were operational in nature, over 80 per cent being country-focused; the responsibility for co-ordination appeared, accordingly, to lie at the national level;
- (ii) Co-operation was reported for only 12 per cent of the activities. This percentage was even lower for operational activities, perhaps reflecting underreporting rather than a lack of co-operation;

(d) Owing to the fact that the categories that had to be used were necessarily of a general nature, it had not been possible to identify cases of overlap in a definitive way; in order to do so, the analysis would have had to be based on more refined "subsectoral categories". For the purpose of identifying gaps, the Declaration of Principles and the Plan of Action of the World Conference on Agrarian Reform and Rural Development <sup>9/</sup> had been used as a point of reference. On that basis, it was found that major subjects of international dimension, including such issues as international trade, economic co-operation among developing countries and foreign investment, were not well covered by the system;

(e) The report identified areas for follow-up in terms of joint system-wide activities, including physical infrastructure, natural resources and environment, as well as human resource development and institutions;

---

<sup>9/</sup> See Report of the World Conference on Agrarian Reform and Rural Development, Rome, 12-20 July 1979 (WCARRD/REP), part one. The report was transmitted to members of the General Assembly by a note by the Secretary-General (A/34/485).

(f) The report reflected a number of methodological constraints:

(i) The time available was clearly insufficient to pursue the issues identified, and a longer lead time could improve the quality of future analysis;

(ii) Since this cross-organizational programme analysis was the first to use the intended beneficiary as a means of analysis, it was found that, generally, organizations did not identify the specific intended beneficiaries of their activities;

(iii) Although the request of the Committee for financial resources to the nearest \$1,000 had been met, many agencies had had great difficulty in providing such information. Operational projects were not budgeted on a biennial basis and special efforts had to be made to separate costs for the period 1980-1981 that had been used for standardization purposes. The varied definition of regular budget and extrabudgetary costs among agencies also posed some difficulties. The Consultative Committee on Substantive Questions (Programme Matters) (CCSQ (PROG)) had expressed the view that a higher level of aggregation would probably produce estimates that were just as good, at considerably lower cost in staff time;

(g) The report had already been put to use for country programming by the Task Force.

### 3. Discussion

103. The Committee focused its discussion on the following areas of concern: (a) the conceptual framework worked out by the ACC Task Force; (b) the methodology of the report; (c) operational activities; (d) co-ordination, co-operation and evaluation; and (e) its recommendations.

#### (a) Conceptual framework

104. In the general debate, the members of the Committee expressed their appreciation of the good quality of the report and its comprehensiveness, and commended the attempt to use a conceptual framework. The committee noted that the report and the background papers could be extremely useful for developing countries when they were considering bilateral, multilateral or regional programmes on rural development. It regretted, however, that certain agencies had not participated in the analysis. In the case of the International Fund for Agricultural Development (IFAD), the Committee felt that the loss was all the more noticeable since the Fund was one of the main funding agencies of the United Nations in this programme area. In that connexion, the representative of IFAD referred to the annual report of IFAD for 1978, which was now available. The Committee noted that the annual report for 1979 should be available in June 1980, and that for 33 projects financed by IFAD in 1978 and 1979 a total commitment of \$US 509 million had been made, out of which 12 projects could be classified under the heading of rural development. The representative of the United Nations Children's Fund (UNICEF) also made a statement, explaining the Fund's late contribution, which had now been incorporated in the data base.

105. The Committee noted that the analysis was based on a conceptual framework derived from interpretations of system-wide mandates in rural development that had been made under the auspices of the ACC Interagency Task Force on Rural Development. In discussing the relevant working definitions of rural development, as well as those adopted for the sectoral classifications, the Committee underscored that it was up to the pertinent intergovernmental bodies to provide an interpretation of legislative mandates, and that there should be no implication that an intersecretariat body could assume such a task. It was particularly concerned with the operational definition of intended beneficiaries presented in paragraph 11 of the report, and the statement in paragraph 10 that "The entire United Nations system has adopted this concept of poverty-oriented rural development."

106. The Committee noted, however, that it had agreed at its previous session to have the analysis based on an intended beneficiary criterion and recognized that the eradication of poverty was one of the major goals of rural development.

107. Specifically, in terms of the working definition proposed in paragraph 11 of the report, while the Committee recognized that it constituted an attempt to overcome the difficulties in interpreting a wide variety of mandates from a large number of intergovernmental forums, it suggested that the working definition would be more appropriately expressed as follows:

"Rural development must be defined in the context of an overall strategy of international development designed to achieve the establishment of a new international economic order and of nationally determined strategies, priorities, plans and programmes. All development activities can be defined in terms of their intended beneficiaries. At the international level, the intended beneficiaries of rural development activities should be those defined according to the decisions of the relevant intergovernmental bodies which approve the activities. At the national level, intended beneficiaries are those defined by specific national government programmes into which the United Nations system activities are supportive inputs."

#### Observations and reservations

108. In the same context, while discussing the objectives of the United Nations system with respect to rural development, some delegations felt that the concept of rural development should be "development-oriented" rather than "poverty-oriented", in so far as the system's mandate was to assist Governments in their development activities rather than to approach directly segments of national populations.

#### (b) Methodology of the report

109. In reviewing the methodology of the analysis, and the variables applied therein, the Committee observed that the variable relating to the intended beneficiaries had not served the intended purpose satisfactorily. It noted that the specific target groups or categories had been identified in accordance with various mandates, and on the basis of the "intended beneficiaries" as stated in the project documents.

110. While the variable itself was considered useful for inclusion in future cross-organizational programme analyses in order to highlight the nature of the coverage of the related activities, the Committee cautioned that care should be

exercised in classifying such groups. It stressed the need for greater refinement and precision, and the need to ensure that categories were mutually exclusive, in order to eliminate the double counting that had affected the analysis before the Committee. In the case of women as a distinct category, for example, it would be difficult to conceive of them as a group, separate from the more general categories of intended beneficiaries of "family", "producers", "youth", "landless", etc. It was also suggested that such a categorization of beneficiaries might easily contradict the policies of Governments.

111. It was recognized that an identification of intended beneficiaries at the stage of programme formulation was essential in order to make it possible to evaluate meaningfully the extent to which the programmes reached their objectives and target groups.

(c) Operational activities

112. The Committee noted that most rural development activities were operational in nature, and were part of the broader development assistance rendered by the United Nations.

113. Concerning the criteria for assigning projects to countries, the Committee noted that for UNDP-funded projects, the country programming process provided such a mechanism. The Committee noted, however, that details about the content of the United Nations regular programme of technical co-operation were often not known at the time that the budget was approved, and it was concerned, therefore, that it might be allocated by criteria outside the control of intergovernmental bodies. The Committee was informed by the representative of the Department of Technical Co-operation for Development that criteria for the United Nations regular programme were determined by the UNDP Governing Council, which in addition acted as a substantive review body for the programme; assistance under the regular programme, consisting primarily of advisory services, were made available to developing countries, without discrimination, upon request by their government authorities.

114. The Committee expressed the view that, while decisions by intergovernmental bodies such as the World Conference on Agrarian Reform and Rural Development should be the framework for the system's activities, they should not lead to a limitation in the focus of technical co-operation and financial assistance in rural development, which should be responsive to nationally determined priorities.

115. Considering the important role of regular programmes of technical co-operation in rural development, the Committee expressed the view that, in general, approval of such assistance, particularly through the United Nations regular programme of technical co-operation, should be made by the competent intergovernmental bodies on the basis of detailed information on plans and projects.

116. The Committee wished to know how the system developed expertise and intensified activities in specific areas, and the relationship between those choices and intergovernmental mandates. It was explained that developments in specialized areas of work in the United Nations and the specialized agencies generally responded to patterns of demand for specific projects made by the countries themselves. As the demand for specific types of projects increased, there was a corresponding increase in the staff work, a large part of which was funded from the reimbursement of programme support costs, generated by the new technical co-operation and financial assistance requests. The national requests frequently

emanated from the conclusions drawn by intergovernmental bodies, which themselves were syntheses of national priorities, and that pattern of relationships constituted a direct link between Governments and the United Nations system.

(d) Co-ordination, co-operation and evaluation

117. The Committee noted that the cross-organizational analysis had used the Declaration of Principles and Programme of Action of the World Conference on Agrarian Reform and Rural Development as a point of departure and a question was raised about the structure of objectives and priorities prior to the Conference.

118. It was felt that the report did not provide sufficiently clear-cut suggestions on the basis of which recommendations for further co-ordination could be made in that area. The Committee would have liked to be able to review information on the nature of co-ordination functions and procedures prior to the Conference, as well as information giving an evaluation of the activities of the ACC Task Force on Rural Development over the period 1974-1979, including its cost-effectiveness.

119. The Committee was informed that a wide variety of legislative instructions had existed prior to the Conference, particularly in the context of previous world conferences, such as the World Food Conference; the Tripartite World Conference on Employment, Income Distribution, Social Progress and the International Division of Labour; Habitat, United Nations Conference on Human Settlements; and the World Conference of the International Women's Year, as well as many specialized discussions in the General Assembly, the Economic and Social Council and the legislative bodies of organizations of the United Nations system. They had determined the previous pattern of the specific content and targets of the interagency efforts until the World Conference on Agrarian Reform and Rural Development and those considerations were reported to the Economic and Social Council in 1976 and again in 1979. In a sense the recommendations of the World Conference on Agrarian Reform and Rural Development were only the most recent in what was becoming a general pattern of legislative instructions. The Committee was informed, without being given the material for evaluation and analysis, that interagency co-ordination, both prior to and subsequent to the World Conference, was being undertaken by the ACC Task Force on Rural Development. A further progress report would be placed before the Economic and Social Council in 1980, together with the table of costs and an evaluation of the country-level aspects of the interagency efforts was being prepared in 1980. That evaluation was to be made jointly by the agencies involved and representatives of the Governments, assisted by an outside consultant provided by the lead agency.

(e) Monitoring and evaluation

120. The Committee discussed the issue of evaluation and the type of evaluation to be made. Though aware of the difficulty of such an undertaking on a broad scale, based on the impact of activities in a few specific countries, the Committee stressed the importance of evaluating the work of the ACC Task Force in the five countries, and expressed its wish to receive the evaluation reports.

121. The FAO representative noted that chapter XII of the Programme of Action adopted by the World Conference included monitoring and evaluation, and developing countries had already agreed to report to the Conference of FAO in three years' time (and every four years thereafter); the reports would, in turn, be submitted to the Economic and Social Council.



122. In describing the specific nature of the work of the ACC Task Force, the Committee was informed by the representative of the ACC Task Force that considerable progress had been made towards achieving the underlying purpose of the exercise, which was to improve the quality of the policy research and direct assistance provided by the United Nations system to support national efforts for rural development. The exercise had proceeded at an increasing rate since it had begun in 1975 with an internal assessment of the problem. It had moved to a definition of the actions that could overcome the problems so diagnosed, and was currently centred on full action in a limited number of countries. In terms of progress at the headquarters level, it was noted that sufficient agreement on concepts had been reached to permit the preparation of a comprehensive cross-organizational analysis and to agree to elaborate new joint projects, particularly as part of the follow-up to the World Conference. In addition, the system had been able to make a major input to the internal evaluation of rural development prepared by UNDP. At the country level it was noted that, while joint action was limited to only five countries (Bolivia, Lesotho, Liberia, Samoa and Somalia), it had included a wide variety of experiences that had highlighted various alternative models for such action under the leadership of the respective Governments. A preliminary appraisal suggested that the models, particularly in Bolivia and Liberia, had wide applicability elsewhere. In Liberia the action was, in effect, government-executed, and the agencies played strictly supportive roles; it thus constituted an interesting variant on the standard model of government execution. In Bolivia, under the Government's direction, a multiagency project involving four members of the Task Force was assisting the Government in formulating a concept of rural development which was now being given higher priority by the Government.

123. It was noted that the World Conference on Agrarian Reform and Rural Development had endorsed the mechanism of co-ordination through the ACC Task Force; to the extent that Governments implemented the recommendations of the World Conference, there would be increased scope for more effective co-ordination efforts, particularly through the expansion of the exercise in country-level action to a larger number of countries, on request, as well as through the elaboration of joint projects to implement the Conference's Programme of Action.

124. The Committee noted the explanations given but observed that a more specific evaluation, based on a larger number of countries than the five mentioned, would be required before the exercise could be fully justified. It stressed that the evaluation of the impact of the exercise at the country level had to be made by the Governments themselves, and that the importance of the activities undertaken by United Nations Headquarters would also have to be viewed in that light. The Committee noted that reports would be submitted on the country-level exercise and suggested that the evaluation of country-level action being prepared with national participation should be submitted to the Economic and Social Council through the Committee at its next session. In undertaking that evaluation, it was important that the views of the respective Governments should be fully reflected and that the report should address itself to the central problem of whether a qualitative improvement in the support given by the United Nations system to national action had taken place as a result of the exercise.

125. The Committee noted the recommendations in paragraph 102 of the report concerning further action, either in the "physical infrastructure, natural resources and environment" sector or the "human resources development and institutions" sector. It requested the Secretariat, together with the ACC Task Force on Rural

Development, to proceed with further analysis and possible joint planning in the physical infrastructure, natural resources and environment sector, which contained a broader spread of activities and where a number of organizations were involved. In so doing, the Secretariat could further refine the sector into appropriate subsectors, in order to identify more clearly possible areas of duplication, overlap and gaps in coverage by the system and where joint planning and programming could be effectively and efficiently carried out.

#### Observations and reservations

126. Two delegations wished to have it recorded in the report of the Committee that paragraph 1 of General Assembly resolution 34/14 of 9 November 1979, entitled "World Conference on Agrarian Reform and Rural Development" read as follows:

"Endorses the Declaration of Principles and the Programme of Action as adopted by the World Conference on Agrarian Reform and Rural Development;"

They stated that, wherever the endorsement by the General Assembly of the decisions of the World Conference was referred to in the report on cross-organizational programme analysis, the words "as adopted" should have been included accordingly. One of those delegations maintained its reservations on the decisions taken by the World Conference.

127. A number of questions were also raised with regard to specific clauses appearing in the definitions of the sectoral categories. Reservations were made, for example, on issues relating to income distribution and ensuring equitable prices for agricultural commodities, in paragraphs 32 (a) and 37 (b) respectively, which were seen by some members of the Committee as issues falling under the prerogatives of national Governments. It was also pointed out that the reference to the new international economic order was not appropriate given the ongoing negotiations.

\* \* \*

128. The Committee's conclusions and recommendations are given in chapter X, paragraphs 359 and 360 below.

## CHAPTER V

### REVIEW OF OPERATIONAL ACTIVITIES

#### A. Legislative authority

129. The General Assembly, in its resolution 33/201 of 29 January 1979, invited the Secretary-General to entrust the Director-General for Development and International Economic Co-operation with the preparation of a report on policy issues pertaining to operational activities for development for consideration by the Economic and Social Council and, subsequently, by the General Assembly in 1980, in preparation for a comprehensive policy review of those activities.

130. The Committee, at its nineteenth session, had agreed that it should consider issues relating to operational activities within the ambit of its role of ensuring the implementation of intergovernmental mandates, and had recommended to the Economic and Social Council that the report of the Director-General should also be before the Committee at its twentieth session. The Council, in decision 1979/66 of 3 August 1979, and the General Assembly in resolution 34/224 of 20 December 1979, endorsed that recommendation. The Committee also decided to consider, within the context of its review of operational activities, reports of the Joint Inspection Unit on some aspects of backstopping of technical co-operation activities in the United Nations system and on the role of experts in development.

#### B. Background

131. The Committee considered agenda item 6, entitled "Review of operational activities", at its 640th to 644th and 648th meetings, held from 21 to 23 May and on 28 May 1980. For its consideration of the item, the Committee had before it the draft report of the Director-General for Development and International Economic Co-operation on some policy issues pertaining to operational activities for development undertaken by the United Nations system (E/AC.51/1980/CRP.1 and Corr.1) as well as data on contributions to, and expenditure on, operational activities of the United Nations system (E/AC.51/1980/CRP.1/Add.1). Pursuant to the decision taken at its nineteenth session, 10/ the Committee also had before it the reports of the Joint Inspection Unit on some aspects of backstopping of technical co-operation activities in the United Nations system (DP/302) and on the role of experts in development (DP/334 and Add.1 and Add.1/Corr.1 and Add.2).

132. In introducing the draft report, the Director-General for Development and International Economic Co-operation made the following points: 11/

---

10/ Official Records of the General Assembly, Thirty-fourth Session, Supplement No. 38 (A/34/38), para. 341.

