

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

GENERAL ASSEMBLY

OFFICIAL RECORDS: THIRTY-SIXTH SESSION

SUPPLEMENT No. 38 (A/36/38)



UNITED NATIONS

New York, 1981

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 - 10	1
II. CROSS-ORGANIZATIONAL PROGRAMME ANALYSIS	11 - 29	3
A. Legislative authority	11	3
B. Cross-organizational programme analysis of youth activities of the United Nations system	12 - 26	3
C. Feasibility of a cross-organizational programme analysis of marine affairs	27 - 29	6
III. REPORTS OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION	30 - 46	7
A. Rural development	33 - 38	7
B. Co-ordination of information systems	39 - 44	9
C. Enhancement of crisis management in the field	45 - 46	10
IV. REGIONAL CO-OPERATION AND DEVELOPMENT	47 - 56	11
A. Legislative authority	47	11
B. Background	48 - 54	11
C. Discussion	55 - 56	13
V. PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1982-1983	57 - 439	14
A. Introduction	57 - 71	14
B. Criteria and method in setting programme priorities	72 - 102	19
C. Proposed programme budget for the biennium 1982-1983	103 - 439	27
VI. PROVISIONAL AGENDA FOR THE TWENTY-SECOND SESSION OF THE COMMITTEE	440 - 443	86
VII. CONCLUSIONS AND RECOMMENDATIONS	444	87
A. Cross-organizational programme analysis	444 - 447	87
B. Reports of the Administrative Committee on Co-ordination	448 - 451	89

CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
C. Regional co-operation and development	452	90
D. Proposed programme budget for the biennium 1982-1983 .	453 - 514	90
E. Provisional agenda for the twenty-second session of the Committee	515	101

ANNEXES

I. Agenda for the twenty-first session of the Committee	103
II. List of documents before the Committee at its twenty-first session	104

ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
CMEA	Council for Mutual Economic Assistance
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
GSP	Generalized system of preferences
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ILO	International Labour Organisation
IMF	International Monetary Fund
IOB	Inter-Organization Board for Information Systems
JIU	Joint Inspection Unit
OAU	Organization of African Unity
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNDRO	Office of the United Nations Disaster Relief Co-ordinator
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
UNITAR	United Nations Institute for Training and Research
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNTSO	United Nations Truce Supervision Organization in Palestine
WFC	World Food Council
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization

CHAPTER I

ORGANIZATION OF THE SESSION

1. The Committee for Programme and Co-ordination held one organizational meeting at United Nations Headquarters (679th meeting), on 6 April 1981.
2. The agenda for the twenty-first session (E/AC.51/1981/1), adopted by the Committee at its 679th meeting, is reproduced in annex I. The list of documents before the Committee is contained in annex II.
3. The Committee held its twenty-first session at United Nations Headquarters from 4 to 29 May and on 8 and 9 June 1981. It held 42 meetings (680th to 721st meetings).
4. At the 679th (organizational) meeting, on 6 April, and at the 680th and 681st meetings, on 4 May 1981, the Committee elected the following officers by acclamation:

Chairman: Mr. Niaz A. Naik (Pakistan)

Vice-Chairmen: Mr. Mirko Bunc (Yugoslavia)
Mr. Mario Esquivel (Costa Rica)
Mr. Tommo Monthe (United Republic of Cameroon)

Rapporteur: Mr. William G. Ehrman (United Kingdom of Great Britain and Northern Ireland)

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

Argentina	Romania
Belgium	Senegal
Brazil	Sudan
Costa Rica	Trinidad and Tobago
France	Union of Soviet Socialist Republics
India	United Kingdom of Great Britain and Northern Ireland
Japan	
Morocco	United Republic of Cameroon
Norway	United Republic of Tanzania
Pakistan	United States of America
Philippines	Yugoslavia

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

Algeria	Germany, Federal Republic of
Austria	Indonesia
Canada	Italy
Congo	Kenya
Denmark	Netherlands
Finland	Sweden

7. The following specialized agencies were represented:

International Labour Organisation
Food and Agriculture Organization of the United Nations
United Nations Educational, Scientific and Cultural Organization
World Health Organization

The International Atomic Energy Agency was also represented.

8. Also present at the session were the Director-General for Development and International Economic Co-operation, the Under-Secretary-General for Administration, Finance and Management, the Under-Secretary-General for International Economic and Social Affairs, the Under-Secretary-General for Technical Co-operation for Development, the Assistant Secretary-General for Programme Planning and Co-ordination, the Executive Director of the United Nations Centre on Transnational Corporations, the Acting Deputy-Secretary-General of UNCTAD, and other senior officials of the United Nations Secretariat, as well as representatives of ECA, ECE, ECLA, ECWA and ESCAP. Representatives of UNIDO, UNEP, the United Nations Centre for Human Settlements (Habitat), UNDP and WFC also attended the session.

9. At the invitation of the Committee, Mr. Zakaria Sibahi, Chairman, and Mr. Maurice Bertrand, Inspector of the Joint Inspection Unit participated respectively in the Committee's discussion on the Office of the United Nations Disaster Relief Co-ordinator and on criteria and methods in setting programme priorities (agenda item 6).

