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DEVELOPMENT AND INTERNATIONAL ECONOMIC CO-OPERATION

Restructuring of the economic and social sectors of the United Nations system: implementation of section VIII of the annex to General Assembly resolution 32/197 and section IV of Assembly resolution 33/202

Report of the Secretary-General

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I. INTRODUCTION

1. In paragraphs 60 to 63 of the annex to resolution 32/197, on the restructuring of the economic and social sectors of the United Nations system, the General Assembly provided guidelines for the restructuring of the United Nations Secretariat, so as effectively to meet the requirements of the General Assembly and the Economic and Social Council and in that context, to take fully into account the development requirements of the developing countries. The Assembly also requested that the process of restructuring should be accompanied by a thorough rationalization and streamlining of the relevant Secretariat capabilities. In paragraph 64 of the same annex, the General Assembly invited the Secretary-General to appoint a Director-General for Development and International Economic Co-operation who, under the direction of the Secretary-General, would exercise broad responsibilities in respect of over-all co-ordination within the United Nations system and the management of economic and social activities within the United Nations itself.

2. In two subsequent reports (E/1978/28 and E/1978/118) the Secretary-General informed the Economic and Social Council that, in accordance with these guidelines, three new organizational entities had been created at United Nations Headquarters, namely the Department of International Economic and Social Affairs, the Department of Technical Co-operation for Development and the Office of Secretariat Services for Economic and Social Matters, in supersession of the Department of Economic and Social Affairs and the Office for Interagency Affairs, and that the functions of the latter entities had accordingly been reallocated to the former. The Secretary-General also advised the Economic and Social Council that he had appointed a Director-General for Development and International Economic Co-operation and was in the process of elaborating the specific functions and responsibilities of the Office of the Director-General. In its decision 1978/70, the Economic and Social Council, inter alia, took note of the initial measures taken by the Secretary-General.

3. In a further report to the General Assembly at its thirty-third session (A/33/410/Rev.1), the Secretary-General, among other things, elaborated the specific responsibilities of the Director-General, based on the provisions mentioned above of General Assembly resolution 32/197 and decision 1978/80 of the Economic and Social Council. Following its consideration of that report, the General Assembly adopted resolution 33/202, in section IV of which the Assembly, inter alia,

"3. Takes note with appreciation of the efforts made by the Director-General for Development and International Economic Co-operation with a view to exercising his functions as outlined in paragraph 2 of resolution 32/197;

"4. Reaffirms the authority and responsibility of the Secretary-General under the relevant Articles of the Charter of the United Nations;

"5. Affirms that, in conformity with resolution 32/197:

(a) The Director-General for Development and International Economic Co-operation, under the direction of the Secretary-General, should be fully and effectively utilized as the official in charge of executing the functions outlined in paragraphs 64 (a) and 64 (b) of the recommendations annexed to resolution 32/197;

(b) The necessary resources should be provided to enable the Director-General, inter alia, to discharge effectively the functions envisaged in paragraphs 64 (a) and 64 (b) of the annex to resolution 32/197;

(c) The Director-General, under the direction of the Secretary-General, should have, fully and effectively, authority over all services and organs within the United Nations at the level of the secretariats in the economic and social sectors, without prejudice to their respective spheres of competence or the terms of reference as contained in their relevant legislative mandates, in discharging the functions envisaged in paragraph 64 (b) of the annex to resolution 32/197 and in carrying out, inter alia, the specific tasks assigned to him by the General Assembly and the Economic and Social Council and, inter alia, in establishing the policy-related guidelines for all activities undertaken by those services and organs in order to ensure their coherence, co-ordination and efficient management;

"6. Requests the Secretary-General to undertake urgently all necessary steps to implement the above provisions, taking fully into account the views expressed by Member States in the Economic and Social Council during 1978, including the appropriate adjustment in the functioning and administrative arrangements, and a possible renaming of the relevant organizational entities;

"7. Urges the specialized agencies and the International Atomic Energy Agency to offer their full and effective co-operation and assistance to the Director-General in discharging the functions as defined in paragraph 64 (a) of the annex to resolution 32/197;

"8. Also requests the Secretary-General to pursue actively, in accordance with paragraphs 62 and 63 of the annex to resolution 32/197, the process of rationalizing and streamlining the capabilities of the entities concerned, including, if necessary, the transfer of elements of their functions and the redeployment of staff resources, particularly to the regional commissions".

4. At its thirty-fourth session, the General Assembly had before it a comprehensive report submitted to the Economic and Social Council by the Secretary-General (E/1979/81) summarizing the measures taken by the Secretary-General to give effect to Assembly resolutions 32/197 and 33/202, and a supplementary report (A/34/736) outlining developments since the issuance of the earlier document. At that session, the General Assembly adopted seven resolutions or decisions (resolution 34/212,

decision 34/453, resolution 34/206, resolution 34/213, decision 34/451, resolution 34/214 and resolution 34/215) concerning the implementation of resolution 32/197. 1/

1/ Subsequent to these resolutions, the Committee for Programme and Co-ordination (CPC), at its last session, adopted the following decision on the restructuring of the economic and social sectors of the United Nations system:

"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 the 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 section III, IV and V of the annex to General Assembly resolution 32/197.

"The General Assembly may wish to take into account the results of its consideration of the present report in acting on this recommendation, and in determining the orientation and timetable of the proposed study."

The above-quoted decision of CPC was implicitly endorsed by the Economic and Social Council in its decision 1980/179.

5. The present report has been prepared pursuant to one of these resolutions, namely resolution 34/215, in paragraph 2 of which the General Assembly requested the Secretary-General "to undertake immediate implementation of the provisions of section IV of General Assembly resolution 33/202, including the various issues identified therein, and to submit a report thereon, including an organizational chart, to the Assembly at its thirty-fifth session".

6. The various issues to which reference is made in the resolution just cited were briefly analysed in the Secretary-General's comprehensive report to the Economic and Social Council. They include the question of co-operative arrangements between the new organizational entities established at Headquarters pursuant to General Assembly resolution 32/197, to which reference is made in paragraph 2 above. They also cover the question of the adjustments that might be made, in keeping with paragraph 6 of General Assembly resolution 33/202, in the functioning and the administrative arrangements, and a possible renaming, of the relevant organizational entities (E/1979/81, paras. 99-105, A/34/736, paras. 29-34).