11/ The statement by the Director-General was subsequently circulated, in accordance with the request of the Committee, under the symbol E/AC.51/1980/7.

(a) The General Assembly had requested the report in order to review progress in the restructuring of the operational activities of the United Nations system and to prepare for and facilitate the review of operational activities which the Economic and Social Council and the General Assembly were to carry out in 1980.

(b) The report had been prepared with that end in view and, in accordance with General Assembly resolution 33/201, concentrated, inter alia, on the application by the United Nations Development Programme and the executing agencies of the Consensus on the United Nations development system, and the implementation of new dimensions of technical co-operation. It contained information to assist the Economic and Social Council and the General Assembly in their conduct of the policy review foreseen in that resolution.

(c) Each of the policy issues raised in the report related to one of the four objectives for the restructuring of the operational activities of the United Nations system, set forth in paragraph 28 of the annex to General Assembly resolution 32/197 of 20 December 1977. In his view, the most important of those objectives was the need for a real increase in the flow of resources for the operational activities of the system on a predictable, continuous and assured basis. The draft report drew attention to the increase in expenditures and to the diversification of funding sources over the past 10 years and went on to describe some of the policy measures that Governments might wish to consider in order to place the funding of operational activities of the system on a more secure and predictable basis.

(d) With regard to the question of global policies set forth by the General Assembly and other intergovernmental bodies, and their reflection in operational activities, it was important to have more effective linkages between the research and policy analysis functions of the system's organizations and the operational activities which the same organizations carried out at the request of Governments.

(e) Certain gaps existed in the current pattern of operational activities, particularly with respect to the establishment of the new international economic order.

(f) The draft report also identified a number of policy issues concerning the efficiency and effectiveness of operational activities and the manner in which they were programmed and implemented. Those issues included such matters as operational responsibilities at the country level; linkages between pre-investment, technical co-operation and investment; application of new dimensions; the question of support costs; and the need for uniformity of administrative, financial and management procedures.

### C. Discussion

133. The Committee draws the attention of the Economic and Social Council and the General Assembly to the fact that its discussion of, and recommendations on, the report of the Director-General are based on the draft report of the Director-General which was circulated to the Committee as a conference room paper (E/AC.51/1980/CRP.1 and Corr.1 and Add.1). The Committee did not see the report of the Director-General in its final form. 12/

---

12/ The final report was issued under the symbol A/35/224 and Corr.1.

134. The Committee welcomed the report as representing the first attempt to see in a comprehensive, objective and balanced manner the progress made in attaining the objectives for the restructuring of the operational activities of the United Nations system laid down in paragraph 28 of the annex to General Assembly resolution 32/197 and felt that it would facilitate the comprehensive review of policy issues which the Economic and Social Council and the Assembly were to conduct later in 1980. The objectives contained in paragraph 28 of the annex to that resolution are as follows:

"(a) A real increase in the flow of resources for operational activities of the United Nations system for development on a predictable, continuous and assured basis;

"(b) The assistance provided should be in conformity with the national objectives and priorities of the recipient countries;

"(c) The orientation of these activities and the allocation of available resources for the activities to fully reflect the over-all strategies, policies and priorities of the General Assembly and the Economic and Social Council;

"(d) The achievement of optimum efficiency and the reduction of administrative costs with a consequent increase in the proportion of resources available to meet the assistance requirements of recipient countries."

135. Though there was some concern as to whether the Committee was in fact the best forum to consider all the issues raised in the report, the Committee recognized that it had a mandate to review the report and that, to the best of its ability, that mandate should be fulfilled. Therefore, while some aspects of the report fell more clearly within its normal areas of concern than others, the Committee decided to study the report as a whole, since the issues were interrelated.

136. In his draft report, the Director-General proposed 17 recommendations, which were as follows:

(a) Policy issues in the area of resources

- (i) There is a need to make further progress on the question of more stable and predictable financing for the United Nations development co-operation organizations through the introduction of multiyear pledging;
- (ii) Taking into account the principles of the system of indicative planning figures established by the 1970 consensus (see General Assembly resolution 2688 (XXV)), consideration should be given to establishing an approach whereby Governments are informed of the total magnitude of the resources likely to be made available from the United Nations system over a particular period;
- (iii) There should be a more equitable sharing of the costs of financing the operational activities of the United Nations system; accordingly there might be an examination of the feasibility of negotiations among member States in order to achieve agreement not only on the higher rate of growth of resources but also on the shares of various contributors in providing such resources;

- (iv) While the principle of universality of the United Nations operational activities should be maintained, there should be a greater shift of resources in the 1980s to the least developed and other low-income countries, which are particularly dependent upon concessional finance for development;
- (v) Information provided to Governments at the time of the annual pledging conference for all United Nations operational activities for development should serve to assist the General Assembly and the Economic and Social Council in determining how far the process of integration of funds should be carried forward would also assist the international community in monitoring the pattern of distribution of contributions to the different funds in relation to the priorities of intergovernmental bodies; this should lead the way to the development of a more coherent approach in the mobilization of funds for the system's operational activities;

(b) Operational responsibilities at the country level

- (vi) Accordingly, Governments may wish to pursue efforts to strengthen their programming of external inputs integrated into their own planning and programming process. The United Nations system could assist Governments, at their request, in this process;
- (vii) In accordance with the recommendations of the Administrator of UNDP, policies and procedures for UNDP country programming may be strengthened by the introduction of more systematic continuous programming by objectives;
- (viii) Progress towards the greater use of the UNDP country programming process as a frame of reference for the operational activities carried out and financed by other organizations of the system from their own resources will depend in part on the introduction of systematic arrangements whereby Governments are informed of the resources likely to be made available from the United Nations system over a particular period;
- (ix) The functions of the resident co-ordinators will be to assist Governments in achieving the objectives and priorities set by them, by ensuring the coherence of action and effective integration of the various sectoral inputs from the United Nations system. The new system of resident co-ordinators will need to be kept under continuous review so as to ensure the effective attainment of the objectives that have been laid down in the relevant General Assembly resolutions;

(c) Reflection of international strategies

- (x) The operational capacities of the system need to be strengthened in order to respond to the needs of developing countries in areas central to efforts to restructure the international economic system such as trade, industry and energy. In particular, the instrument of the regional, interregional and global programmes and projects of the system could be

developed further in helping to restructure the international environment to render it more supportive of the development process, and a greater share of the available resources should be channelled to these programmes for that purpose;

- (xi) The present policy review coincides with the final stages of the formulation of the new international development strategy for the 1980s. An opportunity is thereby provided to consider whether the strategy might provide some guidance for the operational activities of the system, for example, some of the policy measures for those activities described in this present report;
- (xii) Greater efforts should be made to link the normative research and analysis functions of the organizations of the system and the operational activities supported by the same organizations;

(d) Pre-investment, investment and technical co-operation

- (xiii) There is a need for the United Nations system to consider the different categories - technical co-operation, pre-investment and capital transfers - as being an operational continuum, and the question for the Economic and Social Council and the General Assembly to pursue is how best the links between the different types of operational activities can be strengthened to attain this desideratum;

(e) Promotion of self-reliance

- (xiv) A progressive and relatively rapid assumption by Governments of the responsibility for executing projects supported by the United Nations system would help to develop the Governments' own managerial capabilities and the attainment of self-reliance. This would place the prime responsibility for ensuring the effective implementation of the project firmly in the hands of the entity having responsibility for the development process, namely, the Government;

(f) Efficiency in operational activities

- (xv) The pursuit of efficiency in the implementation of operational activities cannot be separated from the over-all consideration of efficiency of the agencies concerned. It is furthermore affected by the conceptual dichotomy based on the source of funds between regular or constitutional activities and "operational activities". The claims of agencies for increased support costs could perhaps best be countered collectively if member countries were to remove this dichotomy in budget practice and agree, among other considerations, to a progressive increase in assessed budgets in relation to the increase in the level of operational activities;
- (xvi) Over-all progress towards a greater uniformity of administrative, financial, budgetary, personnel and planning procedures has been limited although there have been some developments regarding the greater

harmonization of project requests and related donor procedures, interagency procurement practices, and the development of evaluation systems and institutional memory for operational activities;

(g) Issues for further consideration

- (xvii) Consideration might be given to grouping, within a single analytical framework, all types of operational activities for development, including technical co-operation, investment, food aid and budgetary and balance-of-payments support, to be accompanied by the further elaboration of some of the statistical material presented in the annexes to the present paper. In future policy reviews, attention might be given to one or more system-wide issues dealing with institutional or policy gaps in the operational activities, perhaps related to, and fed into, the review and appraisal mechanism to be established in respect of the implementation of the new international development strategy.

137. Taking as points of departure, and structuring its discussions around those 17 recommendations, the Committee focused on the following issues:

- (a) The availability of resources for the funding of operational activities;
- (b) The relationship between national objectives and international strategies;
- (c) The programming and implementation of operational activities;
- (d) The efficiency and effectiveness of operational activities;
- (e) Follow-up action on the report.

(a) Availability of resources for the funding of operational activities

138. The Committee attached particular importance to the question of resources (para. 136, recommendations (i)-(v) and (viii)) and felt that the resources for operational activities should, as far as possible, be made available on a predictable, continuous and assured basis. There was need to make further progress towards more stable financing of the operational activities of the system, and the introduction of a mixture of firm and indicative multiyear pledges as proposed by UNDP would be a significant step forward. In addition, and in order to facilitate the planning by developing countries of their national development programmes, there was need to consider an approach whereby Governments would be informed of the total magnitude of the resources likely to be made available from organizations of the United Nations system over a particular period of time. It was recognized, however, that this approach, while generally valid, might not be feasible in respect of small, sectorally oriented funds.

139. The Committee noted the desirability of moving towards a more equitable sharing of the cost of the financing of operational activities, although it recognized that contributions to the operational activities of the system were voluntary in character.

140. The Committee also felt it was essential to preserve the principle of



universality in the system's operational activities. Although the largest share of the system's resources should be allocated to the least developed and other low-income developing countries, in keeping with intergovernmental mandates, other developing countries should still continue to receive an adequate share of resources from the United Nations system in order to finance their development. This would not be possible if the growth of resources did not keep pace with needs.

141. The Committee received information that showed that many donor countries had not yet attained internationally agreed targets for official development assistance.

#### Observations and reservations

142. It was pointed out by members of the Committee that many donor countries had not yet attained internationally agreed-upon targets for official development assistance and that greater efforts should be made by those developed countries to move towards those targets.

143. With regard to the discussion on resources, one member recalled his country's objections to any concept of international taxation for the financing of the transfer of resources to developing countries.

144. One delegation expressed concern that the proposal of the Administrator of UNDP regarding new financing modalities in connexion with the energy sector represented the creation of another new fund. Although it was agreed that there were some lacunae in the system, which suggested the need for its further strengthening, that delegation did not think that the creation of additional and separate funds was the preferable means of responding to the situation. In response, the representative of UNDP recalled the principle of that organization as the central funding source for technical co-operation within the United Nations system. If the Governing Council of UNDP approved the proposal of the Administrator for a new financing modality in connexion with energy, the fund would be closely related to the existing United Nations Revolving Fund for Natural Resources Exploration and would be managed through the existing services of UNDP, with a possibility for eventual merger of the two funds.

145. Some delegations recalled the objections of their Governments to any increases in the assessed budgets to accommodate an increased claim for support costs. In their view, such expenditures should be financed from voluntary contributions by Governments.

146. One delegation reserved its position on recommendation (iv) proposed by the Director-General in his draft report. While it did not disagree with the principle of allocating more financial resources to the least developed countries, it considered it essential to maintain the universality of the United Nations operational activities. If recommendation (iv) were interpreted to mean that additional resources, over and above those already being allocated in the various United Nations organizations, should be destined for that purpose, his delegation would be unable to accept it. Its adoption would mean the virtual exclusion of the medium-income countries from any of the programmes financed by the United Nations development system.

(b) Relationship between national objectives and international strategies

147. The Committee endorsed the treatment of the relationship between the national objectives expressed in national development plans and the implementation of internationally determined strategies and policies having an effect at both the international and national levels (recommendations (v) and (x)-(xii)). It noted that, although a balance was required between national priorities and international strategies, the overriding concern in determining the orientation of the system's operational activities and the areas in which multilateral assistance should be made available should be that of national priorities of Governments. Country programming should be undertaken within the context of national development programmes, so as to ensure that national priorities were paramount in the determination of the United Nations system's operational activities at the country level.

148. The Committee also endorsed the analysis in the report regarding the existing gaps in operational activities particularly relevant to the establishment of the new international economic order, noting that operational activities should have close links and contribute significantly to the implementation of the new international development strategy.

149. The Committee, recognizing the need and importance of closer relationships between the research and development policy analysis functions of organizations in the system and the operational activities that they carry out at the request of Governments, felt that operational activities should be subject to a more vigorous and periodic evaluation in which the Committee for Programme and Co-ordination might help in improving interaction and cross-fertilization.

(c) Programming and implementation of operational activities

150. The Committee focused on the need to review progress in the implementation of some aspects of new dimensions in technical co-operation, particularly those related to the promotion of self-reliance of the developing countries and to the question of the execution of projects by Governments and institutions of developing countries, as set forth in General Assembly resolution 3405 (XXX) of 28 November 1975. The Committee felt that the aim of the United Nations system should be to create the conditions that would enable developing countries to assume the responsibility for the direct execution of projects. It was concerned that attitudes and practices of organizations in the system had been too slow in adapting to the changing situations, thereby apparently inhibiting implementation of many of the features of the new dimensions; <sup>13/</sup> it believed that a closer examination of the reasons for this should be undertaken.

151. In response, the Committee was informed by several organizations of their attempts to make more widespread the practice of direct execution of projects by recipient Governments, and other provisions of new dimensions. It was indicated to the Committee that the attitudinal problem in adapting to new policies and procedures was not the only one. The Committee was informed that there was also a need to gain experience, to learn by doing, and to devise the most appropriate manner in which the United Nations system could assist Governments to assume the additional responsibilities implicit in government execution. This, in turn, would strengthen the self-reliance of countries in the management and implementation of their development programmes. It might not be

---

<sup>13/</sup> General Assembly resolution 3405 (XXX), annex.

fully accurate to attribute the slow implementation of new dimensions only to those bodies which traditionally were responsible for the implementation of projects. The Committee was informed that a number of recipient countries themselves had not been able to take over some of the responsibilities given to them under the new dimensions, in part because of the lack of strong institutional capacity and in part because of a preference for the traditional modalities of project execution. In that context, it was emphasized by the Committee that the role of UNDP and the United Nations system was to assist recipient Governments in assuming the responsibilities implicit in new dimensions, should they so request.

152. In the context of assisting Governments to assume the responsibilities for project execution (recommendation (xiv)) the Committee felt that attention should be focused on the need to strengthen the training component of operational activities. The purpose of technical co-operation was, inter alia, the development of human resources in all aspects. With additional training, an increasing number of officials from developing countries would be in a better position to assume many of the new responsibilities that new dimensions sought to place on their Governments. The Committee was informed that the World Bank had created a training institute for that purpose.

153. In its comments on the question of relationship of pre-investment, investment and technical co-operation (recommendation (xiii)), the Committee agreed with the analysis in the report and the recommendation that the United Nations system should consider those different categories as being an operational continuum, rather than at present as separate segments, and stressed that the linkage between all those categories needed to be improved.

154. On the proposal in the draft report regarding the programming of external inputs (recommendation (vi)), the Committee noted that assistance from organizations in the system, when provided at the request of Governments, could help in the overall programming and co-ordination by Governments of all external assistance. It was understood that the programming of external inputs could only be the exclusive responsibility of Governments, and that the United Nations system could assist in this process, should Governments so request, as it had already done in a number of cases. It should also be seen as an issue separate from the co-ordination of the United Nations system inputs at the country level, in accordance with the relevant sections of the annex to General Assembly resolution 32/197, the effective performance of which would in part facilitate the discharge by Governments of their responsibility for the co-ordination and programming of external assistance.

155. In keeping with its traditional interest in the role of regional commissions in operational activities, the Committee noted with concern that a number of functions had been decentralized to the commissions, in response to the relevant General Assembly resolution, without the requisite transfer of resources and posts that would strengthen their capacities to execute those tasks. The Secretariat indicated that some information on this subject had been included in the final version of the report. As the Committee had not seen the final version of the report, however, no comment could be made on it.

#### Observations and reservations

156. Several delegations expressed strong reservations on the proposal contained in recommendation (vi) that the United Nations system could assist Governments in programming all external inputs as opposed to inputs from the system.

157. One delegation stated that it could not agree with paragraph 21 and recommendation (xiii) contained in the draft report of the Director-General. In the view of that delegation, it was inadmissible to use United Nations operational activities in developing countries to pave the way for foreign private capital.