Adoption of the Committee's report

10. The Committee considered and adopted its draft report on the twenty-first session (E/AC.51/1981/L.2 and Add.1-23), as orally revised, at its 717th to 721st meetings, held on 8 and 9 June 1981.

CHAPTER II

CROSS-ORGANIZATIONAL PROGRAMME ANALYSIS

A. Legislative authority

11. At its twentieth session, the Committee decided to conduct at its twenty-first session a cross-organizational programme analysis on the area of youth activities. 1/ Further, the Committee requested that an informal paper should be prepared by the Secretariat in order to assist the Committee, at its twenty-first session, in defining the scope of a possible cross-organizational programme analysis of marine activities. 2/ The Committee considered item 3 of its agenda entitled "Cross-organizational programme analysis" at its 680th to 685th meetings, from 4 to 6 May. For the consideration of the item at its current session, the Committee had before it the following documents:

(a) Report of the Secretary-General entitled "Cross-organizational programme analysis of youth activities of the United Nations system" (E/AC.51/1981/2);

(b) Note by the Secretariat on the feasibility of a cross-organizational programme analysis of marine affairs (E/AC.51/1981/5).

B. Cross-organizational programme analysis of youth activities of the United Nations system

12. The Committee considered the report of the Secretary-General (E/AC.51/1981/2) at its 680th to 684th meetings, on 4 and 5 May.

1. Introductory statement

13. In introducing the report, the representative of the Secretary-General noted that, methodologically, the report attempted to strike a balance between quantitative and qualitative analysis; tried to the extent possible, given the state of data collection, to reflect the criteria elaborated by the Committee at its previous session; 3/ and in accordance with this, had based its analysis on a review of the structure of legislative mandates in the field of youth activities. He noted that the cross-organizational programme analysis showed that there was a generally complete coverage of youth activities in terms of mandates by organizations of the United Nations system and that the level of co-ordination was high. Nevertheless, on the basis of the analysis, one area for possible increased emphasis in terms of mandates was identified, as were areas for more specific focus in terms of problems. Given the need for concerted action in preparation for the International Youth Year (1985) the analysis provided an opportunity further to

1/ Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 38 (A/35/38), para. 380.

2/ Ibid., paras. 203 and 380.

3/ Ibid., para. 365.

improve the interagency effort through joint planning and programming, and suggestions on how this might be done were included in the report.

2. General remarks on the report and methodology employed

14. Many delegations expressed the view that the cross-organizational programme analysis was of a high quality and the best so far presented to the Committee. The methodology employed for preparing the analysis was thought to be generally on the right lines. Several delegations, however, felt that the analysis contained in the report could have been more critical in its approach. It was emphasized that the relationship between activities and the main problems or challenge being addressed might have been set out more sharply.

15. There was some discussion of whether youth could be considered apart from the population as a whole and, even if it could, whether the present United Nations definition of youth as being persons between the ages of 15 and 24 was not too restrictive. The representative of UNESCO, a specialized agency with many youth-directed and youth-related activities, pointed out that in his agency, in addition to a youth programme as such, youth components were integrated into all programmes. The Committee generally supported the view that youth activities should not be considered in isolation but rather should be integrated into programmes in all sectors.

3. Coverage of issues by the United Nations system

16. The Committee generally concurred with the conclusion of the analysis that the activities of the United Nations system covered the broad spectrum of the programme areas that should be dealt with in accordance with legislative mandates.

17. The analysis presented to the Committee had suggested that, while there were activities that responded to all existing mandates and to the main themes set out for the Year, the only apparent relative gap in coverage was in terms of education of youth for peace. Some delegations stated that mandates on this point were clear, that a gap in activities did exist and that this represented a failure by secretariats to implement such mandates. It was mentioned that positive promotion of ideals in favour of peace among youth was needed. Others felt that the concept of education for peace was somewhat vague and that while the direct activities aimed at this objective, as defined in paragraph 66 of the report, were few, they did not see this as a substantive gap since, they argued, activities implicitly related to education for peace, for example, employment, training and participation, could make an impact as great or even greater than activities explicitly targeted at the objective. Several delegations pointed out that UNESCO had many activities in this field and that others might do more, but another delegation questioned the need for more activity by organizations such as, for example, UNIDO, whose mandate did not seem to demand involvement in education for peace.

18. The Committee agreed that there was a need for an improved focus on problems in certain areas. These included those contained in the conclusion of the analysis, given in paragraph 110 of the report, and, additionally, problems concerning the handicapped, refugees, equal opportunities for young men and women and education for peace.

19. On the question of the priority to be attached to activities at different levels, the Committee agreed that the main thrust of work should be at the national level rather than the regional or global levels. There was, similarly, agreement that the bulk of effort should continue to be directed at the field level rather than at Headquarters.

20. In connexion with the discussion of coverage, the clarity of the approach taken by UNESCO was noted. A number of delegations stressed the important role being played by the United Nations Volunteers, while others stated that better information about the work being undertaken by the Centre for Social Development and Humanitarian Affairs, Department of International Economic and Social Affairs, was needed.