7. Section II of the present report relates to the implementation of the provisions of General Assembly resolution 33/202 as regards the Office of the Director-General for Development and International Economic Co-operation, and is organized in three sections. Section III of the report concerns the implementation of the provisions of paragraph 6 of section IV of Assembly resolution 33/202 which call, inter alia, for appropriate adjustments in the functioning and administrative arrangements of the relevant organizational entities.

II. IMPLEMENTATION OF THE PROVISIONS OF GENERAL ASSEMBLY
RESOLUTION 33/202 CONCERNING THE FUNCTIONS OF THE
OFFICE OF THE DIRECTOR-GENERAL FOR DEVELOPMENT AND
INTERNATIONAL ECONOMIC CO-OPERATION

8. Subsection A of this chapter concerns the functions entrusted to the Director-General under paragraph 64 (b) of the annex to General Assembly resolution 32/197, read in conjunction with paragraphs 4 and 5 (a) and (c) of section IV of Assembly resolution 33/202 (see para. 3 above). It also includes an organizational chart as requested in Assembly resolution 34/215. Subsection B deals with the functions of the Director-General as outlined in paragraph 64 (a) of the annex to resolution 32/197, read in conjunction with paragraphs 5 (a) and 7 of section IV of resolution 33/202 (see para. 3 above). Subsection C relates to the resource requirements of the Director-General, pursuant to paragraph 64 of the annex to resolution 32/197 and paragraph 5 (b) of section IV, of resolution 33/202.

A. Coherence, co-ordination and management of the activities
of United Nations services and organs in the economic and
social field

1. Consultative arrangements on policy issues pertaining to economic
and social activities

9. In his previous progress report (A/34/736), the Secretary-General referred to the consultations he had initiated, within the framework of General Assembly resolution 33/202, with a view to developing arrangements which would enhance the coherence of policy and action among the various entities ^{2/} forming part of the United Nations proper. In pursuing these consultations, he has taken account of the differences that exist among these entities in respect of functional responsibilities and geographical location. He has also borne in mind the degree of autonomy that many of these entities enjoy by virtue of their status as organs and programmes established under Articles 7 (2) and 22 of the Charter, and in particular their legislative, administrative and financial competence as defined in their respective basic instruments.

10. He considers that these differences, and the degree of autonomy enjoyed by each of the entities concerned, should be fully respected, since each of them reflects specific policy considerations and priorities agreed by the General Assembly. Similarly, he considers that, in accordance with the relevant decisions of the Assembly, these entities should be accorded greater administrative flexibility consistent with sound administrative and budgetary policies and in

^{2/} In addition to United Nations Headquarters organizational entities, these include the secretariats of UNICEF, UNCTAD, UNDP, UNFPA, UNEP, UNIDO, UNITAR, WFC, UNCHS, UNCTC, UNU, ECE, ESCAP, ECLA, ECA and ECWA.

the context of an increasing measure of decentralization within the organization as a whole. At the same time, he attaches importance to the need, underlined in General Assembly resolutions 32/197 and 33/202, to strengthen the capacity of the Director-General to ensure the efficient management and co-ordination of all United Nations activities in the economic and social field, and, generally to enhance the coherence of the activities of the Organization and their responsiveness to the over-all policy guidelines established by the General Assembly and the Economic and Social Council.

11. The foregoing considerations require, among other things, continuing action to ensure that in exercising their responsibilities in respect of both preparation of policy and the management of activities, the heads of the various United Nations entities in the economic and social fields are guided by a common framework of approaches, criteria and practices, with due regard for their respective functional, geographical and legislative characteristics. The following arrangements which are the outcome of the consultations to which reference is made in paragraph 9 above, are designed to meet this objective.

12. Firstly, it is the intention of the Secretary-General to hold annual meetings of the senior officials concerned for the purpose of undertaking a full review of developments during the course of the year, including relevant decisions of intergovernmental bodies throughout the system; discussing issues coming up before the General Assembly; and considering, as necessary, matters which may arise from the intra-secretariat arrangements described in the following paragraphs.

13. It is further envisaged that a consultative mechanism comprising the heads of all United Nations entities concerned, including the regional commissions, under the chairmanship of the Director-General, will be established. Taking into account the results of the Secretary-General's annual meeting mentioned in the preceding paragraph, this mechanism will keep under continuing review the thrust and direction of the activities of these entities and provide for the co-ordinated follow-up of decisions taken by the various intergovernmental bodies and for coherent approaches to the formulation of policy recommendations for consideration by these bodies. Another purpose of the mechanism will be to enable the various United Nations organizational units, programmes and organs to work out common positions at the intersecretariat level for the purpose of intergovernmental and interagency meetings. In particular, action will be taken, immediately prior to each session of the Administrative Committee on Co-ordination (ACC), to review and concert the over-all United Nations position on issues coming before that Committee. The mechanism will also assist in improving the effectiveness of the United Nations representation at international conferences and intergovernmental meetings convened by other organizations of the system. It will in this respect seek to develop, for the guidance of United Nations representatives at the secretariat level, common positions based on the strategies, policies and priorities established by the General Assembly and the Economic and Social Council, which would also take into account the variety of sectoral, functional and regional concerns inherent in different components of the organization.

14. It is the intention of the Director-General to convene a first meeting of this group shortly after each session of the General Assembly, so as to discuss and concert the implementation of the Assembly's decisions. The time-table of other meetings during the year will be correlated inter alia, with the calendar of central and sectoral intergovernmental bodies, so as to permit timely consultations on secretariat initiatives and proposals for submission to these bodies, and to co-ordinate the actions required for the implementation of their decisions. The aim would be to ensure that these initiatives and actions are mutually supporting and serve, in their totality, to maximize the collective response of the various components of the Organization to the agreed policy objectives of Member States, particularly the developing countries.

15. In addition, the Secretary-General intends to establish procedures, through the Director-General, to ensure a general oversight of those secretariat submissions to different United Nations intergovernmental bodies that have policy and institutional implications for the Organization as a whole. Such procedures will focus in particular on proposals affecting co-ordination and relationships among the various components of the Organization. They will also apply to proposals which affect the mandates and policy orientations of individual components of the United Nations, and therefore have a direct bearing on the over-all thrust and coherence of the activities of the Organization.