158. Several delegations expressed their disagreement with the proposal contained in recommendation (xv). In the view of those delegations, the budgets of the agencies were to finance regular activities while operational activities must be financed from voluntary sources.

(d) Efficiency and effectiveness of operational activities

159. There was some concern that the draft report of the Director-General had not discussed in greater detail issues related to the need to attain the fourth objective set forth for the restructuring of operational activities, namely, the attainment of optimum efficiency and the reduction of administrative costs, thereby ensuring that a larger proportion of the funds reached the intended recipient countries (recommendations (xv) and (xvi)). However, the Committee noted the Secretariat's defensive explanation that the interpretation of General Assembly resolution 33/201 of 29 January 1979, agreed upon in consultation with members of the Administrative Committee on Co-ordination, required the report to concentrate on those issues of a system-wide character affecting efficiency and effectiveness, although this did not preclude the possibility of a more detailed analysis at a subsequent stage. The Committee did not accept that interpretation and regretted that the question had not been the subject of a satisfactory examination. The Committee was informed that the final version of the report of the Director-General would contain a number of references to several documents in which matters affecting the system-wide efficiency and effectiveness of operational activities were treated in greater detail.

160. Further information was requested regarding the level of support costs, in order to attain a better understanding of the nature of the problem. The Committee was informed that the Intergovernmental Working Group on Support Costs of UNDP had been seized with the matter for some time and that information on the magnitude of support cost was available in the documentation prepared for that Working Group. The Governing Council of UNDP, at its twenty-seventh session, would be considering the report of the Working Group, and the report of the Governing Council would be before the Economic and Social Council at its second regular session of 1980.

161. The Committee expressed concern that only limited progress was being made towards a greater uniformity of administrative, financial, budgetary and personnel planning procedures, and felt that the information provided in the draft report could have been supplemented with additional information on corrective measures being taken. The Committee noted that several documents on the steps being taken within the Programme to enhance the collective endeavours of the system regarding the programming and implementation of operational activities were being submitted to the Governing Council of UNDP at its twenty-seventh session.

162. The Committee noted the intimate connexion, brought out in the report, between efficiency and the level of resources, and the need to increase the level of both in order to improve the quality of output.

163. On balance, the Committee felt that issues affecting efficiency and effectiveness should be considered as an integral part of the attainment of the four objectives for the restructuring of the operational activities of the system, rather than in isolation.

Observations and reservations

164. One delegation stated that because the draft report of the Director-General had reached the Committee at a very late date his Government had not had adequate time to formulate its position thereon. For that reason, his Government had to reserve its position on the report of the Director-General.

## CHAPTER VI

### REGIONAL CO-OPERATION AND DEVELOPMENT

#### A. Legislative authority

165. At its second regular session of 1979, the Economic and Social Council adopted resolution 1979/64 of 3 August 1979 on regional co-operation and development, in which, inter alia, it invited:

"... the Committee for Programme and Co-ordination to undertake at its twentieth session a full review of policy and programme issues relating to the distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs concerned, in preparation, inter alia, for the elaboration of the next programme budget and medium-term plan, and to report thereon to the Economic and Social Council and the General Assembly in 1980".

166. At its thirty-fourth session, the General Assembly adopted resolution 34/206 of 19 December 1979 on the implementation of section IV of the annex to General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system, in which it took note of Council resolution 1979/64 and requested the Secretary-General, in co-operation with the executive secretaries of the regional commissions:

"... to provide all the necessary support to the Committee for Programme and Co-ordination in its review, envisaged in paragraph 6 of Economic and Social Council resolution 1979/64, of policy and programme issues relating to the distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs concerned".

#### B. Background

167. The Committee considered agenda item 7, entitled "Regional co-operation and development", at its 656th to 662nd meetings, held from 3 to 6 June 1980.

168. For its consideration of the item, the Committee had before it the report of the Secretary-General on policy and programme issues relating to the distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs concerned (E/AC.51/1980/6). The attention of the Committee was also drawn to the report of the Secretary-General on the decentralization of economic and social activities to, and the strengthening of, the regional commissions (A/34/649).

169. The following points were made in an oral introduction of the report:

(a) The restructuring process of the economic and social sectors of the United Nations as mandated in General Assembly resolution 32/197 had begun in 1978 with the restructuring of Headquarters secretariat services and the

redistribution of resources among the new organizational entities. This had been reported to the Economic and Social Council in document E/1978/118.

(b) In a further phase, the Secretary-General had submitted to the General Assembly at its thirty-fourth session the report contained in document A/34/649 (see para. 168 above). At that session, the two aspects of the expanded role of the regional commissions mentioned in the title of the report - decentralization of activities and the strengthening of the commissions - were identified. Since the Assembly had not completed its examination of the second aspect, namely, the additional functions of the regional commissions and their related financial implications, it was the Secretary-General's intention to submit a revised version of the report to the Assembly at its thirty-fifth session. Any views expressed by the Committee in the context of the present review which might have a bearing on the subject would, of course, be taken into account in the process.

(c) The report before the Committee (E/AC.51/1980/6) comprised an introduction, which was merely historical; chapter I which discussed some of the policy issues encountered in contemplating improvements in the pattern of distribution of programme activities; and chapter II on programme issues, which briefly reviewed 11 major programmes and selected programme areas for further review. The report did not attempt to actually propose a different distribution of tasks but tried, rather, to pinpoint areas for further discussion.

170. Representatives of the regional commissions made the following points:

(a) The general orientation and conception of the activities of the regional commissions reflected an increasing trend towards collective self-reliance and led to increasing participation by the secretariats of the commissions in policy deliberations and action-oriented multidisciplinary projects. This, in some respects, could be considered to be a strengthening of regional activities. A distinctive feature of the work and role of the commissions under their renewed mandates thus emerged, namely, their responsiveness to immediate and urgent multisectoral needs of the region as identified by the regional intergovernmental bodies in a very practical manner;

(b) Mandates for a multisectoral approach limited to a geographical region. The Economic Commission for Europe, for instance, had its own, quite effective, programming procedures. Global co-ordination and consistency could be achieved by linking the medium-term programmes to a global strategy which, of necessity, would come from the central organs;

(c) The appropriation of resources had not always matched the allocation of tasks, thereby making it difficult for the regional commissions to satisfactorily execute their mandates;

(d) While recognizing the value of linking the redistribution of tasks to the preparation of the 1984-1989 medium-term plan, the Commissions nevertheless considered that that endeavour, begun two years ago, should continue within the context of the preparation of the 1982-1983 programme budget initially, and thereafter within the framework of the 1984-1989 medium-term plan;

(e) The regional commissions considered the distribution of tasks and responsibilities would be more appropriately carried out at the level of subprogrammes rather than at the level of programme elements.

### C. Discussion

171. The Committee noted that General Assembly resolution 32/197 must be considered in its totality. It was pointed out that as a safeguard against the scattering of activities that might arise from the implementation of section IV of the annex to that resolution, concerning decentralization, section VII of the annex, concerning planning and programming, must also be fully implemented. The Committee agreed that the process of decentralization required that the regional commissions participate fully in the planning and programming process of the United Nations.

172. The Committee's discussion revolved around the following five themes:

- (a) Nature and purpose of the Secretary-General's report;
- (b) Analysis of functions;
- (c) Validity and utilization of the criteria for the distribution of tasks and responsibilities;
- (d) Procedure to be followed and time-frame to achieve a speedy implementation of section IV of the annex to General Assembly resolution 32/197;
- (e) Possible financial implications arising out of the decentralization process.

173. Regarding these issues, the need was stressed to keep the Governments of each region informed in order to give them the opportunity to express their views on the decisions to be adopted and which could affect the implementation of the intergovernmental regional mandates established by them.

#### (a) Nature and purpose of the Secretary-General's report

174. The Committee's views of the report of the Secretary-General were ambivalent. While appreciating the effort made, the Committee felt that it was too abstract, and not analytical enough to enable the Committee to make practical recommendations on a possible redistribution of tasks. However, the Committee was informed that the report did not claim either to present all details on the issue or to lead to immediate and precise recommendations, but was intended as a preliminary review of the issues involved, so that the Committee could issue guidelines as to the specific areas and issues to be addressed as a matter of priority.

175. The Committee felt that the report should have described the progress made in the implementation of General Assembly resolution 32/197; explained the functional relationships between the centre and the regions; analysed the nature of tasks best suited to decentralization; and, on this basis, made firm proposals for changes in the distribution of tasks between the centre and the regions.

#### (b) Analysis of functions

176. The distinction between different sets of functions and the definitions of categories of tasks proposed in paragraph 13 of the report (E/AC.51/1980/6) were considered by the Committee, which felt that the aims of a potential redistribution were to ensure the most effective discharge by each component entity of its own responsibilities, while at the same time promoting the concerted development and



implementation of over-all strategies and global programme priorities. It was generally felt that further analysis should concentrate on those activities that had to be performed at the global and regional levels simultaneously.

177. The Committee thought that the activities described in paragraph 13 of the report (E/AC.51/1980/6) were too narrowly defined and proposed adding a further category, (d), for those functions of a global nature for which one regional commission could act as the lead unit.

(c) Validity and utilization of the criteria for the distribution of tasks and responsibilities

178. On the proposed four criteria for the redistribution of tasks, the Committee asked whether these were the only, or the best, criteria available, or whether thought had been given to the difficulty of applying them when there was a conflict among criteria. After considering that matter in detail, the Committee agreed that the criteria were not exclusive, and that they could be used provided they were applied with flexibility; although it would be difficult to assign relative weights to each, or establish a hierarchy among them, they would provide a practical framework for decisions in which clashes among criteria could, it was hoped, be resolved pragmatically.

179. The Committee felt that one important missing criterion was the needs of the developing countries, which were better dealt with at the regional level. It was proposed that in taking account of those needs, consultations should be held with Governments in the regions.

180. On the application of the criteria, there was concern that it might result in some instances in the decentralization of activities to only one regional commission, while all regions would have an interest in the subject. It was agreed that the criteria of effectiveness and efficiency should be defined not only in budgetary terms, but also in terms of the flexibility of response to perceived needs and of the quality of output.

(d) Procedure to be followed and time-frame to achieve a speedy implementation of section IV of the annex to General Assembly resolution 32/197

181. The discussion centred on the following five main issues: (a) the need for early action; (b) the allocation of tasks between regions and centres as a continuing process; (c) the level at which reallocation of tasks should take place; (d) whether reallocation should be temporary or permanent; and (e) which priority areas for further detailed analysis could be identified.

182. On the question of the time-frame for the implementation of the process, the representatives of the regional commissions explained the need to reach decisions on an improved allocation of tasks in time for the financial and administrative implications, as appropriate, to be reflected in the next programme budget, with a continuation of the exercise to be included in the next medium-term plan. As a consequence, it would be useful to resume the analytical work as soon as possible.

183. The Committee considered the matter in detail recognizing that while the contemplated redistribution of tasks could be effected through the planning process, since preparations for the 1984-1989 medium-term plan would already have started

by the end of 1980, more thought had to be given to the dimensions of the problem and that the documentation before the Committee would not allow it to formulate precise recommendations at its present session. On the other hand, the Committee recognized that if it decided to postpone consideration of the present item to the twenty-first session, it would be difficult to make proposals that could be reflected in the next programme budget.

184. The question was raised of the appropriate level at which the process of redistribution of tasks should be carried out. While the Secretary-General had indicated in his report (E/AC.51/80/6) that the division of tasks should be done in the framework of the medium-term plan exercise, the report of the Secretary-General also indicated that the analysis of tasks should be done at the programme element level. It was pointed out that this was an inherent contradiction. Decentralization at the programme element level would amount to a temporary parcelling of activities and would carry the risks of increased duplication.

185. In response, the Secretariat gave specific examples illustrating the fact that activities at the subprogramme level were in many instances mandated at both the central and regional levels and indicated that it would be difficult to envisage the transfer of a whole subprogramme out of the centre. The programme element level would therefore seem to be the appropriate level of analysis in most cases.

186. With respect to the programme areas to be selected for an urgent in-depth analysis, the opinion of the regional commissions was sought. It appeared that their immediate areas of priority were water, transport, development issues and policies, rural development, social development, the global economic survey and parts of population activities. Energy and the environment, as well as re-examination of the status of decentralization in the field of human settlements were also mentioned as areas of interest.

187. In connexion with the comments of the regional commissions concerning the decentralization of the transport programme, the Committee wished to be informed of the status of implementation of the decisions already taken with regard to that programme. The Secretariat replied that the Committee's decision to decentralize activities related to land transport had been implemented after an initial delay and that, in accordance with the Committee's decision on this subject at its seventeenth session, 14/ the Centre retained responsibilities for over-all transport matters at the system-wide level.

(e) Possible financial implications arising out of the decentralization process

188. The Committee discussed the possibility referred to in the report that decentralization of activities from the Centre to the regional commissions might involve additional costs. The view was expressed that transfer of tasks from one unit to another should be accompanied by the transfer of corresponding resources, and should not result in an over-all increase in resources. The hope was expressed that decentralization would not lead to an expansionary process ending up with six fully staffed secretariats instead of one.

---

14/ See Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38).

189. It was suggested that the strengthening of the regional commissions, agreed upon in principle, should be implemented only when an indication of the work actually having been started became available. It was also suggested that before additional resources were authorized, the vacancy situation among professional posts in the regional commissions should be studied.

190. The Committee received from the Secretariat further explanations on the reason why the decentralization process would involve some additional costs and also an elaboration of the benefits to be derived from it.

\* \* \*

191. The Committee's recommendations are given in chapter X, paragraph 364 below.

## CHAPTER VII

### REPORTS OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

#### A. Legislative authority

192. In accordance with Economic and Social Council resolution 2008 (LX) of 14 May 1976 and General Assembly resolution 31/93, the Committee considered the annual report of the Administrative Committee on Co-ordination for the period 1979/80. In that connexion, and pursuant to Economic and Social Council decision 1980/100 of 6 February 1980, the Committee's attention was also drawn to General Assembly resolution 34/214 of 19 December 1979, entitled "Implementation of section VII of the annex to General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system".

193. At its nineteenth session, the Committee requested that the report of the Secretary-General on the costs of public information programmes in the United Nations system (E/AC.51/104) should be revised in the light of its comments and submitted to the Committee at its twentieth session. 15/

194. At its eighteenth and nineteenth sessions, the Committee had carried out a cross-organizational analysis of information systems within the United Nations system. The Committee at its nineteenth session, recommended that the implementation of CORE/1 (Interagency Project Register) should be completed by 1 June 1980 and that a report should be submitted for the consideration of the Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination in 1980. Further, the Committee was of the opinion that no decision should be taken on the implementation of CORE/2 until ACC, through the Consultative Committee on Administrative Questions and the Consultative Committee on Substantive Questions, had been able to comment on the proposals contained in paragraph 65 of the report of the Joint Inspection Unit (A/34/153). A revised project document, which would spell out information outputs and inputs, costs, resources needed from and participation of the United Nations agencies, project organization and the implementation schedule, would be submitted to the Committee at its twentieth session. Subsequently, the Committee, at its 617th meeting held during its organizational meetings in 1980, decided to request that at the time of its consideration of that report, it should be informed of the implementation of CORE/1 on the basis of all available information, so that the Committee would have sufficient time for consultations before the Joint Meetings.

195. Under this item, the Committee would also take a decision with respect to the items to be inscribed on the provisional agenda for the Joint Meetings of the Committee with the Administrative Committee on Co-ordination for 1980.

---

15/ Ibid., Thirty-fourth Session, Supplement No. 38 (A/34/38), chap. V, sect. I, para. 187.

## B. Background

196. The Committee considered item 8 of its agenda, entitled "Reports of the Administrative Committee on Co-ordination", at its 635th, 652nd to 656th, 663rd and 671st meetings, held on 16 and 30 May and 2, 3, 9 and 12 June 1980. For its consideration of the item, the Committee had before it the following documents:

(a) The annual overview report of the Administrative Committee on Co-ordination (ACC) for 1979/80 (E/1980/34);

(b) A report of the Inter-Organization Board for Information Systems on the Interagency Project Register (CORE) (E/AC.51/1980/5); and

(c) A note by the Secretary-General containing a revised report on the costs of public information programmes in the United Nations system (E/AC.51/1980/8). 16/

## C. Discussion

197. The Committee concentrated its discussion on the following themes in relation to the annual overview report of ACC (E/1980/34):

(a) Cross-organizational analysis as a tool for co-ordination and the role of the Committee for Programme and Co-ordination in that regard;

(b) Areas for future cross-organizational programme analyses;

(c) The functioning of the restructured machinery for co-ordination;

(d) The harmonization of programme planning structures and cycles;

(e) Operational activities;

(f) The statement by the Administrative Committee on Co-ordination on the security and independence of the international civil service and related questions; and

(g) The implementation of paragraph 1 of General Assembly resolution 34/214 relating to the improvement of communications between ACC and the intergovernmental bodies concerned.