4. Duplication, co-ordination, evaluation and joint planning

21. The Committee discussed the four related questions of duplication, co-ordination, evaluation and joint planning. On co-ordination, the Secretary-General's analysis presented the view that there had been a regular exchange of information through reports to legislative bodies, periodic publications about the United Nations system's activities, and events such as the World Youth Assembly of 1970, which had been undertaken jointly, and interagency arrangements on youth intended to give effect to a co-ordinated and practical approach. Most members of the Committee seemed to agree that, although there was still room for improvement, co-ordination was good and existing arrangements were adequate. The Committee supported the designation of the Centre for Social Development and Humanitarian Affairs as the lead body for co-ordinating the preparatory work and celebration of the Year. A few delegations saw the need also for an informal interagency working group at the technical level in the context of preparations for the Year.

22. In response to queries by the Committee on the co-ordination of activities at Headquarters and field levels - which was felt to be a matter of importance - the representative of the Secretary-General replied that, whereas Headquarters activities themselves could be co-ordinated, there were limitations to what could be done at Headquarters to co-ordinate field activities, since the latter were basically decided at the national level. However, a suggestion by the Secretary-General that joint advisory missions might be sent to countries was not endorsed by the Committee, it being pointed out that the pattern of requests for assistance was mainly sectoral rather than multisectoral.

23. While it was felt that in-depth evaluations of the youth activities undertaken by organizations of the United Nations system, other than the United Nations itself, fell outside the mandate of CPC, the Committee urged that those organizations themselves should, nevertheless, evaluate their own activities and, as part of the planning process, evaluation indicators should be built into the programmes at the time of their formulation.

24. The Committee did not feel that joint planning in the youth field should be given priority. One delegation said it was impracticable. Another said that co-ordination rather than synchronization was needed. One delegation, however, felt that in two specific areas where many complementarities appeared to exist, namely, (a) policy studies on the situation of youth and (b) action to improve channels of communication with youth, the Secretary-General did appear to have made

out a case for a pooling of efforts. A general conclusion of the Committee seemed to be that activities envisaged for the Year should be used to further define and put into operation a common approach.

25. The Committee did not support the proposal of the Secretary-General to attempt to define system-wide objectives for youth activities. It was variously pointed out that this had, in fact, been done in General Assembly resolution 2037 (XX) of 7 December 1965 and that such an exercise could only produce a result of a high level of abstraction, which would be of no use for planning programmes. The Committee concluded that more important than a set of system-wide objectives was that each organization, within the context of its mandate, should have its own clear objectives and clear programmes.

Observations and reservations

26. In connexion with the recommendation contained in paragraph 16 (b) (iv) of the report of the Secretary-General (E/AC.151/1981/2), one delegation recalled that there had been substantial disagreement on this point and therefore could not agree with the recommendation.

C. Feasibility of a cross-organizational programme analysis of marine affairs

27. The Committee considered the note by the Secretariat (E/AC.51/1981/5) at its 684th and 685th meetings, on 5 May 1981.

1. Introductory statement

28. The representative of the Secretariat informed the Committee that the proposed scope for the paper had been elaborated on the basis of extensive consultations among all concerned entities of the United Nations system having activities in the area of marine affairs. It was also noted that the analysis would take full account of the Third United Nations Conference on the Law of the Sea and would come at an opportune moment to provide a basis for action by the Committee aimed at ensuring the coherence and effectiveness of the activities of the system in marine affairs and their responsiveness to the needs of Member States.

2. Discussion

29. The Committee discussed the proposed criteria contained in paragraph 8 of the note by the Secretariat and endorsed them for the study. It underscored the importance of ensuring that the analysis should not merely be descriptive, but should provide a critical appraisal of activities, particularly in terms of co-ordination among the organizations, as well as co-ordination among intergovernmental bodies through a review of the coherence of the various mandates adopted by different legislative bodies.

CHAPTER III

REPORTS OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

30. The Committee considered item 4 of its agenda, entitled "Reports of the Administrative Committee on Co-ordination", at its 715th and 716th meetings, on 29 May.

31. The Committee had before it, for its consideration, the annual overview report of ACC for 1980-1981 (E/1981/37 and Corr.1) and a note by the Secretariat on the question of the alternative to CORE/2 - a country assistance information system.

32. The discussion of the Committee focused on three issues: (a) rural development (E/1981/37 and Corr.1, paras. 14-16), (b) co-ordination of information systems (E/1981/37 and Corr.1, paras. 17-20) and (c) enhancement of crisis management in the field (E/1981/37 and Corr.1, para. 47).

A. Rural development

33. A number of delegations noted that the work of the ACC Task Force on Rural Development had been examined by the Committee for a number of years. It was recalled that, on the basis of the Committee's earlier discussions, ACC had undertaken a thorough review of the joint interagency work. Referring to the results of the evaluation to which reference had been made in the ACC report, one delegation observed that, since 1976, there had been two broad aims which the Task Force had been expected to achieve: (a) to make an over-all assessment on the accumulated knowledge on rural development as the basis for a system-wide plan to orient the future programmes of United Nations organizations along converging lines and (b) to emphasize practical implementation of rural development programmes and to develop closer relationships between them and individual countries' goals and objectives in this area. It was argued that the first of these aims was achieved through the adoption by the World Conference on Agrarian Reform and Rural Development of its Declaration of Principles and Programme of Action ^{4/} in July 1979 endorsed subsequently by the General Assembly in its resolution 34/14 of 9 November 1979. The second aim, as could be observed from the evaluation, had been largely unsuccessful. Moreover, the exercise as a whole had cost about \$1.8 million over a five-year period.