2. Consultative arrangements concerning planning, programming budgeting and evaluation

16. As part of the consultations referred to in paragraph 9 above, a review has also been undertaken of arrangements at the secretariat level for the preparation of the programme budgets and the medium-term plans. Three general considerations have guided this review:

(a) The need to enhance the coherence of the programme planning documents of the Organization, and in that context, the need to achieve a greater harmonization of the planning, programming and budgeting processes;

(b) The need to secure in these processes the active association of, and a constructive dialogue with, all concerned secretariat entities, so as to strengthen the responsiveness of programme planning documents to both central intergovernmental guidelines and the functional, geographical and legislative requirements of the individual components of the system; and generally,

(c) The need to enhance the usefulness of these documents as the principal tools available to Member States to guide the thrust and content of the activities of the Organization, and as the main instruments available at the management level for improving the design of programmes and ensuring their effective monitoring and implementation.

17. With these considerations in mind, and as an extension of the arrangements outlined in paragraph 13 above, it is envisaged that a senior secretariat advisory group on planning, programming and budgeting will be established to advise the

Secretary-General on policy issues arising in connexion with the elaboration of the medium-term plans and programme budgets, pursuant to recommendations emanating from CPC and other intergovernmental bodies concerned. The group will be composed of the heads of organizational entities covered by the programme budget and medium-term plan and will be chaired by the Director-General for Development and International Economic Co-operation or, depending on the nature of the discussions, by the Under-Secretary General for Administration, Finance and Management. In the absence of the Director-General, the Under-Secretary-General for the Department of International Economic and Social Affairs, or other appropriate officials, could also chair meetings of the group for the discussion of relevant agenda items.

18. It is envisaged that the first meeting of the group, to consider the policy guidelines for the 1984-1989 medium-term plan, will be held in the latter part of 1980. These consultations will guide the formulation of consolidated instructions for the preparation of the plan, which are to include substantive as well as technical guidelines for the submission of proposals by programme managers, in accordance with the relevant intergovernmental mandates. This group will also be the medium through which the Director-General will receive advice in connexion with the preparation of the introduction to the medium-term plans, for which he is responsible under paragraph 9 of General Assembly resolution 33/118: this introduction is to provide an analysis of the activities of the Organization and the proposed strategies for their implementation.

19. The group will then be convened as necessary during the various stages of preparation of the plan, in order to review the results of specialized intergovernmental reviews of the plan and, generally, to deal with policy issues that may arise in the course of discussions between substantive units and the Headquarters units charged with the preparation of the plan (see para. 55 below). It is envisaged that the process of preparing the 1984-1989 plan will be concluded early in 1982, at which time a further meeting of the group will be convened to finalize the plan, for approval by the Secretary-General and consideration by the intergovernmental bodies concerned.

20. In respect of the programme budget, the group will be convened at the outset of the preparatory process and will discuss the priorities to be accorded to various programmes, on the basis of intergovernmental directives and in the light of the policies outlined in the medium-term plan and of over-all policies governing the programme budget process. The results will be reflected in a consolidated set of programme and financial instructions to guide the submission of proposals by programme managers as well as ensuing consultations during the preparation of the proposed programme budget.

3. Reporting arrangements

21. As already noted, paragraph 64 (b) of the annex to General Assembly resolution 32/197 provides that, under the direction of the Secretary-General, the Director-General should be in charge of ensuring, within the United Nations, the coherence, co-ordination and efficient management of all activities in the

economic and social fields financed by the regular budget or by extrabudgetary resources. In an interpretative foot-note, the resolution states that this function applies equally to all services and organs within the United Nations, without prejudice to their respective spheres of competence or terms of reference as contained in their relevant legislative mandates. In its decision 1978/70, the Economic and Social Council affirmed the need for the Director-General to provide, inter alia, effective leadership, over-all guidance, orientation and co-ordination to the relevant services and organs within the United Nations.

22. In reporting to the General Assembly at its thirty-third session (A/33/410/Rev.1, paras. 20-22) on the manner in which these provisions had been translated into appropriate arrangements for reporting and accountability, the Secretary-General stated that he attached high importance to delineating the Director-General's responsibilities in such a way as to ensure the commitment and full co-operation of all concerned. He considered that such commitment and co-operation could best be achieved by following a pragmatic approach, taking into account the results of experience and consultations. He also took into account the different degrees of autonomy enjoyed by the several organizational entities to which reference is made in paragraph 9 above. In the light of these considerations, the reporting arrangements provide that "while the Secretary-General may require the assistance of other senior colleagues who will continue to have direct access to him as appropriate, those senior colleagues should keep the Director-General fully informed and report to him, or through him, to the Secretary-General on matters affecting the Director-General's responsibilities".

23. Following its consideration of the Secretary-General's report, the General Assembly, in section IV, paragraph 5 (c), of resolution 33/202 affirmed that, in conformity with resolution 32/197:

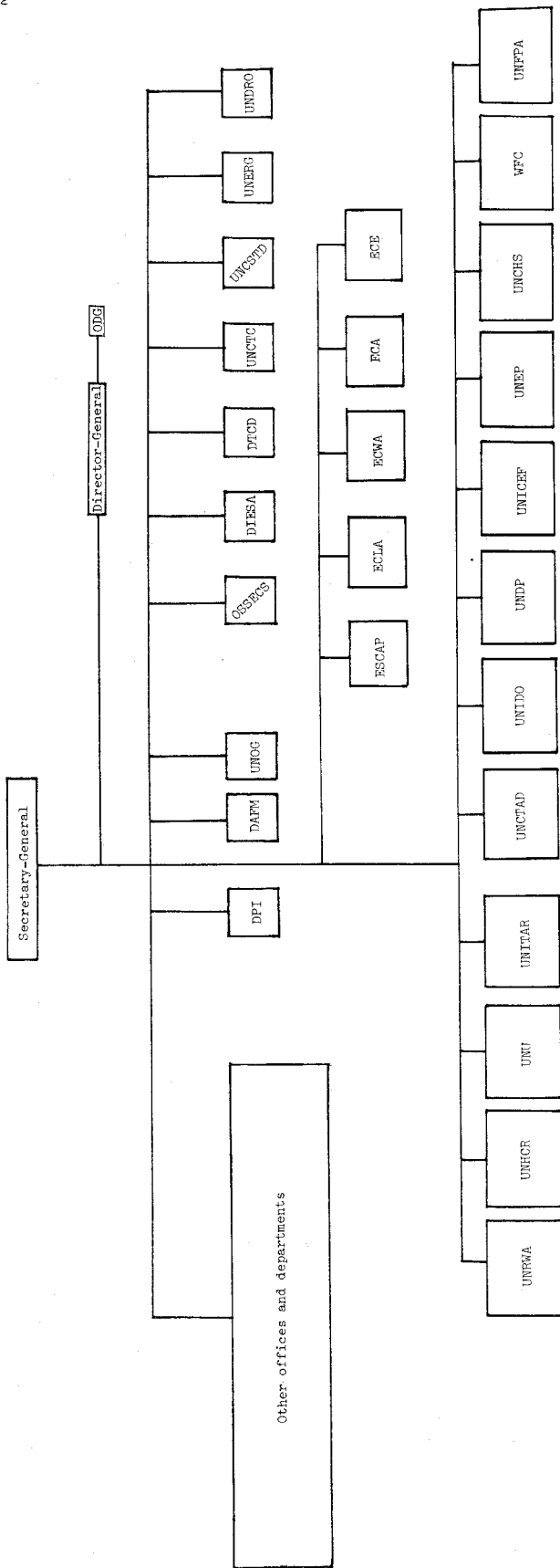
"the Director-General ... should have, fully and effectively, authority over all services and organs within the United Nations at the level of the secretariats in the economic and social sectors, without prejudice to their respective spheres of competence or the terms of reference as contained in their relevant legislative mandates, in discharging the functions envisaged in paragraph 64 (b) of the annex to resolution 32/197 and in carrying out, inter alia, the specific tasks assigned to him by the General Assembly and the Economic and Social Council and, inter alia, in establishing the policy-related guidelines for all activities undertaken by those services and organs in order to ensure their coherence, co-ordination and efficient management".

24. The reporting arrangements described in paragraph 22 above have not in general functioned as effectively as had been expected. A few of the organizational entities concerned have kept the Director-General informed or, as appropriate, have reported to him, or through him to the Secretary-General. However, the others have not proceeded in the same manner. In these instances, the Secretary-General has referred the matters concerned, as necessary, to the Director-General for his information or advice. The existing situation is reflected in the organizational chart, as requested by the General Assembly, which is reproduced below.

25. In the light of the experience described above, and complementary to the consultative mechanisms proposed in paragraphs 13 and 17 above, the existing reporting arrangements need to be adjusted in order better to reflect the dimension of accountability implicit in section IV of General Assembly resolution 33/202.

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Organizational chart showing the present situation as described in paragraph 24 of the present report.



- Abbreviations**
- DPI Department of Public Information
 - DAFM Department of Administration, Finance and Management
 - UNOG United Nations Office at Geneva
 - OSSECS Office of Secretariat Services for Economic and Social Matters
 - DIESA Department of International Economic and Social Affairs
 - DTCD Department of Technical Co-operation for Development
 - UNCTC United Nations Centre on Transnational Corporations
 - UNCSVD United Nations Centre for Science and Technology for Development
 - UNERG United Nations Conference on New and Renewable Sources of Energy
 - UNDRP Office of the United Nations Disaster Relief Co-ordinator
 - ESCAP Economic and Social Commission for Asia and the Pacific
 - ECLA Economic Commission for Latin America
 - ECWA Economic Commission for Western Asia
 - ECA Economic Commission for Africa
 - ECE Economic Commission for Europe
 - UNRWA United Nations Relief and Works Agency for Palestinian Refugees in the Near East
 - UNHCR Office of the United Nations High Commissioner for Refugees
 - UNU United Nations University
 - UNCTAR United Nations Institute for Training and Research
 - UNCTAD United Nations Conference on Trade and Development
 - UNIDO United Nations Industrial Development Organization
 - UNDP United Nations Development Programme
 - UNICEF United Nations Children's Fund
 - UNEP United Nations Environment Programme
 - UNCHS United Nations Centre for Human Settlements
 - WFC World Food Council
 - UNFPA United Nations Fund for Population Activities
- Note:** Not shown is the World Food Programme (WFP), which is jointly undertaken by the United Nations and the Food and Agriculture Organization of the United Nations in co-operation with other interested United Nations agencies. The secretariat reports both to the Secretary-General of the United Nations and the Director-General of FAO.

B. Interagency co-ordination

26. As already noted, paragraph 64 (a) of the annex to General Assembly resolution 32/197 provides that, under the direction of the Secretary-General, the Director-General should be in charge of ensuring the provision of effective leadership to the various components of the United Nations system in the field of development and international economic co-operation and in exercising over-all co-ordination within the system.

27. In his report to the General Assembly at its thirty-third session (A/33/410/Rev.1), the Secretary-General elaborated the responsibilities flowing from this provision in terms, among others, of ensuring: co-ordinated support for policy-making by central United Nations intergovernmental bodies, a full appreciation of the concerns of these bodies in other fora, concerted execution of the decisions taken by such bodies, the co-ordinated implementation of the restructuring process initiated by resolution 32/197, the provision of direct assistance to the Secretary-General in the context of ACC, and appropriate action to meet the objectives of the General Assembly as regards the operational activities of the United Nations system.

28. In paragraph 5 (a) of section IV of resolution 33/202, the General Assembly affirmed that the Director-General should be fully and effectively utilized as the official in charge of the functions outlined in paragraph 64 (a) of resolution 32/197. In paragraph 7 of the same section of the resolution, the Assembly urged the specialized agencies and the International Atomic Energy Agency to offer their full and effective co-operation and assistance to the Director-General in discharging the functions as defined in paragraph 64 (a) of the annex to resolution 32/197. In section II of the same resolution, the Assembly also addressed recommendations to ACC that are relevant in this context and which will be the subject of a subsequent report to be submitted to the General Assembly at its thirty-seventh session, in accordance with its resolution 34/214.