198. With regard to the co-ordination of information systems, the Committee focused its attention on the future development and use of the Interagency Project Register (CORE).

---

16/ An earlier report (E/AC.51/104) had been submitted to the Committee at its nineteenth session.

1. Annual overview report of the Administrative Committee on Co-ordination

(a) Cross-organizational analysis as a tool for co-ordination

199. The Committee considered the usefulness of cross-organizational programme analyses in fulfilling its mandate to co-ordinate the activities of the United Nations system. It felt that the cross-organizational programme analyses undertaken so far had not enabled the Committee to analyse the effectiveness of programmes in responding to the respective mandates of intergovernmental bodies, and did not provide a sufficient basis for the Committee to draw conclusions on the need for co-ordination. It was felt that the Committee should be able to consider the interrelationship between programmes and activities that were being carried out in response to intergovernmental mandates, and that the analyses should contain information to facilitate that task.

200. The Committee was informed by the representatives of the Secretariat and a number of specialized agencies that the analyses prepared to date were useful in providing a framework for organizations to plan their activities in relation to the work of the system as a whole, though the Committee suggested that they would be more useful if they identified co-ordination issues at the country level, taking into account, in that connexion, the views of a representative sample of countries.

201. The Committee noted that, while there had been some progress in the design of a framework for collecting, processing and analysing data, there were still difficulties in striking a balance between providing for a sufficiently broad coverage of activities and producing a study that was manageable and which met the needs of the Committee.

(b) Areas for future cross-organizational programme analyses

202. The Committee, bearing in mind the need for a two-year time-frame to prepare a cross-organizational programme analysis, agreed that a cross-organizational programme analysis should be carried out in the area of public administration and finance for 1982, taking as a point of departure the Committee's previous evaluation and the report of the Joint Inspection Unit on that subject (E/1978/42 and Add.1). 17/

203. There was general support for selecting the area of marine activities as the subject for a cross-organizational programme analysis in 1983 (that area was understood to include relevant economic, scientific and developmental activities of the various organizations, in addition to those directly affected by the United Nations Conference on the Law of the Sea), although the Committee deferred taking a final decision on the scope of that analysis (which the Secretariat would clarify at the Committee's twenty-first session), 18/ or on the subject for the 1984 study, until its next session.

---

17/ The comments of the Secretary-General on the report are contained in document E/1978/42/Add.2.

18/ It was understood by the Committee that the Secretariat would prepare a brief informal paper on this question, to be submitted to the Committee at its twenty-first session.

(c) Harmonization of programme planning structures and cycles

204. Considering the progress made so far towards harmonizing programme planning structures and planning cycles, the Committee noted that a consistent and uniform application of agreed definitions was difficult in organizations having different structures and orientations in relations between their headquarters and field activities. Significant advances had been made, but there was further scope for improvement.

(d) Functioning of the restructured machinery for co-ordination

205. The representative of Norway proposed that the Committee request the Secretary-General to carry out a study in 1981-1982, which would include comments by the Joint Inspection Unit, to assess the results, to date, of the implementation of General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system. The Committee agreed that it would be a useful exercise. The Committee agreed that it would suffice, as a first stage, for this study, which should be carried out by the Joint Inspection Unit, to determine the impact of General Assembly resolution 32/197 on the Secretariat.

(e) Operational activities

206. In its discussion of the programming of United Nations system inputs at the country level, the Committee agreed that further progress should be made to ensure the effective use of the UNDP country programming process 19/ as a frame of reference for the operational activities of the United Nations system, financed and carried out by organizations from their own resources. This would enhance the quality and relevance of those activities, and ensure that they were in accordance with the objectives and priorities of the Governments concerned. It was agreed that the Committee would be kept informed of progress in that area in the light of its discussion.

207. The representative of UNDP referred to the possible need for a strengthening of the field office of UNDP and for additional assistance to agency pre-investment units so as to intensify follow-up investment activities to UNDP-assisted projects. The Committee did not express any views on this point, which is on the agenda of the current session of the UNDP Governing Council; some members of the Committee expressed reservations concerning this suggestion.

(f) Statement by the Administrative Committee on Co-ordination on the security and independence of the international civil service and related questions

208. The Committee took note of the statement by ACC on the security and independence of the international civil service (E/1980/34, annex I). While recognizing the importance of that statement, and noting that it was being brought to the attention of the governing bodies of the specialized agencies, it also felt that, in order to be fully comprehensive and objective, the statement should have covered all aspects of the independence of the international civil service, including the question of supplementary payments to international officials by their Governments.

---

19/ General Assembly resolution 2688 (XXV), annex, paras. 1-5.

209. The Committee noted with interest that the whole question could perhaps be examined by the appropriate expert body, the International Civil Service Commission.

210. The Committee also noted that ACC had agreed at the intersecretariat level on the establishment and financing, on a joint basis, of a fund to meet the cost of security measures to protect international staff in emergency situations. It was explained that the agreement was in principle only, and that the fund had not been set up. Proposals in that regard would be submitted to the various intergovernmental bodies for their approval.

#### Observations and reservations

211. Some delegations considered that the mandate of the Committee for Programme and Co-ordination did not cover the question of security and independence of the international civil service and that the Committee had no right to discuss that problem.

212. Another delegation also expressed doubts on the competence of CPC to deal with the issue of the security and independence of the international civil service. Moreover, in his view, the information was simply brought to the attention of CPC which need not act upon it. His delegation had constantly stated that it favoured the deletion of the paragraph relating to that issue from the report of CPC.

213. One delegation expressed deep concern at the ACC statement and regretted that the Committee had not seen fit to make recommendations to the Economic and Social Council and the General Assembly for putting an end to the abuses which had been mentioned. Nor could it associate itself with the Committee's criticisms of ACC, in which reference was made to questions of remuneration that were currently under investigation by the International Civil Service Commission.

214. One delegation was of the opinion that the question of supplementary payments to international officials, referred to in paragraph 208 above, did not fall within the Committee's mandate. That delegation also believed that, as the question was to be considered by the International Civil Service Commission, reference to it should be deleted.

215. The opinion was also expressed by another delegation that the report of the Committee should not dilute the paramount considerations of the safety and security of international civil servants by reference to that clearly secondary issue. Several delegations considered that the distinction was such as to make questionable the implication in paragraph 208 above that the Committee endorsed the reference to that latter point.

#### (g) Implementation of paragraph 1 of General Assembly resolution 34/214 relating to the improvement of communications between the Administrative Committee on Co-ordination and the intergovernmental bodies concerned

216. The Committee recalled that, in paragraph 1 of General Assembly resolution 34/214, the General Assembly had requested the Economic and Social Council to work out, as envisaged in paragraph 56 of the annex to General Assembly resolution 32/197, mutually convenient procedures for improving communications between ACC and the intergovernmental bodies concerned. The Committee stressed the need for



preparing for the Council's consideration of that question, and suggested that there should be informal discussions before it was taken up by the Council.

217. Finally, the Committee noted the statement by ACC that the ultimate purpose of intersecretariat co-ordination within the United Nations system was to provide support to member States in their own efforts to promote economic and social development. It was stressed that that support was to be provided at the request of member States.

## 2. Co-ordination of information systems: the question of CORE

218. The Committee noted with satisfaction that CORE/1 had now been implemented in accordance with the agreement reached at the Joint Meetings of CPC and ACC in 1979, and expressed to the Inter-Organization Board for Information Systems (IOB) its appreciation of the work that had been done to achieve that result. The Committee considered that, before any further steps were taken to develop CORE, it would be desirable to carry out a thorough examination of CORE/1. It also felt that completion of work on CORE/1 would be desirable, and that for the time being work should not be started on CORE/2, which was a much more expensive exercise, whose results could not yet be clearly foreseen and evaluated and whose original objectives had been overtaken by events.

219. It further noted that IOB was considering an alternative approach to CORE/2, involving an assessment of the feasibility of producing a guide to technical co-operation activities in low-income (or least developed) countries, including both multilateral and bilateral activities. The Committee noted that IOB was preparing a report to ACC dealing with that approach and expressed the hope that the report would be issued as soon as possible.

220. In connexion with the inclusion of data on bilateral aid in the proposed exercise, the Committee noted that that should only be done after taking into account the views of both recipient and donor countries. It was understood that IOB would exercise due caution in that regard.

### Observations and reservations

221. One delegation expressed reservations regarding the alternative approach to CORE/2 which involved an assessment of the feasibility of producing a guide to technical co-operation activities in low-income (or least developed) countries, including both multilateral and bilateral activities.

222. Another delegation expressed reservations on the proposed ad hoc meeting associating governmental and secretariat expertise.

## 3. Costs of public information activities in the United Nations system

223. The Committee took note of the Secretary-General's report on the costs of public information activities in the United Nations system (E/AC.51/1980/8),

prepared pursuant to a request made at its nineteenth session. 20/ This was a revised version of the paper submitted to it at its nineteenth session (E/AC.5.1/104), modified and updated in the light of comments by the Committee. The Committee agreed that it was not possible on the basis of this paper to draw any conclusions regarding the co-ordination of information activities, and noted in that connexion that the Joint Inspection Unit was preparing a report on the co-ordination of public information activities, which would be submitted to the United Nations Committee on Information and the other intergovernmental bodies concerned.

224. The Committee emphasized the importance of ensuring that information reached the appropriate users, so that countries, particularly developing countries, could benefit fully from information activities; in that context, questions were raised about the distribution of information material. It was noted that almost all public information material was sent to all the United Nations information centres.

225. The Committee noted that elements attributable to public information activities were not treated in the same manner in the financial records of all organizations, and that the practices of organizations for dealing with income generated from public information activities also varied from organization to organization.

226. Members of the Committee also commented on the fact that costs of public information activities of some United Nations organizations, including the United Nations Development Programme and the United Nations Environment Programme, were funded from extrabudgetary sources, and it was explained that both those organizations had their own public information services.

#### Observations and reservations

227. Comments were made on the fact that within the United Nations itself there was a variety of public information services, some of which were financed from extrabudgetary sources.

\* \* \*

228. The Committee's recommendations are given in chapter X, paragraphs 365 to 367 below.

---

20/ Official Records of the General Assembly, Thirty-fourth Session, Supplement No. 38 (A/34/38), chap. V, sect. I, para. 187.

## CHAPTER VIII

### MEDIUM-TERM PLAN

#### A. Proposed revisions to the medium-term plan for the period 1980-1983

##### 1. Legislative authority

229. In its conclusions and recommendations concerning the process of programme planning in the United Nations relating to the medium-term plan, 21/ the Committee at its nineteenth session stated, inter alia, that the next proposed medium-term plan to be submitted should cover the period 1984-1989, and accordingly, the submission of a proposed medium-term plan for the period 1982-1985, currently scheduled for 1980, was no longer required. The Committee further stated that the current medium-term plan 22/ should be reviewed at an appropriate time to take account of all decisions with programme implications during the first biennium.

230. In considering at its eighteenth session the report of JIU on programming and evaluation in the United Nations (A/33/226) 23/ and in particular recommendation 5 to the effect that a system should be instituted to enable the competent intergovernmental committees to monitor the performance of the programme budget, the Committee for Programme and Co-ordination requested the Secretary-General to proceed with the implementation of recommendations 2 to 6 of the Joint Inspection Unit, taking into account the specific proposals in the Secretary-General's comments (A/33/226/Add.1) 24/ on the JIU report. In his comments the Secretary-General stated, inter alia, that the general objectives of recommendation 5 were acceptable and described the manner in which the JIU recommendations in this area should be implemented (A/33/226/Add.1, paras. 49 and 50). Since the institution of a monitoring and performance reporting system is a gradual process requiring extensive adjustments at the planning stage and the establishment of the internal work programmes, the Secretary-General intends to proceed with implementation of recommendation 5, experimenting for that purpose with the biennium 1978-1979. The Committee decided that a first report on programme implementation covering the 1978-1979 biennium on an experimental and selective basis should be submitted to the Committee at its twentieth session. 25/

231. In connexion with this item the Committee's attention was also drawn to General Assembly resolution 34/225 of 20 December 1979, entitled "Identification of

---

21/ Ibid., sect. B, paras. 304-306.

22/ Ibid., Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1).

23/ Previously issued under the symbol E/1978/41 and Corr.2.

24/ Previously issued under the symbol E/1978/41/Add.1.

25/ Official Records of the General Assembly, Thirty-third Session, Supplement No. 38 (A/33/38), chap. I, para. 11.

activities that are completed, obsolete, of marginal usefulness or ineffective", by which the Assembly, inter alia, took note of the report of the Secretary-General (A/C.5/34/4 and Corr.1), submitted in pursuance of Assembly resolution 33/204, and the report of the Advisory Committee on Administrative and Budgetary Questions 26/ the Assembly also:

"...

"2. Notes with concern the finding of the Committee for Programme and Co-ordination 27/ that the information contained in the report of the Secretary-General is insufficient;

"3. Calls upon the Secretary-General to exercise his judgement so as to identify without further delay marginally useful and ineffective activities and to report thereon to the Committee for Programme and Co-ordination at its twentieth session, including the criteria which have been used in this identification;

"4. Requests the Secretary-General to report also to the Committee for Programme and Co-ordination at its twentieth session on activities which have been completed, on the resources which have thereby been released and on the consequent effect on the programme budget;

"5. Requests the Secretary-General to propose to the General Assembly at its thirty-fifth session criteria and arrangements to promote the development of an efficient procedure for the identification of activities that are completed, obsolete, ineffective or of marginal usefulness."

## 2. Background

232. The Committee considered agenda item 9, entitled "Medium-term plan", at its 618th to 625th and 661st to 665th meetings, held from 5 to 9 May and on 6 and 9 June 1980. The Committee had before it for consideration the proposed revisions to the medium-term plan for the period 1980-1983. 28/ The Committee also had before it a note by the Secretariat containing information on the programme on the International Trade Centre (E/AC.51/1980/CRP.6).

233. At its nineteenth session, the Committee had conducted an in-depth study of the planning process and made a number of recommendations 29/ with respect to planning procedures, which were endorsed by the Economic and Social Council in decision 1979/66 and by the General Assembly in resolution 34/224.

234. These recommendations were that:

(a) The next proposed medium-term plan to be submitted should cover the period 1984-1989, and accordingly the submission of 1982-1985 proposed medium-term plan currently scheduled for 1980 was no longer required.

---

26/ Ibid., Thirty-fourth Session, Supplement No. 7 (A/34/7).

27/ Ibid., Supplement No. 38 (A/34/38), chap. VI, para. 11.

28/ Ibid., Thirty-fifth Session, Supplement No. 6 (A/35/6 and Add.1 and 2).

29/ Ibid., Thirty-fourth Session, Supplement No. 38 (A/34/38), paras. 304-306.

(b) The current medium-term plan should be reviewed at an appropriate time to take account of all decisions with programme implications during the first biennium.

235. In introducing the proposed revisions to the medium-term plan for the period 1980-1983, the following points were made:

(a) The main purpose of the revisions, as explained in paragraph 4 of the proposed revisions to the medium-term plan, was to provide an up-to-date framework for the proposed programme budget for the biennium 1982-1983. The two major revisions were to the disarmament programme, as a result of the special session of the General Assembly devoted to disarmament, and to the international trade programme as a result of the fifth session of the United Nations Conference on Trade and Development. The proposed changes in the programmes of the United Nations Industrial Development Organization as a result of the Third General Conference would be issued later as an addendum to the proposed revisions, and a statement regarding the new orientations envisaged for the major programme "Science and technology" as a result of the United Nations Conference on Science and Technology for Development would also be made available to the Committee.

(b) The proposed revisions of UNIDO programmes had to be considered by the Industrial Development Board, in keeping with the recommendation of the Committee for Programme and Co-ordination regarding the involvement of intergovernmental organs in the planning and programming process.

### 3. Discussion 30/

236. The Committee first held a general discussion on the proposed revisions of the medium-term plan for the period 1980-1983, then considered separately the revisions proposed for each major programme.

237. In the course of the general discussion, it was pointed out that, because of its format, the document containing the proposed revisions needed to be read in conjunction with the original medium-term plan and that, because it only suggested partial revision, it should not involve a discussion of priority among major programmes.

238. It was also observed that the quality of programme analyses showed little improvement over the previous medium-term plan document.