34. The Committee noted that a new programme of action/work for the Task Force had been proposed. While the general importance of rural development was underscored, according to some delegations each of the components of the proposed programme of work would appear to be as easily accomplished without the mechanism of a formal Task Force. The Task Force's past performance in achieving objectives did not provide much basis for further support and the possibility of discontinuing the

^{4/} See Report of the World Conference on Agrarian Reform and Rural Development, Rome, 12-20 July 1979 (WCAARD/REP); transmitted to the members of the General Assembly by a note of the Secretary-General (A/34/485).

Task Force should be considered. In this context, however, it was noted that the views of developing countries should be an important factor in determining whether the Task Force served a useful purpose.

35. Several other delegations, while generally agreeing with the assessment that the first phase of work had not been as successful as hoped, noted that the issues involved were of an importance to developing countries that justified continuance of the Task Force under a revised mandate. They suggested that the most appropriate course would be for the Task Force to continue with its new programme of work and that the Committee should examine the Task Force in 1983 on the basis of the concrete output to be produced for use by Governments. They observed that several of the activities, particularly the effort of co-ordination at country level, would seem to require the support of an interagency mechanism at Headquarters if the Resident Co-ordinator was to be able to deal effectively with rural development co-ordination.

36. In response to questions raised, the Assistant Secretary-General for Programme Planning and Co-ordination recalled that the Task Force had been established in pursuance of general requests by CPC for improved joint programming and planning on the basis of an explicit suggestion by ACC that rural development should be the focus of such an effort. The objectives of this joint action had been considered and endorsed by Economic and Social Council decision 175 (LXI) of 5 August 1976. He further observed that the Task Force had been unusually frank in informing CPC about its work and represented a noteworthy case of an interagency body which critically appraised its own work and reported the results of such appraisals to an intergovernmental body. He observed that the evaluation had not attempted to overlook any of the failings of the exercise but rather had sought to draw lessons from them.

37. In the context of following up the implementation of the Programme of Action adopted by the Conference, the Assistant Secretary-General noted that the Task Force had formulated a programme of work which ACC believed would help Governments achieve the objectives of the Conference. It did not repeat the errors of the first phase of the effort and represented an appropriate division of labour between the Headquarters and field level. He noted that the Task Force had followed the guidance of the Committee in planning a programme that would have time-limited objectives and would produce concrete output of direct use to Governments. He pointed out that the Task Force had programmed another review of progress for 1983, at which point the question of whether what had been promised had been delivered or not could be answered. He suggested that under these circumstances ACC believed that the Task Force should be given an additional period to achieve its objectives under the new mandate created by the Conference.

38. The representative of FAO, as the lead agency of the Task Force, noted that the Task Force, in accordance with its mandates, was concerned with the implementation of the Programme of Action, and that that Programme included specific provision for work by interagency machinery. He observed that although FAO was the lead agency for the Task Force, the effort was that of the system as a whole, and that the Task Force fulfilled the need for a central mechanism for the system as envisaged by the Conference. He suggested that the question was not whether a Task Force was needed but rather whether it could be made more effective and that time should be given to implement the new programme of work.

B. Co-ordination of information systems

39. The Committee reaffirmed the importance it attached to co-ordination of information systems and expressed surprise and dissatisfaction over the decision of ACC to discontinue the secretariat of the Inter-Organization Board for Information Systems and Related Activities (IOB), as reflected in ACC decision 1981/3, under which IOB would be continued as a clearing-house and forum for the exchange of experience but without operational functions and without an operational secretariat (E/1981/37 and Corr.1, para. 20).
40. The Committee recalled that co-ordination of information systems had been a major item at the nineteenth session of CPC and that the Committee had called for a strengthening of IOB, 5/ as recommended by JIU in its report on the question (JIU/REP/78/7). The question had also been discussed at the joint CPC/ACC meetings in 1979, when CPC had stressed the importance of co-ordinating information systems. Further, the Economic and Social Council in resolution 1889 (LVII) had paved the way through intergovernmental decision for the establishment of IOB on a continuing basis. Members of the Committee expressed dismay that ACC now appeared to be rejecting both the concerns expressed by the Council and the recommendations of CPC.
41. The Committee noted that IOB had made a slow start, largely because the goals established for it were too broad, but that since 1976, when it came under new leadership with revised terms of reference, it had made modest progress and achieved some positive results. Reference was made in this connexion to the work of IOB in developing common building blocks for co-ordination of information systems, including common terminology, which would promote compatibility between information systems. ACC had not, however, provided adequate support to IOB and had been unwilling to strengthen it. The Committee then raised the question of how IOB could now provide the tools and services required for co-ordinating information systems if it did not have a secretariat.
42. The Committee reaffirmed the importance it attached to ensuring compatibility between, and avoiding proliferation of, information systems of the United Nations system. It was particularly important for new information systems to be compatible with existing systems.
43. The Committee further stressed that it was essential for Governments to have information on the activities of the system, for which they provided the resources. It considered that the ACC decision to discontinue the IOB secretariat represented a challenge to Governments' right to have access to such information. One delegation expressed dismay that ACC had decided not to go ahead with the alternative to CORE/2 as a country assistance information system, and suggested that resident representatives might be involved in the collection of the relevant information.
44. The Assistant Secretary-General for Programme Planning and Co-ordination recalled that IOB had been established by ACC, not by an intergovernmental body, and that ACC was acting within its terms of reference in making arrangements for co-ordination at the intersecretariat level. IOB had turned out to be a very expensive exercise and ACC did not consider that the benefits being derived from it