29. The initial response of ACC to the recommendations addressed to it and, generally, to the system as a whole, in General Assembly resolution 32/197, as reflected in its reports to the General Assembly at its thirty-third session, was both positive and forthcoming. The ensuing period has, however, been characterized by certain difficulties in achieving the appropriate balance between the need for greater efforts by the organizations of the system to give full and prompt effect to over-all policy recommendations emanating from the General Assembly and the Economic and Social Council, and the contributions of the organizations of the system to the process of policy formulation (see annual report of ACC for 1979/1980, E/1979/34, chap. V).

30. Concern has been expressed in some organizations that United Nations organs may be moving the system towards excessive centralization, and that this trend, if left unchecked, will prove detrimental to the system of functional decentralization provided for in the Charter, and to its capacity to serve effectively the varied interests of Member States. On the other hand, there has been increasing emphasis in central intergovernmental bodies on the need for comprehensive approaches to the problems of development, and on the responsibility of these bodies to

establish clear over-all strategies, policies and priorities for the system as a whole, and for the harmonization of activities designed to implement such policies.

31. These are complex issues arising from intergovernmental perceptions and trends of opinion. Although secretariats bear an important share of responsibility in shaping the framework of the relevant intergovernmental discussions, the issues raised by their very nature relate to co-ordination at the national and intergovernmental levels. Also, these issues should be seen and approached in their proper perspective. Firstly, the tensions and difficulties referred to above should not necessarily be regarded as negative developments: strains can be expected to accompany any constructive process of re-evaluation and reappraisal of the direction and emphasis of the activities of the system. Secondly, recent debates on the matter in some agencies of the system, and in particular the discussions on the restructuring of the economic and social sectors of the United Nations system that took place at the 212th session of the Governing Body of the International Labour Organisation in March 1980 have contributed in a constructive manner to the search for a proper balance of the various elements involved. ^{3/} Thirdly, the difficulties for the most part relate less to substantive co-operation than to the co-ordination of overlapping global priorities set by different intergovernmental bodies, and each calling for concerted action by the organizations of the United Nations system.

^{3/} The relevant conclusions of the Governing Body, as brought to the attention of the United Nations, included the following:

"(a) The constitutional position of the International Labour Organisation in the United Nations system is established by the Constitution of the ILO and the Declaration of Philadelphia, the relevant provisions of the Charter of the United Nations and the Agreement between the United Nations and the International Labour Organisation which confers upon the Organisation the status of specialised agency and recognises its competence defined in its Constitution as a tripartite organisation with its own international legal personality.

(b) The purpose of General Assembly resolution 32/197 is not to affect or modify this constitutional position but to apply the existing constitutional provisions in such a manner as to ensure a greater coherence and effectiveness of action by the United Nations system as a whole. This is to be welcomed in the mutual interests of all parts of that system.

(c) The aim of the resolution is to achieve a closer partnership between the United Nations and the specialised agencies. On the one hand, the General Assembly and the Economic and Social Council, are to make a greater and more sustained exercise of their leadership and co-ordinating responsibilities under their existing powers while respecting the competence of the specialised agencies. On the other hand, the participation of those agencies in the functioning of the system is to be enhanced through a firmer commitment to the multidisciplinary approach advocated in the resolution, the use of agency inputs in the analytical work and the formulation of policy

32. In general, the network of institutional arrangements for substantive co-ordination, both formal and informal, have continued to yield constructive results in most areas. But discussions in many agencies have revealed jurisdictional concerns as well as preoccupation with the financial implications for agency budgets of activities, substantive and co-ordinative alike, arising from recommendations of central United Nations intergovernmental bodies. ^{4/} Thus,

(continued)

recommendations, joint planning and the enhanced role of the Administrative Committee on Co-ordination.

(d) The ILO stands ready to make its own distinctive contribution, as a tripartite organisation, to the collective efforts of the system and to support through its own action the work of the United Nations and the other agencies. At the same time, the ILO expects that its concerns will be shared by the other members of the system, just as it will share their concern, to the mutual benefit of all the partners.

(e) The ILO stands ready to provide advice on or to dispose of such issues within its competence as may be referred to it through the adoption of standards or other appropriate measures but expects that full use will be made of its expertise and machinery in regard to matters within its competence.

(f) In support of the common efforts, the ILO will make flexible use of its resources, but any major undertaking of an interagency nature involving significant expenditure should be planned and agreed to sufficiently in advance so that the necessary resources can be provided for."

^{4/} See for instance the submissions made by their secretariats to the UNESCO Executive Board (110 EX/19) and the FAO Council (CL 78/13). At the conclusion of its discussion of the former submission, the UNESCO Executive Board adopted a draft decision, paras. 2 to 4 of which read as follows:

"2. Considering that the constitutional and contractual provisions governing the relations between the United Nations and UNESCO, namely the Constitution of UNESCO, the relevant provisions of the Charter of the United Nations and the Agreement concluded in 1946 between the United Nations and UNESCO, have stood the test of time and still provide a suitable framework for co-operation between the two organizations,

"3. Reaffirms that UNESCO, as a specialized agency of the United Nations system, whose constitutional position within the system is laid down by the international instruments mentioned in the preceding paragraph, enjoys intellectual and legal autonomy;

"4. Reaffirms at the same time the importance of close co-operation between the organizations of the United Nations system and of the efficient co-ordination of their activities in the service of the world community, within the framework of the priorities, policies and overall strategies laid down by the General Assembly."

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disquiet has recently been expressed by one specialized agency, which the Advisory Committee on Administrative and Budgetary Questions (ACABQ) has noted in a recent report (A/35/481, paras. 53-55), regarding what it considered to be an exaggerated tendency on the part of the General Assembly and the Economic and Social Council first, to step up their requests for reports on subjects, some of which are of secondary importance or have already been abundantly discussed, second, to take decisions on matters plainly falling within the province of the specialized agencies and, third, to create new specialized forums for decision-making in areas of activity already covered by these organizations. Concern has also been expressed by another agency that the problems of co-ordination will increase if they assume a dimension greater than the array of substantive activities to be co-ordinated and new co-ordinating mechanisms proliferate and impinge on the responsibilities and resources of existing competent organizations: co-ordination activities should, on this view, be kept within bounds in accordance with a careful prior analysis of their costs and benefits to all organizations concerned and their member States. In contrast to this approach, the view has been expressed that effective co-ordination is essential to and does lead to an increased flow of resources both in terms of human effort and the mobilization of financial and material resources.