#### (a) Chapter 4 (Political and Security Council affairs)

##### PROGRAMME 1: DEPARTMENT OF POLITICAL AND SECURITY COUNCIL AFFAIRS

239. Regarding subprogramme 1 (Fuller implementation of United Nations resolutions concerning apartheid), questions were raised about the wording of the proposed revisions. It was explained that the use of the future tense reflected the fact

---

30/ One delegation reserved its position on chapter 16, Human settlements; chapter 17, Industrial development; the section on the International Trade Centre under chapter 18, International Trade, and on chapter 23, Science and technology for development, since the draft report of the Committee on those chapters was not distributed in the working languages of the Committee.

that the plan for the work programme of the Centre was indefinite and that the legislative authority for the programme had not specified a time-limit. The wording reflected the actual situation and in instances was drawn from the resolutions adopted by the General Assembly.

240. Regarding subprogramme 2 (Peaceful uses of outer space), the decision to convene the Second United Nations Conference on the Exploration and Peaceful Uses of Outer Space had been taken after the medium-term plan for the period 1980-1983 had been adopted, and the proposed revisions reflected the new programme of work resulting from the recommendations of the Preparatory Committee for the Conference.

241. Regarding subprogramme 3 (International marine political and security problems), questions were raised about co-ordination of work between the Section for Sea and Oceans Affairs of the Department of Political and Security Council Affairs and the Ocean Economics and Technology Branch of the Department of International Economic and Social Affairs. It was recognized that economic and social aspects were closely interrelated with political and security aspects and that it was difficult to make a clear-cut separation, especially since a political dispute regarding an area of the Sea could involve economic matters. This would make co-ordination even more necessary.

242. It was explained that the Ocean Economics and Technology Branch had been created 15 years ago within the former Department of Economic and Social Affairs to deal with the economic, social and technological aspects of oceans.

243. The Oceans and Sea Affairs established within the framework of the United Nations Conference on the Law of the Sea had been incorporated last year within the Division of Political Affairs. It was concerned with political and security aspects and had never undertaken studies on economic aspects. It was working in liaison with the various specialized agencies and in close contact with all United Nations units that had activities connected with ocean political and security problems.

244. After completion of the work of the United Nations Conference on the Law of the Sea, the Section's programme might change in nature and might involve servicing meetings preparatory to the establishment of the sea-bed authority, but would not necessarily be terminated. Moreover, subprogramme 3 was not limited to activities related to the United Nations Conference on the Law of the Sea.

245. On the problems raised by the existence of four distinct reference centres on marine affairs within the United Nations, although each served a particular purpose, the Committee agreed that a study of the co-ordination between these reference centres was advisable.

## PROGRAMME 2: UNITED NATIONS CENTRE FOR DISARMAMENT

246. The question of co-ordination between the activities of the Centre and those of UNESCO was raised. The Centre had been given a co-ordinating role by General Assembly resolution 31/90 of 14 December 1976, adopting the recommendations of the Ad Hoc Committee on the Review of the Role of the United Nations in the Field of Disarmament and resolution S-10/2 of 30 June 1978. The Administrative Committee on Co-ordination at its last session had decided to establish an informal working group under the chairmanship of the Under-Secretary-General of the Department;

the group was scheduled to meet in June 1980 and would consider the question of co-ordination. Education and disarmament were dealt with by UNESCO, which did not deal with the security aspects of disarmament and therefore there was no duplication of work.

247. Regarding subprogramme 3 (Studies on disarmament), the Committee was informed that the comprehensive report on South Africa's plan and capability in the nuclear field mentioned in paragraph 4.87 (j) would be submitted to the General Assembly at its thirty-fifth session.

248. With respect to the two categories of studies mentioned in paragraph 4.90, both were undertaken at the request of the General Assembly; however, while the first category was undertaken in direct support of ongoing negotiations the second category was for the information of the relevant United Nations organs, such as the study on nuclear-weapon-free zones.

249. Regarding subprogramme 5 (Training for disarmament) which originated from General Assembly resolution S-10/2, adopted by consensus at its tenth special session, several delegations expressed doubts regarding its content, the sessions' duration, the means chosen to achieve the objective and the criteria chosen for selecting the trainees. The Committee felt that although the programme was certainly useful, it could be improved.

(b) Chapter 6 (International justice and law)

250. The Committee felt that the quality of the drafting of the programme as well as the listing of items of priority in paragraph 6.143 was satisfactory. However, the order in which the items had been listed did not indicate relative priorities.

251. It was explained that priorities were established by the competent legislative organs such as the International Law Commission and the United Nations Commission for International Trade Law (UNCITRAL) and then approved by the General Assembly. The meaning of paragraph 6.143 (b) was that the Secretariat determined the schedule of work between the sessions of UNCITRAL.

252. The conference of plenipotentiaries, convened in March/April 1980 for the purpose of concluding the Convention on Contracts for the International Sale of Goods, had completed its work and adopted the Convention and a Protocol now open for signature.

253. Following consultations between UNCTAD and UNCITRAL, institutional arrangements granting competence to UNCTAD for the International Code of Conduct on the Transfer of Technology and the subject of restrictive business practices would be considered by the Trade and Development Board and the General Assembly at its thirty-fifth session.

254. Subprogramme 2 dealt with the co-ordination of the work of organizations in international trade law, including implementation of the legal aspects of codes; the General Assembly, by its resolution 34/142 had conferred the co-ordinating role to UNCITRAL.

(c) Chapter 7 (Trusteeship and decolonization)

255. The need for a revision to the medium-term plan on trusteeship and decolonization was questioned.

256. The question was raised whether progress in decolonization would lead to a reduction of the resources and staff allocated to the programme. It was explained that, in connexion with the twentieth anniversary of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the General Assembly at its thirty-fifth session would review the progress so far achieved and would, in all likelihood, call for intensified efforts to hasten the decolonization of the remaining territories to which the Declaration applied. The representatives of the Secretariat informed the Committee that, in their view, the resources released by the progress in decolonization would be redeployed to related activities which had hitherto been limited by budgetary restraints, such as the dissemination of information and liaison with regional and non-governmental organizations or activities relating to Namibia or the problems of small territories.

257. The importance of activities relating to small territories was stressed: the future of the programme could be considered when the process of decolonization was entirely completed.

258. With regard to the dissemination of information, the Department maintained close co-ordination with the Department of Public Information.

(d) Chapter 12 (Public information)

259. No comments were made regarding the substance of the proposed revisions. The reference to the Fifth Committee in paragraph 12.2 should not have appeared, since it was for the General Committee to recommend to the General Assembly the allocation of items to Main Committees.

(e) Chapter 13 (Development issues and policies)

PROGRAMME 1: DEPARTMENT OF INTERNATIONAL ECONOMIC AND SOCIAL AFFAIRS

260. Regarding subprogramme 3 (Fiscal and domestic financial issues), the Committee requested information concerning the International Symposium on the Mobilization of Personal Savings in Developing Countries and was informed that the legislative frame of reference for such activity was to be found in General Assembly resolution 2626 (XXV) of 24 October 1970, entitled "International Development Strategy for the Second United Nations Development Decade". The Symposium had been organized in co-operation with, and funded by, extrabudgetary resources provided by the Government of Sweden. It has been attended by officials from finance ministries, central banks, savings banks, researchers and specialists from various regions. Representatives from the ILO and IMF had made an important contribution to the work of the Symposium. The second international savings symposium to be held in 1982 would have the same composition as regards participants. The Committee decided to recommend that the report on the results of the Symposium should be submitted to the Economic and Social Council and to the General Assembly.

261. Regarding the discrepancy between the new name of the Group of Experts on Tax Treaties mentioned in the proposed revisions and the new name as decided by the Economic and Social Council at its last session, the Committee understood that this stemmed from the fact that the revisions had been drafted before the session of the Council and on the basis of the recommendations of the Group of Experts.



262. On the relationship between this subprogramme and the activities of the public administration and finance programme, it was explained that the mobilization of personal savings related to private savings whereas the public administration and finance programme related to public savings; there was no overlapping of co-ordination and every effort would be made to ensure full co-ordination, should the need for such co-ordination arise.

#### PROGRAMME 2: DEPARTMENT OF TECHNICAL CO-OPERATION FOR DEVELOPMENT

263. The Committee proposed a new text for subprogramme 4: Improved technical assistance in integrated rural development.

##### (f) Chapter 15 (Food and agriculture)

264. The programme narratives in chapter 15 were criticized on the grounds that they described exclusively tasks facing intergovernmental bodies and did not show clearly the activities of the Secretariat. Chapter 15 was not in conformity with the decisions of the competent intergovernmental organs. It was explained that the World Food Council and its secretariat were engaged in activities that help to achieve the targets established by intergovernmental bodies. The role of the secretariat itself was to service the Council, prepare documents for its consideration regarding the issues described in chapter 15 and assist in the implementation of decisions taken. The role of the World Food Council was to act as a catalyst within the United Nations system and ensure the follow-up of the World Food Conference in the three main areas of food production, food distribution and food security.

265. The food financing facility referred to in paragraph 15.7 (e) was a joint proposal by WFC and FAO to be submitted to IMF. Its purpose was to ease momentary imbalances in the balance of payments of developing countries; the purpose of the financing facility mentioned in paragraph 15.8 (v) was to enable developing countries to build facilities to store adequate food reserves. The sentence could be amended to read "adequate financing for storage facility".

266. On the reference to the establishment of a contingency plan for food crisis management mentioned in paragraphs 15.7 (e), 15.7 (f), 15.8 (vi) and 15.11 (d), since the Council at its next session would recommend a final plan for adoption by the General Assembly, the relevant paragraphs should be amended to reflect the fact that only the feasibility of establishing a contingency plan was currently considered.

##### (g) Chapter 16 (Human settlements)

267. The Committee was informed that both the Vancouver Declaration and General Assembly resolution 32/167 had adopted a normative approach regarding human settlements problems; a funding mechanism supported by extrabudgetary resources had been established. Problems of co-ordination had been solved after an initial delay and the revisions reflected the decisions taken by the Commission on Human Settlements at its second session that the Vancouver Declaration should provide the framework and the structure for a comprehensive medium-term plan. Regarding the technical co-operation activities of the Centre, most projects were financed by UNDP and were at the national level; regional

projects were undertaken by the regional commissions. The Centre would assist the regional commissions in holding the subregional/regional conferences referred to in paragraph 16.27; the commissions would be the executing agencies.

268. The global information system referred to in paragraph 16.27 did not include electronic data processing equipment and was a global report on human settlements problems.

(h) Chapter 17 (Industrial development)

269. The Committee had before it the proposed revisions to the Industrial Development programme in document A/35/6/Add.2.

270. The Committee was informed that the proposed revisions reflected the conclusions of the Third General Conference of UNIDO. Representatives of UNIDO informed the Committee that those conclusions were contained primarily in a declaration and plan of action adopted by a roll-call vote; it had been suggested that, under these circumstances, revisions should be effected only after the declaration and plan of action had been considered by the Industrial Development Board and by the General Assembly. They stated further that at its May 1980 session the Board did not focus on the proposed revisions to the medium-term plan but sought and reached a consensus on several priority areas in which a follow-up by UNIDO should be envisaged. Finally, the Committee was also informed by the representatives of UNIDO that the Board would consider a revised programme of work for 1981 at its October 1980 session; at its May 1981 session, it would consider a programme of work for 1982-1983 covering the priority areas defined.

(i) Chapter 18 (International trade)

271. In addition to the proposed revisions, the Committee had before it for its information the report of the Working Party of the Trade and Development Board on the UNCTAD medium-term plan and the programme budget on its review of the proposed revision to the 1980-1983 medium-term plan (E/AC.51/1980/CRP.5). The international trade programme had been revised to take into account the new orientation resulting from the decisions taken by the United Nations Conference on Trade and Development at its fifth session.

272. It was pointed out that certain amendments agreed to in the Working Party had not been introduced in the proposed revision. The usefulness of the report was also questioned. It was explained that the basic legislative authority for the international trade programme was General Assembly resolution 1995 (XIX) establishing UNCTAD. Revisions could be included only if they had been adopted by consensus. The report of the Working Party had been transmitted to the Committee for information only. The changes which had been agreed to by all groups in the Working Party would be made. Certain revisions had not been included in the "Proposed revisions to the medium-term plan for the period 1980-1983", 31/ because they were not of a substantive nature.

Observations and reservations

273. Several delegations expressed deep regret that the amendments agreed to in

the Working Party of the Trade and Development Board on the medium-term plan and the Programme Budget on its review of the proposed revisions to the 1980-1983 medium-term plan were not presented to the Committee by the secretariat of UNCTAD.

#### PROGRAMME 2: UNCTAD: COMMODITIES

274. The Negotiation Unit referred to in paragraphs 18.50 and 18.53, was a task force available to the Director of the Commodities Division for urgent assignments on an ad hoc basis, such as servicing meetings, drafting of agreements, preparation of documents and provision of information to delegations. The changes in the allocation of resources to subprogrammes referred to in paragraph 18.57 were a result of the restructuring of activities of the programme and changes in priorities; after agreement had been reached on one particular commodity, resources were reallocated to other activities.

275. Regarding subprogramme 3 (Statistical and other common services), there was effective co-ordination with other units dealing with statistics within UNCTAD as well as within the United Nations system.

#### PROGRAMME 3: UNCTAD: MANUFACTURES AND SEMI-MANUFACTURES

##### Observations and reservations

276. One representative said that she wished to reiterate the position she had taken in the Working Party that UNCTAD had no responsibility to monitor or supervise commitments on the "standstill" undertaken in other forums.

#### PROGRAMME 6: UNCTAD: ECONOMIC CO-OPERATION AMONG DEVELOPING COUNTRIES

277. There was some concern that the programme did not reflect adequately the mandate given to UNCTAD by paragraph 16 of Conference resolution 127 (V) of 3 June 1979. It was explained that the results of the negotiations on restrictive business practices would be submitted to the General Assembly at its thirty-fifth session; UNCTAD would then be in a position to know the extent of its involvement in the follow-up activities. Regarding the preparatory meeting of governmental experts of developing countries referred to in paragraph 18.184, the Secretary-General of UNCTAD was holding informal consultations with all regional groups regarding the calendar of meetings.

278. Regarding subprogramme 1 (Trade expansion and promotion), the legislative authority was paragraph 13 of Conference resolution 127 (V) mentioning a global system of trade preferences among developing countries as a priority area; there was adequate co-ordination between UNCTAD and GATT.

279. Regarding subprogramme 2 (Establishment of and co-operation among multinational enterprises), the legislative authority was paragraph 13 (c) of Conference resolution 127 (V); paragraph 16 (f) of resolution 127 (V) could also be considered a mandate. Reservations were made on the use of the words "appropriate machinery" in paragraph 18.201E with regard to the Group of 77.

280. Regarding subprogramme 4 (Monetary and financial co-operation), studies on

the feasibility of the establishment of a complementary financing facility for developing countries had been agreed at the fifth session of the United Nations Conference on Trade and Development, at the request of developing countries; UNCTAD would act as the technical secretariat of the Co-ordination Committee on Multilateral Payments Arrangements and Monetary Co-operation among Developing Countries, on the basis of Conference resolution 127 (V) which requested UNCTAD to give assistance to regional groupings and reorganization of developing countries.

PROGRAMME 7: UNCTAD: TRADE AMONG COUNTRIES HAVING DIFFERENT  
ECONOMIC AND SOCIAL SYSTEMS

281. The basic legislative authority for the programme was General Assembly resolution 1995 (XIX), which had been reinforced by subsequent UNCTAD decisions; some programme elements within the programme had already been completed.

Observations and reservations

282. The view was expressed that East-West trade was not a subject to be dealt with in UNCTAD.

PROGRAMME 8: UNCTAD: LEAST DEVELOPED, LAND-LOCKED AND  
ISLAND DEVELOPING COUNTRIES

283. The Committee expressed satisfaction at the inclusion of the programme in the proposed revisions, although it felt that the formulation of the chapter was misleading and might give those whom the programme was meant to benefit expectations which UNCTAD might not be in a position to fulfil; the Committee recommended that the programme should be formulated in more realistic terms.

INTERNATIONAL TRADE CENTRE

284. The Committee had before it information on the International Trade Centre, issued in document E/AC.51/1980/CRP.6.

285. The Committee took note of that programme.

(j) Chapter 20 (Ocean economics and technology)

PROGRAMME 1: DEPARTMENT OF INTERNATIONAL ECONOMIC AND SOCIAL AFFAIRS

286. Under subprogramme 1 (Uses of the sea), regarding the assessment of the potential impact of marine resources and activities on gross national products, the Ocean Economics and Technology Branch was trying to ascertain the possibility of obtaining statistics at the national level; the second phase would be a projection of the potential impact to the year 2000.