5/ See Official Records of the General Assembly, Thirty-fourth Session, Supplement No. 38 (A/34/38), paras. 121-141 and 324-333.

were commensurate in the costs involved. The ACC decision to discontinue the IOB secretariat had been taken in the light of the need to apply austerity in financial management and would result in substantial savings. It was likely that various organizations of the system would undertake different aspects of the co-ordination work previously carried out by the IOB secretariat. With regard to the question of compatibility of information systems, the Assistant Secretary-General explained that some information systems (i.e. information systems dealing with related subjects) could and should be co-ordinated, and in effect co-ordination of such systems was increasingly being achieved. In other cases, however, where information systems involved completely different subjects, for example a system dealing with a payroll and a system such as INIS (International Nuclear Information Systems), involved with development, there was no point in trying to ensure compatibility. Finally, he noted that although the files containing the CORE data had been available for some time in Geneva, there had so far been few requests for this information.

C. Enhancement of crisis management in the field

45. Members of the Committee expressed dismay over the ACC decision to establish a global security fund amounting to \$400,000 in connexion with crisis management in the field. They questioned the authority of ACC to set up such a fund and asked who would contribute to the fund. They considered that a proposal for the establishment of the fund should first have been submitted to an intergovernmental body for its approval. ACC should not be presenting Governments with a fait accompli. One delegation suggested that the establishment of the fund was not a matter for ACC but for the International Civil Service Commission.

46. A representative of the Secretariat explained that a fund was urgently needed in order to ensure the safety of international personnel in certain duty stations. It was intended to cover costs relating to enhancement of crisis management in the field including those costs relating to evacuation operations (exceptional transport and staff support), short-term security personnel in emergencies and the provision of movable equipment (primarily communications equipment) for security purposes. He noted that the fund was being established subject to the approval of the General Assembly and assured the Committee that it was the intention of ACC to submit detailed proposals to the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee as well as to the relevant intergovernmental organs of the specialized agencies.

CHAPTER IV

REGIONAL CO-OPERATION AND DEVELOPMENT

A. Legislative authority

47. At its twentieth session, the Committee agreed that the Secretariat should submit to the Committee, at its twenty-first session, a report on the findings of an analysis of an improved distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs, in the fields of water resources, environment and human settlements. 6/ The Economic and Social Council, at a later stage, decided to exclude human settlements from the analysis. 7/

B. Background

48. The Committee considered agenda item 5, entitled "Regional co-operation and development", at its 685th to 687th meetings, on 6 and 7 May and at its 709th meeting, on 26 May. For its consideration of the item, the Committee had before it a note by the Secretary-General on the distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs, in the fields of water resources and the environment (E/AC.51/1981/3).

49. The following points were made in an oral introduction to the report and in response to questions from the Committee: (a) the part of the report dealing with water resources could only be considered as a preliminary analysis, as it still required full-scale discussions among the programme managers of the parties concerned. Such discussions, which were scheduled for 18 May, had not taken place previously as most of the regional commissions had been unable to attend a meeting which had been envisaged for November of 1980. The Committee would be informed orally of the results of the above-mentioned consultations (see para. 52 below). The preliminary analysis, however, seemed to suggest that on the whole, both a global and a regional approach were warranted in a number of areas, essentially because of the scope of the activities involved, though certain adjustments appeared to be necessary in their implementation; (b) with regard to the environment, the report indicated that for the most part there was a satisfactory distribution of tasks and responsibilities between the regional commissions and UNEP, and that an increase in the efficiency of such a distribution might hinge on future institutional arrangements between UNEP and the regional commissions, which would be reviewed by the Governing Council of UNEP at its ninth session.

50. The representative of UNEP, in answering questions raised by members of the Committee, stated that, in addition to the consideration by the Governing Council

6/ Ibid., Thirty-fifth Session, Supplement No. 38 (A/35/38), chap. X.

7/ See Economic and Social Council decision 1980/179 of 25 July 1980.

at its current session of the question of institutional arrangements between the regional commissions and UNEP, the issue would be the subject of a further in-depth discussion at a special session of the Governing Council, to be held in 1982, on the occasion of the tenth anniversary of the United Nations Conference on the Human Environment.

51. Representatives from ECA, ECE, ECLA and FSCAP also provided clarifications concerning their activities in the area of the environment, including the resources available to them to carry out such activities. They also emphasized the importance of the over-all question of decentralization in the context of General Assembly resolution 32/197 of 20 December 1977, beyond the areas being considered at the present session.