33. These perceptions have a direct bearing on the manner in which the functions of the Director-General, outlined in paragraph 31 above, can be best exercised and the full and effective co-operation of the organizations concerned best assured. The underlying purpose of the resolutions cited above is to ensure greater coherence and effectiveness of action by the United Nations system as a whole together with a closer partnership between the United Nations and the other organizations of the system. This implies on the one hand that the central organs of the United Nations are to make a greater and more sustained exercise of their global policy-making and co-ordination responsibilities under the United Nations Charter, while respecting the competence of the specialized agencies. On the other hand, the participation of these other organizations in the policy-making and co-ordination processes just mentioned is to be enhanced through the effective use of their inputs, through their involvement in co-operative programme planning towards agreed objectives, and through a firmer commitment to multidisciplinary approaches.

C. Resource requirements

34. In paragraph 64 of the annex to resolution 32/197, the General Assembly, in outlining the broad functions of the Director-General, requested that he should be provided with the necessary support and resources. Subsequently, on the basis of recommendations made by the Secretary-General, as modified by the Advisory Committee on Administrative and Budgetary Questions, the Assembly approved for the Director-General's Office a total of 13 posts in the Professional category (in addition to the post of the Director-General) and nine General Service posts (additional to two previously established posts in that category).

35. The General Assembly, in resolution 33/202, in turn requested that "the necessary resources should be provided to enable the Director-General to,

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inter alia, discharge effectively the functions as envisaged in paragraph 64 (a) and (b) of the annex to General Assembly resolution 32/197".

36. In making the recommendations referred to in paragraph 34 above (see A/33/410/Rev.1 and A/C.5/33/110), the Secretary-General indicated that "a basic consideration underlying the assessment of the resources likely to be required /by the Director-General/ is the Director-General's ability to avail himself fully of the assistance and co-operation of existing United Nations organizational units, services and organs and to draw on a continuing basis on the resources and expertise available within the United Nations, and, as appropriate, the system as a whole". The Secretary-General further specified that "such assistance could include both the ad hoc secondment of individual staff members for specific assignments in support of the Director-General and the preparation of informal papers as well as formal documentation in response to requests by him". The Secretary-General added that "the /proposed/ staff requirements are accordingly predicated on the assumption that the units, services and organizations concerned would be able, taking into account their own needs, to provide such assistance. An informed assessment of these availabilities however can only be made at a later stage, in the light of experience".

37. On the basis of the experience gained so far by the Director-General, particularly in carrying out specific tasks assigned to him by the General Assembly, involving, inter alia, the preparation of reports, it has become clear that the assumption stated in the preceding paragraph is valid only to a very limited extent. Among the reasons for this situation is the consideration that the units, services and organizations concerned, operating under tight budgetary restrictions, are seldom in a position to spare resources and staff time already engaged in implementing approved, time-bound work programmes.

38. Another consideration that has implications for the resource requirements of the Director-General's Office arises from the number of tasks calling for the Director-General's personal involvement, such as high-level representation on behalf of the Secretary-General, direct contacts with executive heads and other senior officials of the various organizations and personal participation in the deliberations of fora within and outside the United Nations system. This issue was raised in the context of the Secretary-General's recommendations already mentioned regarding the resource requirements of the Director-General's Office but was deferred pending a more precise evaluation at a later stage. From the experience gained over the past two years, it has now become clear that there are limits to the possibilities of personal involvement by the Director-General in all such tasks. At the same time, there are limits to the extent to which such tasks can be delegated below a certain level of seniority. There may, therefore, be a need for the Director-General to have assistance at a higher managerial level than is currently provided for in the staffing table of his Office.

39. The Secretary-General is giving consideration to these matters and will pursue the outcome in the context of his proposals in the programme budget for 1982/83 or, as appropriate, the administrative and financial implications of such proposals considered by the General Assembly at its current session as may have a direct bearing on this matter.

III. IMPLEMENTATION OF THE PROVISIONS OF GENERAL ASSEMBLY RESOLUTION 33/202 CONCERNING THE RATIONALIZATION, STREAMLINING AND ADJUSTMENTS IN THE FUNCTIONING OF OTHER RELEVANT ORGANIZATIONAL ENTITIES WITHIN THE SECRETARIAT

40. In his report to the General Assembly at its thirty-third session (A/33/410/Rev.1), the Secretary-General provided a comprehensive account of the measures taken to reallocate specific functions, posts and credits among the new organizational entities at Headquarters which, as mentioned in paragraph 2 of the present report, were established pursuant to paragraphs 61 to 64 of the annex to Assembly resolution 32/197. The entities involved, other than the Office of the Director-General for Development and International Economic Co-operation, were the Departments of International Economic and Social Affairs and of Technical Co-operation for Development and the Office of Secretariat Services for Economic and Social Matters. In the same report, the Secretary-General provided information on the progress made in the redeployment of technical co-operation projects to the regional commissions and towards the decentralization of functions from organizational units at Headquarters to the commissions.

41. In acting on that report, the General Assembly, in its resolution 33/202, requested the Secretary-General:

"to undertake urgently all necessary steps to implement the above provisions of section IV of the resolution, taking fully into account the views expressed by Member States in the Economic and Social Council during 1978, including the appropriate adjustment in the functioning and the administrative arrangements, and a possible renaming, of the relevant organizational entities;"

and to

"pursue actively, in accordance with paragraphs 62 and 63 of the annex to resolution 32/197, the process of rationalizing and streamlining the capabilities of the entities concerned, including, if necessary, the transfer of elements of their functions and the redeployment of staff resources, particularly to the regional commissions".

42. In his report to the Economic and Social Council (E/1979/81), the Secretary-General outlined subsequent developments concerning the new organizational entities, including in particular the internal relocation of functions within the Department of International Economic and Social Affairs, and identified a number of issues that might require further consideration in the context of the implementation of resolution 33/202. In an additional report to the General Assembly at its thirty-fourth session (A/34/736), the Secretary-General dealt with further developments concerning (a) structures for regional and interregional co-operation; (b) Secretariat support services: reorganization of the Department of Technical Co-operation for Development; and (c) issues relating to adjustments in the functioning and administrative arrangements of organizational entities within the United Nations, pursuant to paragraph 6 of section IV of resolution 33/202.