287. Regarding subprogramme 2 (Mineral resources), the Committee was informed that research activities on land-based minerals had been entrusted to the Ocean Economics and Technology Branch as a result of General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system; the operational activities had been transferred to the Division for

Natural Resources and Energy of the Department of Technical Co-operation for Development; there was full co-ordination between that Department and the Department of International Economic and Social Affairs on these matters, and the Branch was working in co-operation with the regional commissions in the area of near-shore minerals.

(k) Chapter 23 (Science and technology for development)

288. The Committee had before it the proposed revisions to the programme on science and technology for development. 32/ The Committee was informed that the Centre was created by the General Assembly at its thirty-fourth session as a result of recommendations contained in the Vienna Programme of Action, adopted by the United Nations Conference on Science and Technology for Development. The General Assembly also decided to set up an Intergovernmental Committee for Science and Technology for Development and to establish a Financing System for Science and Technology for Development, including an Interim Fund. It was only at its second session, held in June 1980, that the Intergovernmental Committee on Science and Technology for Development adopted a number of resolutions and decisions affecting the future of the Centre and the scope of its work; it had therefore not been possible to present any adequate proposals for a new medium-term plan under the major programme of science and technology for development. The main task of the Centre in the immediate future would be the preparation of an operational plan for the implementation of the Vienna Programme of Action and to assist the Director-General in the co-ordination of activities undertaken at the secretariat level by organizations of the United Nations system in the broad field of science and technology for development, including matters such as harmonization of policies and the carrying out of a system-wide study for improving efficiency, including the Interim Fund for Science and Technology for Development, and taking into account the conclusions and recommendations contained in the resolutions and decisions adopted by the Intergovernmental Committee at its second session.

(l) Chapter 24 (Statistics)

289. The Committee approved the proposed revisions.

B. Programme performance of the United Nations  
for the biennium 1978-1979

1. Legislative authority

290. The General Assembly, in paragraph 5 of its resolution 33/118 of 19 December 1978, approved the recommendations of the Joint Inspection Unit on programming and evaluation (A/33/226), which, inter alia, called for the establishment of a system for the monitoring of programme budget performance and for an improved system of identification of output in the United Nations programme budget.

291. In its resolution 34/225 of 20 December 1979, the General Assembly requested, inter alia, that the Secretary-General should report to CPC at its twentieth session on the identification of activities that were completed, obsolete, of marginal usefulness or ineffective.

---

32/ Ibid., Supplement No. 6 (A/35/6/Add.1).

## 2. Introduction

292. At its 662nd to 665th meetings, on 6 and 9 June 1980, in considering this aspect of agenda item 9, the Committee had before it the reports of the Secretary-General on programme performance of the United Nations for the biennium 1978-1979 (A/C.5/35/1 and Add.1 and Add.1/Corr.1 and 2) and on identification of output in the programme budget of the United Nations (A/C.5/35/2).

293. In introducing the report of the Secretary-General on programme performance, the Secretariat made the following points:

(a) The document was the first of its kind; its quality had been affected by a lack of precision and homogeneity in the programme narratives and definitions of programme elements and outputs used in the programme budget for the biennium 1978-1979, 33/ on which it was based;

(b) Quantitative data, especially the attempts to show percentages of implementation of programmes should not be taken at face value, since outputs had been counted as units and not weighted according to the magnitude of the resources used; proposals contained in the Secretary-General's report on identification of outputs in the programme budget of the United Nations (A/C.5/35/2), if agreed to by the Committee, would ensure a higher degree of accuracy in future presentations;

(c) The programme of international trade carried out by UNCTAD was an exception to the general method of presentation under that section.

## 3. Discussion

294. The Committee discussed in sequence the following subjects:

(a) Programme performance of the United Nations for the biennium 1978-1979, the discussion centring on the following four themes:

(i) Aspects of the terminology used;

(ii) Quality of the justifications provided;

(iii) Programme performance;

(iv) Legislative authority for the reprogramming of activities;

(b) Identification of activities that had been completed or were obsolete, of marginal usefulness or ineffective;

(c) Identification of output in future programme budgets.

(a) Programme performance of the United Nations for the biennium 1978-1979

(i) Aspects of the terminology used

295. The Committee sought clarification on a number of terms used in the report (A/C.5/35/1 and Add.1 and Add.1/Corr.1 and 2). It was necessary to clearly differentiate and define what was meant by "delay" and "postponement". The Committee was informed that an activity in progress was classified as "delayed" when it had become apparent that it could not be completed within a reasonable period after the planned completion date. An activity that would not be commenced during the budget period but would be rescheduled for a subsequent biennium was classified as "postponed". The Committee felt that in cases of delays, expected completion dates should be indicated.

296. Regarding the percentages of implementation under each programme, the Committee, while welcoming a first attempt at quantifying programme performance, noted with concern that the figures shown were of questionable reliability and could not be used as a valid basis for judgement.

(ii) Quality of the justifications provided

297. The Committee felt that some of the explanations for the non-implementation of programme elements or outputs were not acceptable or were insufficiently valid, in particular when the reason given was "lack of funds". All approved programmes had been funded at the level judged adequate by the General Assembly and, as a consequence, should not be cited as a reason for a programme not having been implemented.

298. The Committee was informed that the problem arose in part from an ambiguity in terminology, whereby the unavailability of qualified staff was at times reported as an unavailability of resources. For the most part, however, the use of the term "lack of resources" resulted from the fact that programme narratives in the proposed programme budget were those of the initial submission by organizational units to the Office of Financial Services and they had not been adjusted at a later stage to reflect the reduced resource allocations approved by the General Assembly. Since that deficiency had become apparent during the preparation of the report under review, steps would be taken to remedy the problem in the future.

299. Clarification was also requested regarding the disposal of existing resources after outputs had been terminated or postponed. The Committee was informed that such resources were redeployed to carry out new programme elements during the biennium, either as replacements of the previous ones or as a result of decisions by intergovernmental organs. In the table contained in part two, chapter VI, of the report, quantitative information was given on how all resources freed at the end of the biennium by completion, termination or otherwise were deployed in the following biennium to provide for new programme elements.

(iii) Programme performance

300. The Committee commented on the usefulness of the document for intergovernmental organs as well as for programme managers. It was felt that the analyses of implementation at the programme element level facilitated the identification of areas where implementation problems existed. In view of the importance of the

document and the need for the Committee to have a detailed discussion of its content, it was suggested that the programme performance report on the biennium 1980-1981 to be considered by the 1983 session of the Committee should be placed among the first items on the agenda of that session.

301. Since the Committee's view was that an interim programme performance report on the first half of the budgetary period would be of limited usefulness, agreement was expressed with the Secretariat proposal that the programme performance reports would be prepared and submitted on a biennial basis, at the end of the implementation of the programme budget.

302. The Committee felt that areas reporting a high degree of non-implementation had probably suffered from inadequate programme planning. As an example, the transport programme of the Economic Commission for Western Asia (ECWA) was cited, where only four out of nine planned outputs had been implemented after having been reformulated, even though the programme concerned an area that had recently been decentralized in expectation of increased efficiency.

303. In reply to a question, the Committee was informed that the report covered output financed out of the regular budget as well as out of extrabudgetary resources but did not include operational activities.

(iv) Legislative authority for the reprogramming of activities

304. The Committee inquired on what legislative authority new programme elements were based or outputs produced when they were not provided for in the proposed programme budget. A question was raised regarding the authority of programme managers to terminate programme elements or eliminate certain individual outputs from their programmes without prior intergovernmental approval.

305. The Committee noted the clarification provided by the Secretariat that programme managers had always been responsible for the formulation of programmes at the programme element and output levels on the basis of legislative mandates, which as a rule addressed themselves to the programme or subprogramme levels. Changing circumstances sometimes dictated the need for reprogramming at the programme element or output levels in order to ensure that the objectives set by intergovernmental organs at the programme or subprogramme levels could be achieved. As the original formulation at the programme element or output levels had been entrusted to the programme managers, they were similarly entrusted with the responsibility for reprogramming, if required, at those levels.

306. The Committee observed that such changes should be reported as soon as possible to the appropriate intergovernmental organs.

307. The Committee agreed that some flexibility should be accorded to programme managers to allow for effective and responsive implementation of legislative mandates. However, the practice of the Secretariat should be to identify areas for change and submit new programme designs, including new outputs, for the approval of the appropriate central, sectoral or regional intergovernmental organs.



(b) Identification of activities that have been completed or were obsolete, of marginal usefulness or ineffective

308. The Committee noted with concern that the Secretary-General had reported retrospectively to the Committee in part two of the programme performance report (A/C.5/35/1 and Add.1 and Add.1/Corr.1 and 2) on activities that had been terminated during the biennium 1978-1979 but had not identified, for review by the Committee, those activities in the current and future work programmes which could be considered obsolete, of marginal usefulness or ineffective. The Committee had expected such information to be provided in a separate report. It was felt that the information, which had been requested by the General Assembly in its resolution 34/225, was of the utmost importance, since activities should only be terminated after an intergovernmental body, such as the Committee, had reviewed such proposals and made recommendations thereon. The fact that such a report had not been submitted also meant that the Committee was unable to review programme proposals in a comprehensive manner.

309. In regard to the development of criteria to be used in the identification of activities that were considered to be obsolete, of marginal usefulness or ineffective, the Committee accepted the tentative criteria proposed in the report before it, on the understanding that they would be further refined and then applied more strictly in future examinations.

Observations and reservations

310. During the debate on identification of activities, some delegations suggested that a much larger percentage of the programme elements in the budget could and should be designated as obsolete, of marginal usefulness or ineffective.

311. One delegation stated that the number of those elements listed in the report was surprisingly small.

(c) Identification of output in future programme budgets

312. The report on this topic (A/C.5/35/2) was considered a positive contribution to the improvement of programme planning in the United Nations. The Committee felt that the recommendations in chapter IV of that report should serve as a basis for the instructions on the presentation of the programme narratives in the proposed programme budget for the biennium 1982-1983.

\* \* \*

313. The Committee's conclusions and recommendations are given in chapter X, paragraphs 368 to 379 below.

## CHAPTER IX

### CONSIDERATION OF THE PROVISIONAL AGENDA FOR THE TWENTY-FIRST SESSION OF THE COMMITTEE

314. The Committee's attention was drawn to Economic and Social Council resolutions 1979/1 of 9 February 1979, 1979/41 of 10 May 1979 and 1979/69 of 2 August 1979, as well as General Assembly resolution 33/56 of 14 December 1978 on the control and limitation of documentation. The Committee's attention was also drawn to General Assembly resolution 34/50 of 23 November 1979 on pattern of conferences, in paragraph 2 of which the Assembly approved the recommendation of the Committee for Programme and Co-ordination to the effect that, inter alia, Council resolutions 1979/1, 1979/41 and 1979/69 should be applied to the General Assembly and its subsidiary bodies and that the Secretary-General should be requested to implement them fully.

315. The Committee's attention was also drawn to the notes by the Secretary-General on resolutions and decisions of the General Assembly and the Economic and Social Council regarding the calendar of conferences and documentation (E/1980/INF.3) and on control and limitation of documentation (A/INF/35/1).

316. Bearing in mind the relevant provisions of the above-mentioned resolutions, the Committee, at its 678th meeting, on 14 June 1980, considered the provisional agenda and documentation for its twenty-first session. The Committee had before it an informal paper prepared by the Secretariat.

317. In the light of the heavy programme of work and the relatively limited time available for its twenty-first session (5-29 May 1981) when it would consider, inter alia, the proposed programme budget for the biennium 1982-1983, the Committee decided to place the item on evaluation on the provisional agenda for its twenty-second session, to be held in 1982. The programme to be evaluated at that session will be mineral resources. The Committee also decided to limit the number of documents requested for its twenty-first session.

318. The recommendation of the Committee appears in chapter X, paragraph 380 below.

## CHAPTER X

### CONCLUSIONS AND RECOMMENDATIONS

- A. Process of programme planning in the United Nations 34/
  - 1. Involvement of sectoral and regional intergovernmental bodies in plan formulation

319. The chapters of the proposed medium-term plan for the period 1984-1989 should be reviewed by the relevant sectoral, functional and regional intergovernmental bodies prior to their review by the Committee, the Economic and Social Council and the General Assembly.

320. No changes in the regular scheduling of those bodies should, however, be imposed by those reviews. As a consequence, programme managers should draft their portions of the plan in time for them to be reviewed at the normal session of the relevant intergovernmental body or competent ad hoc subsidiary of that body, even though that would mean that different parts of the plan would have to be prepared at different times in the latter part of 1980 and in 1981. When those bodies are considering the proposed plan, the Secretariat should draw their attention to the provisions of General Assembly resolution 31/93 of 14 December 1976, in particular paragraphs 6 and 7 thereof.

321. The General Assembly should consider deleting the phrase "of an unforeseeable nature" in paragraph 6 of General Assembly resolution 31/93.

---

34/ For the Committee's discussion of the subject, see chap. II.

## 2. Setting of priorities 35/

322. The determination of priorities among the major programmes of the medium-term plan should be accomplished within the context of the planning process.

323. The criteria and method to be employed in setting such priorities for the medium-term plan for the period 1984-1989 would be determined by the Committee at its twenty-first session. The Secretariat should prepare a brief report outlining the major issues and providing the Committee with suggestions of appropriate ways to make that decision.

324. The present relative real growth rates should be retained, with the exception of the rates for the following programmes: political and Security Council affairs activities, food and agriculture, human settlements, industrial development, and science and technology.

325. The programme priorities to be used by the Secretary-General in formulating the proposed programme budget for the biennium 1982-1983 are, therefore, as follows:

---

35/ One delegation expressed its reservation concerning the title "The setting of priorities", stating that paragraph 324 dealt with the setting of relative real growth rates and not with the setting of priorities, and therefore was in contradiction to paragraph 323.

Several delegations believed that, in fulfilment of paragraph 2 of the annex to Economic and Social Council resolution 2008 (LX) of 14 May 1976, the Committee for Programme and Co-ordination should, on the basis of foreseen programmes, propose priorities among major programmes which would justify, if budgetary needs were demonstrated, first claim on resources. They did not believe that it fell within the mandate of the Committee to propose relative real growth rates, and they therefore dissociated themselves from the recommendation of the Committee contained in paragraph 325 above.

Another delegation believed that setting of growth rates would be meaningful only if the Committee had had before it full financial data and if the budget were not to be predicated on a zero growth rate. Without that data, and without any knowledge of what its recommendations on the revised growth rates for five of the major programmes would mean in terms of money, the Committee should not be making decisions on matters of such far-reaching importance.

Another delegation expressed reservations on the revised table of relative real growth rates.

Proposed relative real growth rates

Biennial real growth rates

	Major programmes (A/33/6/Rev.1)	Well above average	Above average	Average	Below average	Well below average
1.	Political and Security Council affairs activities (chap. 4)			X		
2.	Special political affairs and special missions (chap. 5)					X
3.	International justice and law (chap. 6)				X	
4.	Trusteeship and decolonization (chap. 7)				X	X
5.	Disaster relief (chap. 8)					
6.	Human rights (chap. 9)			X		
7.	International drug control (chap. 10)			X		
8.	International protection of and assistance to refugees (chap. 11)				X	
9.	Public information (chap. 12)					X
10.	Development issues and policies (chap. 13)		X a/			
11.	Environment (chap. 14)		X			
12.	Food and agriculture (chap. 15)		X			
13.	Human settlements (chap. 16)		X			
14.	Industrial development (chap. 17)		X b/			
15.	International trade (chap. 18)		X			
16.	Natural resources and energy (chap. 19)			X		
17.	Ocean economics and technology (chap. 20)			X		
18.	Population (chap. 21)				X	
19.	Public administration and finance (chap. 22)			X		
20.	Science and technology (chap. 23)		X			
21.	Statistics (chap. 24)			X		
22.	Transnational corporations (chap. 25)				X	
23.	Transport (chap. 26)		X c/			
24.	Chapter 27: Social development and humanitarian affairs d/					
25.	Major programmes unique to the regional commissions (chap. 28)			X		

a/ The requirements of the special session of the General Assembly on development and international economic co-operation may affect this rating.

b/ This rating is tentative, pending a decision on the status of UNIDO.

c/ This rating is established on the understanding that all real growth should go to the regional components.

d/ No growth rate has been recommended pending recommendations of the Economic and Social Council and decisions of the General Assembly as to the content of the Department of International Economic and Social Affairs component.