52. An oral report was made on 26 May by the Assistant Secretary-General for Programme Planning and Co-ordination concerning the results of the meeting held on 18 May between the water resources programme managers of Headquarters and of the regional commissions in order to examine further the distribution of tasks and responsibilities in this area. The results of the meeting were as follows:

(a) The views of the regional commissions, on the one hand, and of Headquarters on the other, remained different. The former believed that, conceptually, activities in the area of water were by and large regional in nature, and should be conducted almost exclusively at the regional level, and that global activities should be confined to supporting and co-ordinating activities such as the development of general guidelines and methodologies, and the follow-up to the Mar del Plata Action Plan. ^{8/} The Department of Technical Co-operation for Development, however, believed that its activities, being global in nature, had a different scope and focus, as they cut across geographical considerations and were geared to supporting technical co-operation activities. The Department also felt that the issue was not one of decentralization per se, but rather one of the optimum distribution of tasks and responsibilities.

(b) The participants at the meeting had agreed that an analysis of the long-term distribution of tasks and responsibilities in the field of water would require an examination of mandates and formulation of criteria that could not be undertaken at this time. They further felt that that should be the subject of continued study, which could be initiated in the context of the preparations for the proposed medium-term plan, for the period 1984-1989.

(c) They also felt that a preliminary programme analysis would nevertheless be desirable. Accordingly, they proceeded to concentrate their efforts on sections 7 (Department of Technical Co-operation for Development) and 24 (Regular programme of technical co-operation) of the proposed programme budget for the biennium 1982-1983, bearing in mind the criteria established by CPC at its twentieth session. In connexion with section 7 of the proposed programme budget, the participants examined activities 3.1 to 3.6 of subprogramme 3 (Water resources) under the programme Natural resources and energy, and found that some of them were complementary to those of the regional commissions. They also agreed that it would be necessary for the regional commissions and for the Department of Technical Co-operation for Development to inform each other in detail on how their respective

^{8/} Report of the United Nations Water Conference (United Nations publication, Sales No. E.77.II.A.12), chap. I.

activities would be carried out in order to maximize co-operation. With regard to section 24 of the proposed programme budget concerning the regular programme of technical co-operation, the regional commissions felt that projects dealing with the development of water resources of small islands, the application of the use of computers for water resources development, and the evaluation of hydropower resources in least developed countries, could be implemented at the regional level. The Department, however, had pointed out that such projects were of an interregional nature, involved small sums of funds, and were designed to fill gaps relating to activities which are not currently undertaken by other units in the system.

(d) The question of the distribution of tasks and responsibilities in the field of water should be considered against the background of the limited resources available at all levels for the implementation of these programmes. It was also pointed out that within the regular programme the resources available to the regional commissions jointly were nearly three times those available to Headquarters.

53. In reply to a question, the Assistant Secretary-General indicated that the output of each of the units concerned could be found in the relevant section of the proposed programme budget for 1982-1983; that the analysis undertaken so far indicated the existence of a complementarity of programmes, rather than of overlap; that a need for greater co-operation between the regional commissions and Headquarters had been recognized; and that the Committee on Natural Resources, at its current (seventh) session, had identified water for industrial use, and education and training as areas where more needed to be done.

54. With regard to the questions as to whether there was a rational and economic distribution of tasks and responsibilities, and whether there would be a significant improvement in output as a result of decentralization, the Assistant Secretary-General felt that such questions could only be answered after further analysis, which would be initiated in the context of the preparations of the proposed medium-term plan for the period 1984-1989.

C. Discussion

55. The Committee expressed the view that the note by the Secretary-General (E/AC.51/1981/3) was a poor response to the request made at its twentieth session and did not constitute a suitable basis for its discussions. Neither section of the report had seriously attempted to analyse, on a programme-by-programme basis, the division of tasks and responsibilities between Headquarters and the regional commissions. In such a situation, the Committee felt unable to make any substantive recommendations.

56. In connexion with the section of the note by the Secretary-General dealing with the environment, a number of delegations felt that environmental problems could very largely be dealt with at the regional and subregional levels. The existence of regional offices of UNEP, as well as the existence of environmental co-ordination units in the regional commissions, was noted. Some delegations questioned whether the activities of the two were not duplicative and whether the former might not be combined with the latter. One delegation stated that the regional offices of UNEP should be confined to New York and Geneva, where liaison duties were necessary. Another delegation, however, felt that the continued existence of the European regional office might be justified.

CHAPTER V

PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1982-1983

A. Introduction

57. Pursuant to its terms of reference contained in the annex to Economic and Social Council resolution 2008 (LX) of 14 May 1976, and approved by the General Assembly in resolution 31/93 of 14 December 1976, the Committee considered the proposed programme budget for the biennium 1982-1983.

58. In connexion with this item, the Committee's attention was drawn to a number of relevant resolutions of the General Assembly concerning the form and presentation of the United Nations budget and the medium-term plan, in particular resolutions 3534 (XXX) of 17 December 1975, 31/93, 32/206, 32/210 and 32/211 of 21 December 1977, 33/116 C, sections I and II, and 33/203 of 29 January 1979.