43. As already noted, the General Assembly, following its consideration of these reports, requested the Secretary-General in resolution 34/215 to undertake immediate implementation of the provisions of section IV of resolution 33/202 in respect of the relevant organizational entities.

44. Subsection A above relates to the rationalization, streamlining and adjustments in the functioning of the new organizational entities established at United Nations Headquarters pursuant to resolution 32/197, other than the Office of the Director-General, which is dealt with in the preceding chapter. Subsection B concerns the implications of the restructuring process for other offices and departments.

A. New departments and offices established at Headquarters pursuant to General Assembly resolution 32/197

45. Most of the questions relevant to the reallocation of functions, posts and credits between the new organizational entities have been resolved and the relevant decisions are reflected in the various Secretary-General's bulletins on the units concerned. Arrangements in respect of the Statistical Office, which remains within the Department of International Economic and Social Affairs but provides statistical support to all economic and social sectors, are under review by the Department of International Economic and Social Affairs and the Department of Technical Co-operation for Development, and the outcome will be reflected in such reports as may be requested by the General Assembly on the subject.

46. With regard to the rationalization and streamlining of the internal structures of the new departments and offices, an account of the further measures taken in this respect was included in the two reports of the Secretary-General (E/1979/81 and A/34/736) which were before the General Assembly at its thirty-fourth session. With particular reference to the Department of Technical Co-operation for Development, the second report provided information on the reorganization of the Department and noted that the new departmental structures would be reviewed in a year's time taking into account, *inter alia*, (a) decisions taken regarding the Department's programme budget proposals; (b) the review by CPC of the distribution of functions between Headquarters units and regional commissions; and (c) the Department's experience with the functioning of the various arrangements outlined in the Secretary-General's report. This review will be initiated later this year and the outcome could be reported, if the General Assembly so wishes, to the Economic and Social Council at its second regular session in 1981.

47. With regard to adjustments in the functioning of these entities, the Secretary-General believes that the measures outlined in chapter II A of the present report will for the time being meet the intent of the General Assembly. He further considers that no action is required, at present, to rename any of the organizational entities concerned.

48. So far as redeployment of resources to the regional commissions is concerned, the General Assembly approved, at its thirty-fourth session, a number of proposals

for an initial redeployment of resources from the Department of International Economic and Social Affairs and the Department of Technical Co-operation for Development to the regional commissions. Subsequently, CPC at its twentieth session initiated a review of the distribution of tasks and responsibilities between Headquarters' entities and the regional commissions, the results of which will be reflected in the next programme budget and medium-term plan. In addition, the General Assembly will have before it at its current session a separate report, prepared in accordance with paragraph 364 (a) of the report of CPC at its twentieth session (A/35/38), outlining immediate requirements for the strengthening of the regional commissions to enable them to undertake the additional functions, including responsibilities for co-ordination and co-operation at the regional level, provided for them in General Assembly resolution 32/197.

49. In another development subsequent to the adoption of General Assembly resolution 34/215, a new Centre for Science and Technology has been established in accordance with resolution 34/218, superseding the Office for Science and Technology which formed part of the Department of International Economic and Social Affairs.

B. Implications of the restructuring process for other offices and departments

50. In his report to the Economic and Social Council (E/1979/81), the Secretary-General noted that the provisions of section IV, paragraph 6, of General Assembly resolution 33/202 calling for "appropriate adjustment in the functioning and administrative arrangements, ... of the relevant organizational entities" had implications not only for the new organizational entities established at Headquarters pursuant to resolution 32/197 but also for other United Nations entities in related areas, particularly in terms of arrangements for co-operation and co-ordination. The report identified the organizational entities involved as follows:

- "(a) The Department of Administration and Management, particularly in respect of its functions concerned with the provision of assistance to the Secretary-General in ensuring the efficient over-all management of activities. These functions are related to the responsibility of the Director-General for Development and International Economic Co-operation under paragraph 64 (b) of the annex to General Assembly resolution 32/197 in regard to ensuring, within the United Nations, coherence, co-ordination and efficient management of all activities in the economic and social fields;
- (b) The Office of Financial Services in the Department of Administration and Management, particularly regarding the exercise of its functions in the programme planning process. These functions are related to those entrusted to the Department of International Economic and Social Affairs under paragraph 61 (b) of the annex to General Assembly resolution 32/197 and also to those of the Office of the Director-General for Development and International Economic Co-operation;

- (c) The United Nations Office at Geneva, particularly in relation to the exercise of its co-ordination and liaison functions vis-à-vis the specialized agencies, in the light of the functions of the Director-General for Development and International Economic Co-operation, the Department of International Economic and Social Affairs, the Office of Secretariat Services for Economic and Social Matters having interagency implications."

1. Department of Administration, Finance and Management and the Office of Financial Services

51. The Secretary-General announced during November 1979 that the Department of Administration and Management had been redesignated the Department of Administration, Finance and Management (DAFM). This redesignation is without prejudice to the measures outlined in section II A of the present report.

52. With regard to the specific functions of the Office of Financial Services of the Department of Administration, Finance and Management, reference has already been made in section II A.2 above to the review carried out by the Secretariat of arrangements for the preparation of the programme budgets and the medium-term plans. In the same context, modalities of co-operation among central review offices at Headquarters have been reviewed, taking into account the lead responsibilities of DAFM/OFS for the preparation of the programme budget and in the light of the new mandates in the programme and planning field embodied in section VIII of the annex of resolution 32/197.

53. Particularly relevant in this connexion are the responsibilities of the Office of the Director-General for Development and International Economic Co-operation for establishing policy-related guidelines for all economic and social activities, in order to ensure their coherence, co-ordination and effective management, and for the harmonization of the planning, programming and budgeting processes. Under the same resolution, responsibilities for programming and planning in the economic and social sectors have been assigned to the Office for Programme Planning and Co-ordination of the Department of International Economic and Social Affairs (DIESA/OPPC).