### 3. Basis of the plan

326. The medium-term plan for the period 1984-1989 should be prepared for review in 1982. Revisions should be proposed by the Secretariat in 1984 so that programme decisions taken in that review could be incorporated in the proposed programme budget for the biennium 1986-1987. At the time of the review, it would be decided whether the plan, as revised, would continue in force, subject to further review in 1986, or whether an entirely new plan will be requested for the period 1988-1993.

### 4. Introduction to the plan

327. The introduction to the medium-term plan for the period 1984-1989 should contain a summary of its main initiatives.

328. The introduction should be reproduced as a separate document to facilitate its review at policy levels.

### 5. Major programmes of the plan

329. The major programmes of the plan should continue to be based on sectors of activity rather than organizational units.

330. A narrative at the major programme level should indicate the relationship of that sector's plan to the international development strategy.

### 6. Link with the budget

331. The medium-term plan and programme budget should continue to be linked at the second ("programme") level in the sense that that level in the plan should correspond to an appropriation line in the programme budget.

332. The plan should contain financial information as requested by the General Assembly in paragraph 2 (r) of resolution 34/224 of 20 December 1979.

### 7. Plans for individual programmes

333. Each plan at the programme level should begin with a narrative setting out its general orientation and main features.

334. The subprogramme structure within each programme should be based on its objectives, and not on the internal administrative structure of the Secretariat unit responsible for the programme, in so far as that was compatible with the plan being used as the framework for the subsequent programme budgets. Subprogramme narratives should not be repetitious.

335. Where there were objectives for intergovernmental action, they should be reproduced in the plan in such a way as to clearly distinguish them from the objectives for Secretariat action associated with them. The Secretariat's

objectives should be, to the greatest extent possible, concrete and time-limited, and should be useful both to set targets and to serve as tools for evaluation.

336. The text of the programme plan should be in the following sequence: orientation, subprogramme narratives, organization and co-ordination.

337. The text on the organization of the programme should state whether or not the plan had been reviewed by the relevant intergovernmental body.

338. If such a review had been undertaken, the conclusions and recommendations of the body concerned should be presented to the Committee as part of its documentation on the plan.

## 8. Proposed programme budget

339. The proposed programme budget must be finalized and distributed by the end of April 1981 to allow for review by the Committee at its twenty-first session. That in itself was a time-limited objective for the Budget Division, which it had not met in the past, and which it must meet through an improvement of its performance and, if necessary, a reorganization of its procedures. The programme proposals in the Secretary-General's proposed programme budget should have been subjected to an extensive programme review.

340. The Secretary-General should be requested to take all necessary steps to ensure that the budget proposals are ready by the end of April 1981.

### B. Evaluation 36/

#### 1. Conclusions

##### (a) United Nations Conference on Trade and Development

###### (i) Non-tariff barriers

341. The Committee interpreted the somewhat limited information in the Secretary-General's report on the impact of the work of UNCTAD on non-tariff barriers as an indication of a lack of precision of the programme objectives in that area (and a resulting vagueness in programme output). At the same time, it recognized the importance of reducing non-tariff barriers to trade, especially in an era of growing protectionism. It noted that, although UNCTAD had many specific mandates in the field of non-tariff barriers, there was no clear evidence that it was responding satisfactorily to the legislative intent of these mandates.

###### (ii) General

342. The Committee was informed by UNCTAD that certain conclusions and recommendations on the work of the Manufactures Division were not considered feasible for a number of reasons. They included: (a) the fact that it would

---

36/ For the Committee's discussion of the subject, see chap. III, paras. 54 to 77.

require a specific mandate to undertake a more sectoral approach to its work on the generalized system of preferences or trade in manufactures generally; (b) the fact that other recommendations concerning the need to consolidate information collection, analysis and research within the Division were not practicable, owing to the different nature of the research work undertaken within each section; and (c) the fact that the work of the Manufactures Division was already well integrated within UNCTAD itself and with the International Trade Centre.

(b) United Nations Industrial Development Organization

(i) Substantive activities

343. The Committee noted that the primary focus of the substantive activities of UNIDO was on the system of consultations, which had only begun in 1977 but not on which progress so far appeared to be encouraging. As pointed out in the report of the Secretary-General (E/AC.51/1980/2, para. 140), the important issue appeared to be the need to implement the resulting recommendations, namely, to clarify the necessary steps and to strengthen the means of following up on agreements reached in the course of the consultations.

344. The Committee was informed during its discussion of the item that the Industrial Development Board at its fourteenth session had accorded high priority to the system of consultations and had recommended that it be established on a permanent basis. However, the draft rules of procedure for the system were still being revised and were to be considered by the Board at its fifteenth session, together with a proposal to establish a committee on consultations as a subsidiary organ of the Board.

(ii) Technical co-operation activities

345. The Committee endorsed the recommendation in the addendum to the evaluation report (E/AC.51/1980/2/Add.1, para. 16) that an in-depth analysis should be undertaken of the technical co-operation projects of UNIDO in the field of manufactures. (It noted, however, that in the light of later information presented in the same addendum, the recommendation on the UNDP reporting system in the main report (E/AC.51/1980/2, para. 142) no longer appeared to be relevant.)

2. Recommendations

(a) Methodology

346. The current approach should be continued for future evaluations, as it had proved both cost-effective and objective. However, the following changes and/or refinements should be taken into account in planning the evaluations:

(a) The status and functioning of evaluation machinery in the organizations concerned;

(b) The measures taken to ensure an effective distribution of programme outputs to end-users should be prepared;

(c) The views of end-users in order to arrive at a truly objective evaluation;



(d) Information received from all United Nations organizations should be integrated into the main report and appropriately referenced;

(e) The activities of the regional commissions should be an integral part of the main evaluation report and should be given the same kind of analytical review as programming carried out by central organizations.

(b) United Nations Conference on Trade and Development

(i) The generalized system of preferences 37/

347. The Secretary-General had recommended in his report (E/AC.51/1980/2, para. 130) that two new strategies be developed with respect to the generalized system of preferences, namely: (a) a strategy for increasing the benefits of existing schemes through the expanded use of technical assistance co-operation and a more effective channelling of information to potential users and beneficiaries; and (b) a strategy for new initiatives involving a shift to a more sectoral strategy designed to reinforce the sectoral approaches, inter alia, of other divisions of UNCTAD; of UNIDO; and of developing countries in their intergovernmental negotiations, including those within GATT.

348. The Committee noted the recommendations in the report of the Secretary-General, but emphasized that they should not preclude other possible alternatives to strengthen and expand the effectiveness of the generalized system of preference schemes for the benefit of developing countries.

(ii) Restrictive business practices 38/

349. Apart from the Secretary-General's recommendations (E/AC.51/1980/2, paras. 131-132), which the Committee endorsed, emphasis should be placed on:

(a) Greater efforts to systematize the dissemination of informational outputs on restrictive business practices to appropriate users in both developing and industrialized countries;

(b) Greater use of technical co-operation activities similar to those already provided for in connexion with the generalized system of preferences and multilateral trade negotiations; and

---

37/ Two delegations did not agree that UNCTAD should shift to a sectoral approach to its work on the generalized system of preferences. They indicated that sectoral considerations were more appropriately undertaken under the auspices of GATT. On the same subject, another representative felt that UNCTAD should maintain its current orientation in the field of manufactures, namely, to the policy and political aspects of the problem of trade questions, in order to strengthen access to markets for the manufactured exports of developing countries.

38/ In connexion with this item, the Committee was informed of the results of the recently concluded Conference on Restrictive Business Practices, which, inter alia, called for the continued publication by UNCTAD of an annual report on developments in restrictive business practices legislation and on the adverse effects of such practices on international trade.

(c) Establishment of more formal institutionalization of arrangements between UNCTAD, the United Nations Centre on Transnational Corporations and the International Trade Centre, on the division of responsibility for technical co-operation activities in that area.

350. A report on such arrangements should be made to the Economic and Social Council and also transmitted to the Commission on Transnational Corporations, the Trade and Development Board and GATT in order to facilitate intergovernmental co-ordination.

(iii) Non-tariff barriers

351. UNCTAD should give close consideration to establishing clear priorities and direction for its work in this field and it should integrate that work more closely with other relevant activities within the Manufactures Division.

(iv) General

352. While the position of UNCTAD on the work of its manufactures programme should be noted, the points made in the general conclusions in the Secretary-General's report (E/AC.51/1980/2, para. 135) should be given serious consideration by the appropriate intergovernmental bodies within UNCTAD, including the working party on the medium-term plan and the programme budget.

(c) United Nations Industrial Development Organization 39/

353. The recommendations in the Secretary-General's report should be adopted, as being consistent with the direction established by the Industrial Development Board.

354. The recommendations on internal steps to be taken by UNIDO should be endorsed, these being:

(a) A systematic tabulation, which would spell out the steps necessary to implement each recommendation, indicating:

(i) The country, organization or other party responsible for the various parts of the action to be taken;

(ii) An estimate of the resources required for each step;

---

39/ Several delegations expressed their regret that UNIDO had not been able to give co-operation to all parts of the evaluation exercise, resulting in less coverage of some parts of the UNIDO programme than had originally been envisaged. Although it was pointed out by the representative of UNIDO that the evaluation had coincided with the Third General Conference of UNIDO, held from 21 January to 8 February 1980, and that there were other constraints that had prevented UNIDO from devoting more staff resources to the exercise, members of the Committee still felt that the contribution of UNIDO to the preparations and the discussion by the Committee was very unsatisfactory. One delegation deeply regretted that the internal evaluation unit of UNIDO had not really participated in the evaluation of the manufactures programme and urged that the situation be corrected in the further in-depth review of the operational activities of UNIDO in manufactures recommended by the Committee.

(iii) Any intergovernmental action that might be required for action by other international organizations (for example, UNDP) and the necessary steps to stimulate that action;

(b) A strengthening of the capacity for both the preparatory work of the consultation meetings and the implementation phase of the resulting recommendations, through a redeployment of resources within UNIDO;

(c) Consideration of the need for specially designed technical co-operation projects in connexion with the implementation phases of the system of consultations.

(d) Technical co-operation activities

355. A report on the recommendations made by the Committee on the UNCTAD and UNIDO programmes on manufactures should be submitted to it at its twenty-first session. 40/

(e) Programme on transnational corporations

356. The Committee commended the progress made by the Centre on Transnational Corporations, indicating that the changes reflected a responsible programme management.

C. Cross-organizational programme analyses 41/

1. Energy programmes of the United Nations system

357. The Committee for Programme and Co-ordination recommends:

(a) That the General Assembly should consider the need to strengthen the activities of the United Nations system in the area of energy in order to make them more responsive to the needs of Member States;

(b) That the Economic and Social Council should:

(i) Undertake a review which would set objectives for the system in the energy field, distribute the tasks involved in attaining those objectives among the various organizations of the system and emphasize the need for co-ordination which such a distribution of tasks might reveal. That review would be carried out without prejudice to mandates that might emerge from the forthcoming United Nations Conference on New and Renewable Sources of Energy, and within the framework of the new international development strategy and of the discussions of the Committee of the Whole Established under General Assembly resolution 32/174;

---

40/ As mentioned in para. 317 above, the Committee decided to include the item on evaluation in the provisional agenda for its twenty-second session in 1982.

41/ For the Committee's discussion of the subject, see chap. IV, paras. 78 to 128.

- (ii) Recommend that the programmes of the regional commissions in the energy field be given increased priority;
- (iii) Recommend that organs and organizations of the United Nations system, when undertaking, within their fields of competence, to expand or intensify their activities in the area of energy, take into account all sources of energy;
- (iv) Request the Secretary-General and the Administrative Committee on Co-ordination, within the limits of its competence, to take measures which would ensure the achievement by the United Nations system of the purpose described under recommendation (i) above, in particular through closer co-operation among the various organizations and bodies concerned with planning and carrying out activities of the United Nations system in the area of energy resources.

358. The Committee recommends that the report of the Secretary-General on the cross-organizational analysis of the energy programmes of the United Nations system (E/AC.51/99/Rev.1 and E/AC.51/99/Add.1) be brought to the attention of the Preparatory Committee for the United Nations Conference on New and Renewable Sources of Energy at its second session.

## 2. Rural development programmes of the United Nations system

### (a) General methodology

359. The Committee recommends that:

(a) In order to allow sufficient time for proper collection of data and in-depth analysis, a two-year lead time needed to be given for the preparation of the future cross-organizational programme analyses;

(b) The selection and delimitation of the areas for such analysis should be carefully considered also in order to permit precision of definitions and analysis of data. The Committee decides that, in order to assist the Secretariat of the United Nations in preparing future cross-organizational programme analyses, the Committee for Programme and Co-ordination will lay down the conceptual framework and give clearer instructions and guidance;

(c) The United Nations and the agencies should systematically attempt to identify, where possible, the intended beneficiaries in the formulation of their programmes and activities. In so doing, the views of the recipient Governments concerned would, as far as possible, be taken into account;

(d) Future cross-organizational studies should be accompanied by a complementary effort analysing the views of a selected number of countries concerned with activities of the system in a particular area in the context of their national development plans. The Committee for Programme and Co-ordination will provide clear guidance on that matter for each of the future cross-organizational analyses.

(b) Follow-up action

(e) The area of physical infrastructure, natural resources and environment, being most consistent with the priorities of many member Governments, should offer the best potential for joint planning within the system.

(f) The Secretariat should refine the sector further into appropriate subsectors in order to identify more clearly possible areas of duplication, overlap and gaps in coverage by the system and to design a programme indicating where joint planning and programming among the organizations and agencies of the United Nations system could be effectively and efficiently carried out. Narrowing the field in that way would help the Committee, in the process of programme planning, more properly determine the nature of existing co-ordination and make recommendations thereon as necessary.

(c) Co-ordination and the ACC Task Force on Rural Development

(g) The methodology for ascertaining the extent of co-operation should also be refined. The project documents and programme element information sheets should be amended to allow for more precise information, and reduce the chances of non-reporting or under-reporting by organizations and agencies.

360. In connexion with its request for financial resources to be reported to the nearest thousand dollars and noting that many agencies had encountered difficulty in supplying the data, the Committee requests the Secretariat to explore further the possibility of establishing a higher level of aggregation to facilitate reporting and comparison on this element in future cross-organizational programme analyses.

361. The Committee, expressing interest in learning more about the impact of the activities in rural development in the countries where they had taken place, recommends that:

(a) The ACC Task Force on Rural Development should ensure that the evaluation of the activities in the five countries, namely, Bolivia, Lesotho, Liberia, Samoa and Somalia, take full account of the views of the respective Governments;

(b) The ACC Task Force should address the central problem of whether those activities had resulted in a qualitative improvement in the support of the United Nations system to national action in those countries;

(c) The report on those evaluations should be submitted to the Economic and Social Council.

D. Review of operational activities 42/

362. The Committee expressed concern that the report in its final form had not been submitted to it at its twentieth session. The draft report of the Director-General, which had been made available to the Committee as a conference room paper, was in the process of being revised prior to submission to the Economic and Social Council and the General Assembly and the Committee was concerned that its comments, conclusions and recommendations could be invalid if the final version was to be different from the one before the Committee. It was informed that the final version of the report would be similar in substance and style to the conference room paper that the Committee had received.

363. Given the importance of the subject, the Committee recommended that the review of operational activities should be the main topic for the Joint Meetings of CPC and ACC for 1980.

E. Regional co-operation and development 43/

364. The Committee agreed on the following points:

(a) The report to be submitted to the General Assembly at its thirty-fifth session (see E/AC.51/1980/6, para. 7), apart from providing a record of the decentralization process so far, and taking into account the views of the regional intergovernmental bodies, should concentrate on the immediate requirements of the regional commissions for taking on functions assigned to them by the Assembly in its resolution 32/197 and on the type of work the regional commissions are best suited for;

(b) The programme areas to be selected by the Secretariat for immediate analysis of an improved distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs are the following: human settlements, environment and water; 44/

(c) The above analyses should be conducted on the basis of the programme element, with an aggregation at the subprogramme level or part of it, as appropriate, seeking to avoid the contradiction indicated in paragraph 184 above. They should concentrate on activities which are to be performed simultaneously at the global and regional levels, and should identify activities for which the regional commissions could be called upon to act as "lead units";

---

42/ The Committee draws the attention of the Economic and Social Council and the General Assembly to the fact that its discussion of, and recommendations on, the report of the Director-General are based on the draft report of the Director-General which was circulated to the Committee as a conference room paper (E/AC.51/1980/CRP.1 and Corr.1 and Add.1). The Committee did not see the report of the Director-General in its final form. For the Committee's discussion of the subject, see chap. V, paras. 129 to 164. See also para. 367.

43/ For the Committee's discussion of the subject, see chap. VI, paras. 165 to 191.

44/ One delegation stated that the programme area of science and technology should also have been included in the areas for immediate analysis.