59. At its seventeenth session, the Committee, inter alia, recommended that the General Assembly should:

"Instruct the Secretary-General to show, in respect of each programme in his forthcoming draft programme budget, all existing or proposed subprogrammes or programme components which represent approximately 10 per cent of the resources requested for the proposed programme and to which the highest priority is to be assigned. The Secretary-General would likewise be asked to show, in respect of each programme, the subprogrammes or programme components which represent approximately 10 per cent of the resources requested for the proposed programme and to which the lowest priority is to be assigned." ^{9/}

60. At the present stage, the Committee stated at the same session, those recommendations would apply only to programmes in the economic, social and humanitarian fields. In section I, paragraph 4, of its resolution 32/206, the General Assembly requested the Secretary-General to give all assistance to the Committee in its work, inter alia, in connexion with the latter recommendation.

61. At its nineteenth ^{10/} and twentieth sessions, ^{11/} the Committee considered the process of programme planning in the United Nations, and pursuant, inter alia, to its recommendations, the Assembly adopted resolutions 34/224 of 20 December 1979 and 35/9 of 3 November 1980.

62. Pursuant to the recommendation of the Committee at its twentieth session, ^{12/} the General Assembly, by paragraph 5 of its resolution 35/9, requested intergovernmental bodies regularly to review programmes within their areas of competence in order to convey in time their views and concerns about such programmes

^{9/} Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38), para. 2.

^{10/} Ibid., Thirty-fourth Session, Supplement No. 38 (A/34/38).

^{11/} Ibid., Thirty-fifth Session, Supplement No. 38 (A/35/38).

^{12/} Ibid., paras. 319 and 320.

to the Committee. Accordingly, and bearing in mind the biennial cycle of their meetings, the Statistical Commission at its twenty-first session (12-21 January 1981), the Population Commission at its twenty-first session (26 January-4 February 1981), and the Commission for Social Development at its twenty-seventh session (9-19 February 1981) received for their review the relevant drafts of the proposed medium-term plan for 1984-1989 and the proposed programmes of work for the biennium 1982-1983, for programmes within areas of their competence. The drafts submitted to the Commissions, together with the comments made thereon by the Commissions, were brought to the attention of the Committee, as indicated in paragraph 71 below.

63. Pursuant to paragraphs 43 to 45 of section VI of the annex to General Assembly resolution 32/197, the comments of the specialized agencies and IAEA on the proposed programme budget for the biennium 1982-1983 were provided orally to the Committee, as and when they were received.

1. Criteria and method in setting programme priorities

64. At its twentieth session, the Committee stated that the determination of priorities among the major programmes of the medium-term plan should be accomplished within the context of the planning process, and that 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 Committee stated that the Secretariat should prepare a brief report outlining the major issues and providing the Committee with suggestions of appropriate ways to make that decision. 13/

65. In its resolution 35/9, the General Assembly considered the work of CPC on setting programme priorities. The resolution read in part as follows:

"The General Assembly,

"...

"6. Considers that the Committee for Programme and Co-ordination should not continue to set relative real growth rates and requests the Committee, at its twenty-first session, to determine new criteria and methods to be employed in setting programme priorities;

"7. Invites the Committee for Programme and Co-ordination, in setting programme priorities, to take into account the views on subprogramme priorities of the relevant intergovernmental and expert bodies in the fields of their competence;

"8. Reiterates that the Committee for Programme and Co-ordination should analyse the proposed programme budget in order to assess whether programme priorities have been respected."

66. In this connexion, the Committee's attention was drawn to its terms of

13/ Ibid., paras. 322 and 323. For the discussion of the subject by the Committee, see also paras. 22-28.

reference contained in Economic and Social Council resolution 2008 (LX), approved also by General Assembly resolution 31/93. The Committee's attention is also drawn to Assembly resolution 32/197, annex, section VI; 32/206, section I; and 35/209, paragraph 4.

67. In section I of its resolution 32/206, the General Assembly further considered the work. The resolution read in part as follows:

"The General Assembly,

"...

"1. Confirms that the Committee for Programme and Co-ordination, by virtue of its review of both the medium-term plan and the programme aspects of the programme budget, is the main subsidiary body of the Economic and Social Council and the General Assembly for planning, programming and co-ordination with the perspective necessary to make recommendations on the relative priorities of United Nations programmes;

"2. Urges subsidiary bodies to refrain from making recommendations on the relative priority of the major programmes, as outlined in the medium-term plan;

"3. Requests such bodies to propose, through the Committee for Programme and Co-ordination, relative priorities to be accorded to the various subprogrammes within their respective fields of competence" ...

2. Identification of activities that have been completed or are obsolete, of marginal usefulness or ineffective

68. In its resolution 35/209, the General Assembly reaffirmed the importance of identifying activities that have been completed or are obsolete, of marginal usefulness, or ineffective, in order to redeploy resources to finance new United Nations activities. The resolution read as follows:

"The General Assembly,

"...

"1. Takes note of the report of the Secretary-General 14/ submitted to the General Assembly at the request of the Economic and Social Council, and the related report of the Advisory Committee on Administrative and Budgetary Questions; 15/

"2. Decides to terminate the activities identified in the Secretary-General's report as obsolete, ineffective, or of marginal usefulness, taking into consideration the opinions of competent bodies;

14/ A/C.5/35/40 and Add.1.