54. It has been decided, as a result of the above consultations, that a team work approach will be followed during all phases of the programming and budgeting process. Accordingly, in the process of preparing instructions for the preparation of the programme budget, DAFM/OFS will consult fully with DIESA/OPPC. Also, the central Secretariat review of submissions in the economic and social sectors will be undertaken by members of both DAFM/OFS and DIESA/OPPC and the latter entity will participate in the required consultations with the substantive units concerned and in the final formulation of the economic and social sectors of the proposed programme budget. With regard to submissions in other areas, both programming and financial aspects will continue to be handled by DAFM/OFS. This process will not, of course, affect the over-all financial and budgetary responsibilities of DAFM/OFS.

55. Concerning the medium-term plan, it is understood that DIESA/OPPC, in consultation with DAFM/OFS and the substantive units concerned, will undertake the analysis of submissions in the economic and social fields. Submissions in other areas will continue to be analysed by DAFM/OFS. Policy guidance during the above processes will be provided by the Director-General who will also promote the resolution of policy differences that might arise, in consultation, whenever necessary, with the senior advisory group envisaged in paragraph 17 above.

56. The Secretary-General believes that the above arrangements will serve to strengthen the coherence of the programme planning documents of the Organization and will contribute to a closer integration of the programme and financial aspects of these documents. The General Assembly may, in due course, wish to review arrangements for the consideration of these documents at the intergovernmental and expert levels, including arrangements for co-operation between CPC and the Advisory Committee on Administrative and Budgetary Questions, pursuant to paragraph 48 of the annex to General Assembly resolution 32/197. The purpose of such a review would be to promote a closer harmonization of programme and financial decisions, including the necessary responsiveness of financial decisions to programme considerations, and to ensure a full and timely assessment of programme implications of financial decisions before the adoption of programme planning documents by the Assembly.

57. In the context of the consultations referred to above, the arrangements made at the Secretariat level, following the adoption of resolution 32/197, for undertaking evaluation studies of United Nations programmes, were also reviewed. In accordance with these arrangements, evaluation studies, so far as the economic and social sectors of the United Nations are concerned, are undertaken by DIESA/OPPC, in consultation with DAFM/OFS with regard to financial aspects, and under the guidance of the Director-General for Development and International Economic Co-operation. The Director-General will continue to draw, for this purpose, on the assistance of a steering committee on evaluation composed of the heads of all the concerned organizational entities, including DIESA/OPPC and DAFM/OFS. It is envisaged that any evaluation exercise which may be undertaken in other sectors would be conducted by DAFM/OFS. Moreover, it has been agreed that responsibility for the development of evaluation techniques and methodology in the economic and social sectors should rest with DIESA/OPPC, in consultation with DAFM/OFS with regard to financial aspects.

58. Finally, the Secretary-General has requested the Administrative Management Service to consider, in the light of the arrangements referred to above, any consequential changes that may be required in the relevant sections of the Secretary-General's bulletin on the organization of the Secretariat. Similarly, DAFM/OFS, in consultation with the other units concerned, will undertake a review of recent intergovernmental decisions on the planning, programming and budgeting processes in order to consider whether such decisions, as well as the Secretariat arrangements referred to above, require any changes or up-dating of the financial rules and regulations of the United Nations. The outcome will be reported to the General Assembly at its thirty-sixth session.

2. Other offices and departments

59. In his report (A/33/410/Rev.1) elaborating the responsibilities of the Director-General with regard to coherence, co-ordination and efficient management within the United Nations, the Secretary-General stated that certain aspects of those responsibilities would be worked out on a pragmatic basis, depending, inter alia, on the policy implications of the activities and decisions involved. Among the areas identified in this context were the economic and social information activities of the United Nations, over which, it was indicated, it would be appropriate for the Director-General to exercise broad supervision with regard to policy, and certain aspects of management.

60. Regarding the former area, efforts have been made to ensure that the information component is duly integrated in the planning of conferences and other relevant intergovernmental meetings coming within the purview of the Director-General. Further progress in defining the role of the Director-General in this area will depend, inter alia, on the policy guidelines to be formulated by the newly established General Assembly Committee on Information. For the time being, therefore, the responsibilities of the Director-General in this respect can continue to be approached in a pragmatic way.

61. With regard to aspects of management, including personnel questions, not covered in detail in the Secretary-General's statement, further consideration will be given to arrangements that might be required, in the light of experience and on the basis of the relevant provisions of resolutions 32/197 and 33/202.

3. United Nations Office at Geneva

62. A review has recently been undertaken of the demands likely to be made on the United Nations Office at Geneva, including its Inter-Agency Affairs unit, in consequence of the restructuring process at United Nations Headquarters, and particularly by the new organizational entities. The purpose of the review was to facilitate the co-ordination of these demands and to enable the United Nations Office at Geneva to make the necessary provision to meet them.

63. As a result, it has been agreed, without prejudice to other ad hoc arrangements that may be required, that the following support services should be performed by the United Nations Office at Geneva:

(a) Assistance to the Director-General for Development and International Economic Co-operation, on request, in connexion with those aspects of his responsibilities involving relations with organizations located in Europe;

(b) Assistance to relevant United Nations Headquarters units in connexion with the provision of substantive support to ACC and its subsidiary bodies, representation at meetings of these bodies, as well as other tasks involving consultations and joint and co-operative work, including programme planning and evaluation, with agencies located in Europe and European-based secretariats of the United Nations itself;

(c) Assistance in the provision of technical secretariat services to the relevant intergovernmental and intersecretariat bodies;

(d) Assistance in ensuring a continuing and systematic flow of information between organizations located in Europe and United Nations Headquarters and in keeping the Headquarters units concerned systematically informed of the work of these organizations.

64. The Director-General of the United Nations Office at Geneva is currently reviewing, in consultation with the Headquarters units concerned, the allocation of the above tasks. In the event that the United Nations Office at Geneva is unable to undertake adequately these support services, particularly those of a specialized nature, other arrangements may be necessary for the purpose. So far as United Nations Headquarters is concerned, and without prejudice to day-to-day arrangements for contacts at the working level, preparation of briefs, etc., all requests for assistance and instructions from Headquarters will be channelled through the Office of the Director-General for Development and International Economic Co-operation.