(d) In performing these analyses the Secretariat should take into account the needs of developing countries at the regional level. The criteria of scope of activity, effectiveness and efficiency in its widest sense, density of information and multisectoral requirements of activities should be borne in mind when programme elements are examined;

(e) The Secretariat should submit to the Committee at its twenty-first session a report on the findings of the above analyses, including proposals for transfers and indicating the rationale therefor. On recommendations by the Committee these programme proposals would be included in the proposed programme budget for 1982-1983 and in the draft medium-term plan for 1984-1989;

(f) The intergovernmental bodies of the regional commissions should participate fully in the planning process. Future long-term programmes of work of the programme-formulating bodies of the commissions should cover the period 1984-1989;

(g) The Committee stresses the need to keep the Governments of each region informed, in order to give them opportunities to express their views on the decisions to be adopted and which would affect the implementation of the intergovernmental regional mandates established by them.

F. Reports of the Administrative Committee  
on Co-ordination 45/

365. The Committee recommends that:

(a) Cross-organizational programme analyses:

(i) Future cross-organizational programme analyses should better meet the objectives and attempt to analyse and assess the activities of the system more thoroughly; in addition to the parameters laid down in paragraph 10 of General Assembly resolution 33/118 of 19 December 1978 they should, as far as possible, include:

- a. The identification and distribution of tasks among organizations;
- b. A general evaluation of co-ordination of activities at the country level, taking into account the views of the recipient countries;
- c. An examination of programmes, in the context of the needs of the system and incorporating the comments of the appropriate intergovernmental bodies, where feasible, to see if they constitute the best response to intergovernmental mandates;

(ii) Public administration and finance should be the subject in 1982 of a cross-organizational programme analysis.

---

45/ For the Committee's discussion of the subject, see chap. VII, paras. 192 to 228.

(b) Study on the impact on the Secretariat of the implementation of General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system

- (i) The General Assembly should consider examining the implementation of its resolution 32/197 in order to evaluate to what extent the process of restructuring of the economic and social sectors of the United Nations system, initiated to make it more fully capable of dealing with problems of international economic co-operation and development, has begun to meet better the requirements of the Declaration and the Programme of Action on the Establishment of a New International Economic Order (General Assembly resolutions 3201 (S-VI) and 3202 (S-VI) of 1 May 1974);
  - (ii) To that end, the Committee for Programme and Co-ordination proposes to the General Assembly, through the Economic and Social Council, that it formulate guidelines for the preparation of a questionnaire addressed to the organs and organizations of the United Nations system with the purpose of collecting information for that appraisal;
  - (iii) The Committee for Programme and Co-ordination suggests to the General Assembly, through the Economic and Social Council, that the Joint Inspection Unit be invited to co-operate in that appraisal. The Committee believes that it would suffice, as a first stage, to have a study, which should be carried out by the Joint Inspection Unit, to assess the impact of General Assembly resolution 32/197 on the Secretariat;
  - (iv) The appraisal, if approved by the General Assembly, could be related in a first stage to the provisions of sections III, IV and V of the annex to General Assembly resolution 32/197.
- (c) Interagency Project Register (CORE)
- (i) CORE/1 should be completed with the least possible delay, and preferably by the beginning of 1981, and a thorough evaluation of its results carried out;
  - (ii) The Inter-Organization Board for Information Systems should present, as soon as possible, its proposals on country-oriented exercises, as a development of CORE/1 and an alternative to CORE/2.

366. As a general recommendation, the Committee believes that the Administrative Committee on Co-ordination should devote more of its time and attention to substantive questions, rather than to administrative and personnel matters, which were already being actively considered by expert bodies.



G. Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination

367. The Committee decided to recommend to the Administrative Committee on Co-ordination that the review of operational activities should be inscribed as the main item on the provisional agenda for the forthcoming Joint Meetings of the Committee with the Administrative Committee on Co-ordination. The Committee was of the opinion that the discussion at the Joint Meetings should be focused on measures in respect of the operational activities of the United Nations system for development which should serve to promote the achievements of the objectives enumerated in paragraph 28 of the annex to General Assembly resolution 32/197, and in particular to a real increase in the flow of resources on a predictable, continuous and assured basis; the achievement of optimum efficiency and the reduction of administrative costs with a consequent increase in the proportion of resources available to meet the assistance requirements of recipient countries, as well as the quality of the output; the measures to promote national self-reliance in the recipient countries; and measures to ensure that the assistance provided should be in conformity with the national objectives and priorities of the recipient countries.

H. Medium-term plan 46/

1. Proposed revisions to the medium-term plan for the period 1980-1983

(a) Chapter 13 (Development issues and policies)

PROGRAMME 1: DEPARTMENT OF INTERNATIONAL ECONOMIC AND SOCIAL AFFAIRS

368. The Committee recommends that the report on the results of the International Symposium on the Mobilization of Personal Savings in Developing Countries held at Kingston, Jamaica, in February 1980, be submitted to the Economic and Social Council and to the General Assembly.

PROGRAMME 2: DEPARTMENT OF TECHNICAL CO-OPERATION FOR DEVELOPMENT

369. With respect to programme 2, the Committee recommends that subprogramme 4 (Delivery of social welfare services) and subprogramme 5 (People's participation in development efforts at local and intermediate level) 47/ should be replaced by the following text:

SUBPROGRAMME 4: IMPROVED TECHNICAL ASSISTANCE IN INTEGRATED RURAL DEVELOPMENT

(a) Objective

13.97. The objective of this subprogramme is to assist developing countries in planning and implementing integrated rural development programmes.

---

46/ For the Committee's discussion of the subject, see chap. VIII, paras. 229 to 313.

47/ Official Records of the General Assembly, Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1), vol. II, paras. 13.97-13.115.

(b) Problem addressed

13.98. Implementation of integrated rural development programmes frequently requires substantial changes in existing systems for development planning, administration and management. This task implies a considerable co-ordination effort on the part of both national Governments and the United Nations system. While most technical co-operation projects dealing with rural development are sectoral, it is important that technical co-operation provided to Governments by the United Nations system reinforces national efforts at integration and does not inadvertently encourage conflicting sectoral approaches.

(c) Legislative authority

13.99. The legislative authority for this subprogramme derives from paragraphs 5, 6 and 7 of World Food Conference resolution II, 48/ approved by General Assembly resolution 3348 (XXIX) of 17 December 1974; Economic and Social Council resolutions 1707 (LIII) of 28 July 1972, paragraph 5, and 2073 (LXII) of 13 May 1977, paragraph 2; Council decisions 175 (LXI) of 5 August 1976 and 1979/67 of 3 August 1979; and General Assembly resolution 34/14 of 9 November 1979.

(d) Strategy for the period 1980-1983

13.100. Substantive support will be given to interagency efforts, such as those under the ACC Task Force on Rural Development, and other follow-up activities of the World Conference on Agrarian Reform and Rural Development. The current modalities used by the Department for providing technical co-operation in rural development will be examined and new approaches developed, which are multisectoral and which can be implemented in co-operation with the relevant organs of the United Nations system. Projects contributing to national integrated rural development efforts will be substantively supported in the areas of the competence of the United Nations, including particularly social and economic development planning, development administration, natural resources exploration and management, and social development. Projects promoting technical co-operation among developing countries will be given particular attention in order to ensure that experience on the successful implementation of integrated rural development programmes in one country or region can be made available to other countries facing similar difficulties.

(e) Expected impact

13.101. The subprogramme is expected to result in the adoption by a number of countries of improved integrated rural development plans and programmes on the basis of the results of multisectoral, multiagency technical co-operation.

---

48/ Report of the World Food Conference (United Nations publication, Sales No. E.75.II.A.3), chap. II.

(b) Chapter 15 (Food and agriculture)

370. The following amendments are proposed:

(a) In paragraph 15.7 (e), the word "establish" should be replaced by the words "to consider the feasibility of establishing";

(b) In paragraph 15.7 (f), the word "prepare", and in paragraph 15.8 (vi) the words "establish in advance", should be replaced by the words "explore further the possible modalities for";

(c) In paragraph 15.8 (v), the words "including a financing facility" should be amended to read "including adequate financing for storage";

(d) In paragraph 15.11 (d) the words "a food-financing facility" and "establishment of a food crisis management mechanism and others" should be deleted.

(c) Chapter 17 (Industrial development)

371. The Committee decided not to consider the proposed revisions before they had been reviewed by the Industrial Development Board; this would be in keeping with its recommendations regarding the effective participation of intergovernmental organs in the formulation and review of the medium-term plan.

(d) Chapter 18 (International trade)

372. The Committee recommends that the Secretary-General should present to the Economic and Social Council, in 1980, all the agreed revisions to the UNCTAD portion of the medium-term plan.

(e) Chapter 23 (Science and technology for development)

373. The Committee recommends that paragraph 23.9 (a) and (b) contained in the proposed revisions to the medium-term plan should be inverted; and that in paragraph 23.11 (c), the last part should read "inter alia, an appropriate involvement in the review of the operations of the Interim Fund for Science and Technology for Development".

## 2. General

374. The Committee was informed by the Secretariat that wherever factual errors in the medium-term plan had been pointed out by the Committee, and accepted as such by the Secretariat, official corrigenda to the plan would be issued.

375. In the past, the Committee had received informal papers incorporating corrections which had not always been circulated at a later stage as official documents.

376. The Committee strongly recommends that corrigenda agreed on in the course of the discussions in the Committee be issued by the Secretariat as official documents.

377. Where the Committee has disagreed with the formulation of programmes as not satisfactorily representing mandates, it has made recommendations for amendment.

I. Programme performance of the United Nations  
for the biennium 1978-1979

378. The Committee noted with concern that the submission of the programme performance report of the United Nations for the biennium 1978-1979 was being inappropriately used by the Secretariat to respond to the mandate laid down in General Assembly resolution 34/225. Since part II of the report (A/C.5/35/1 and Add.1 and Add.1/Corr.1 and 2) did not provide the information called for in paragraph 3 of the resolution, the Committee recommends that the Economic and Social Council should reiterate to the Secretary-General the need to provide the information in a report which would be submitted to the Assembly at its thirty-fifth session.

379. The Committee also recommends that:

(a) As a general practice, to be followed wherever possible, the Secretariat should submit proposals for the termination of activities to the appropriate intergovernmental body, rather than taking unilateral decisions;

(b) The recommendations in chapter IV of the report (A/C.5/35/2) should be reflected in the instructions on the presentation of programme narratives in future programme budgets.

J. Provisional agenda for the twenty-first session  
of the Committee

380. Pursuant to paragraph 2 (e) of Economic and Social Council resolution 1979/41 of 10 May 1979, and paragraph 2 of General Assembly resolution 34/50 of 23 November 1979, the Committee submits to the Council and the General Assembly for their review the provisional agenda for its twenty-first session, together with the requested documentation:

Provisional agenda of the Committee for the  
twenty-first session

1. Cross-organizational programme analysis 49/

Documentation:

Report of the Secretary-General on youth activities.

---

49/ An informal paper will be prepared by the Secretariat in order to assist the Committee in defining the scope of a possible cross-organizational analysis on marine activities.

2. Reports of the Administrative Committee on Co-ordination

Documentation:

Annual report of the Administrative Committee on Co-ordination;  
Report of the Inter-Organization Board for Information Systems on its proposals on country-oriented exercises, as a development of CORE/1 and an alternative to CORE/2.

3. Regional co-operation and development

Documentation:

Report of the Secretary-General on improved distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs. 50/

4. Proposed programme budget for the biennium 1982-1983

Documentation:

Proposed programme budget for the biennium 1982-1983;  
Report of the Secretary-General on the criteria and methodology to be employed in determining priorities among the major programmes of the medium-term plan.

K. General recommendation

381. The Committee regretted that the representatives of the regional commissions were present for only part of the session of the Committee, and thus it was unable to receive answers to a number of questions raised with respect to programmes and activities of direct concern to the regional commissions. Accordingly, the Committee urges the representatives of the regional commissions to participate fully in the work of the Committee.

---

50/ Programme areas selected for immediate analysis are: human settlements, environment and water.

ANNEX I

Agenda for the twentieth session of the Committee

1. Election of officers for 1980.
2. Adoption of the agenda and organization of work.
3. Process of programme planning in the United Nations.
4. Evaluation.
5. Cross-organizational programme analyses.
6. Review of operational activities.
7. Regional co-operation and development.
8. Reports of the Administrative Committee on Co-ordination.
9. Medium-term plan.
10. Provisional agenda for the twenty-first session of the Committee.
11. Adoption of the report of the Committee.

## ANNEX II

List of documents before the Committee at its twentieth session

<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
A/35/6 and Add.1-2	9	Proposed revisions to the medium-term plan for the period 1980-1983
A/C.5/35/1 and Add.1 and Add.1/Corr.1 and Corr.2	9	Programme performance of the United Nations for the biennium 1978-1979: report of the Secretary-General
A/C.5/35/2	3	Identification of output in the programme budget of the United Nations: report of the Secretary-General
A/C.5/35/3 and Corr.1	3	Model medium-term plans: report of the Secretary-General
A/C.5/35/4 and Corr.1	3	Draft calendar for the preparation of the proposed medium-term plan 1984-1989: report of the Secretary-General
E/1980/34	8	Annual overview report of the Administrative Committee on Co-ordination for 1979/80
DP/302	6	Report of the Joint Inspection Unit on some aspects of backstopping of technical co-operation activities in the United Nations system: note by the Administrator
DP/334 and Add.1 and Add.1/Corr.1 and Add.2	6	Recruitment and use and prospects of reducing the costs of UNDP-financed experts: study of the role of experts in development assistance: report of the Joint Inspection Unit: note by the Administrator
E/AC.51/99/Rev.1 and E/AC.51/99/Add.1	5	Cross-organizational analysis of the energy programmes of the United Nations system: report of the Secretary-General
E/AC.51/1980/1	2	Provisional agenda for the twentieth session
E/AC.51/1980/2 and Add.1	4	Programme evaluation for the period 1976-1979: Manufactures: report of the Secretary-General
E/AC.51/1980/3	4	Activities of the United Nations system concerning the manufactures programme: note by the Secretariat

<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
E/AC.51/1980/4 and Corr.1-2	5	Cross-organizational programme analysis on rural development: report of the Secretary-General
E/AC.51/1980/5	8	Interagency Project Register (CORE): report of the Inter-Organization Board for Information Systems
E/AC.51/1980/6	7	Policy and programme issues relating to the distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs concerned: report of the Secretary-General
E/AC.51/1980/7	6	Statement by the Director-General for Development and International Economic Co-operation at the 640th meeting, on 21 May 1980
E/AC.51/1980/8	8	Costs of public information activities in the United Nations system: note by the Secretary-General
E/AC.51/1980/L.1	2	Agenda and organization of work: agenda adopted by the Committee for Programme and Co-ordination at its 616th (organizational) meeting, on 19 March 1980
E/AC.51/1980/L.2	2	Revised programme of work agreed to by the Committee at its 625th meeting, on 9 May 1980
E/AC.51/1980/L.3 and Add.1-16	11	Draft report
E/AC.51/1980/CRP.1 and Corr.1 and Add.1	6	Some policy issues pertaining to operational activities for development undertaken by the United Nations system: draft report of the Director-General for Development and International Economic Co-operation
E/AC.51/1980/CRP.2 and Corr.1	3	Time-table for the preparation of the biennial programme budget: note by the Secretariat
E/AC.51/1980/CRP.3 and Corr.1	4	Supplementary background information on both UNCTAD and UNIDO, including a summary of programme performance reports for the period 1976-1979
E/AC.51/1980/CRP.4	4	Implementation of recommendations made by the Committee for Programme and Co-ordination at its nineteenth session on the programme on transnational corporations: note by the Secretariat



<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
E/AC.51/1980/CRP.5	3	Report of the Trade and Development Board Working Party on the Medium-Term Plan and the Programme Budget: note by the Secretariat
E/AC.51/1980/CRP.6	9	International Trade Centre: note by the Secretariat

---

### كيفية الحصول على منشورات الأمم المتحدة

يمكن الحصول على منشورات الأمم المتحدة من المكتبات ودور التوزيع في جميع أنحاء العالم - استلم منها من المكتبة التي تتعامل معها أو اكتب إلى : الأمم المتحدة ، قسم البيع في نيويورك أو في جنيف .

#### 如何购取联合国出版物

联合国出版物在全世界各地的书店和经售处均有发售。请向书店询问或写信到纽约或日内瓦的联合国销售组。

#### HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

#### COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre libraire ou adressez-vous à : Nations Unies, Section des ventes, New York ou Genève.

#### КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

#### COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.

---