15/ A/35/709.

"3. Approves the proposals of the Secretary-General that an integrated and comprehensive procedure for the identification of completed, obsolete, ineffective and marginally useful activities should be established within the framework of the planning, programming and budgeting cycles of the United Nations;

"4. Requests, to this end, the Committee for Programme and Co-ordination at its twenty-first session to undertake, in the context of its consideration of programme priority setting, a comprehensive study of this subject and to submit its conclusions to the Economic and Social Council at its second regular session of 1981 and to the General Assembly at its thirty-sixth session;

"5. Transmits the report of the Secretary-General to the Committee for Programme and Co-ordination for further consideration at its twenty-first session;

"6. Requests the Secretary-General in the meantime to identify obsolete, marginally useful and ineffective activities, in the preparation of the programme budget for 1982-1983, for the consideration of the Committee for Programme and Co-ordination and the Advisory Committee on Administrative and Budgetary Questions in their examinations of the programme budget proposals;

"7. Endorses the recommendation of the Advisory Committee on Administrative and Budgetary Questions that the submission of a full and comprehensive report on the implementation of General Assembly resolution 3534 (XXX) and subsequent resolutions affirming it, requested in its resolution 34/225 by the Assembly, be deferred until the thirty-seventh session."

69. The discussion and recommendations of the Committee on that subject at its twentieth session are contained, respectively, in paragraphs 308 to 311 and paragraphs 378 and 379 of the Committee's report on the work of that session. 16/

70. The Committee considered the item at its 688th to 716th meetings, from 8 to 29 May. For the consideration of the item, the Committee had before it the following documents:

(a) Proposed programme budget for the biennium 1982-1983 (A/36/6); 17/

(b) Criteria and methodology to be employed in determining priorities among the major programmes of the medium-term plan: report of the Secretary-General (A/C.5/36/1);

(c) Report of the Joint Inspection Unit on the setting of priorities and the identification of obsolete activities in the United Nations: note by the Secretary-General (A/36/171); 18/

16/ Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 38 (A/35/38).

17/ To be issued in final form as ibid., Thirty-sixth Session, Supplement No. 6 (A/36/6).

18/ The comments of the Secretary-General on the report will be issued as an addendum (A/36/171/Add.1).

(d) Identification of activities that have been completed or are obsolete, of marginal usefulness or ineffective: report of the Secretary-General (A/C.5/35/40 and Add.1); 19/

(e) Implementation of the recommendations of the Committee for Programme and Co-ordination on the UNCTAD and UNIDO programmes of manufactures: note by the Secretariat (E/AC.51/1981/4); 20/

(f) Report of the Joint Inspection Unit on evaluation of the Office of the United Nations Disaster Relief Co-ordinator: note by the Secretary-General (A/36/73) 21/ and the comments of the Secretary-General thereon (A/36/73/Add.1);

(g) Summary report of the Secretary-General on international efforts to meet humanitarian needs in emergency situations (E/1981/16 and Corr.1, annex); 21/

(h) Annual overview report of the Administrative Committee on Co-ordination (E/1981/37 and Corr.1, sect. V and annex IV); 21/

(i) Cross-sectoral review of selected programmes in the proposed programme budget for the biennium 1982-1983: note by the Secretariat (E/AC.51/1981/CRP.2).

3. Documentation

71. In connexion with its consideration of the proposed programme budget for the biennium 1982-1983, the following documents were brought to the attention of the Committee:

(a) Proposed draft work programme of the Statistical Office of the United Nations, 1982-1983: report of the Secretary-General (E/CN.3/XXI/CRP.1);

(b) Proposed draft medium-term plan of the Statistical Office of the United Nations 1984-1989: report of the Secretary-General (E/CN.3/XXI/CRP.2);

(c) Report of the Statistical Commission on its twenty-first session (E/1981/12, chap. X, sect. C);

19/ The Committee's attention was drawn to the related report on the subject by the Advisory Committee on Administrative and Budgetary Questions (A/35/709).

20/ At its 679th (organizational) meeting, the Committee decided to consider the note by the Secretariat (E/AC.51/1981/4) in conjunction with the relevant sections of the proposed programme budget for the biennium 1982-1983 concerning UNCTAD (sect. 15) and UNIDO (sect. 17).

21/ At the same meeting, the Committee decided to consider the report of the Joint Inspection Unit (A/36/73) and the comments of the Secretary-General thereon (A/36/73/Add.1), the summary report of the Secretary-General on international efforts to meet humanitarian needs in emergency situations (E/1981/16 and Corr.1), and the relevant sections of section V and annex IV of the annual report of the Administrative Committee on Co-ordination (E/1981/37 and Corr.1), concerning the strengthening of the capacity of the United Nations system to respond to emergencies, in conjunction with the section of the proposed programme budget for the biennium 1982-1983 concerning UNDRO (sect. 22).

(d) Proposed medium-term plan for 1984-1989: Population programme: Department of International Economic and Social Affairs: note by the Secretary-General (E/CN.9/XXI/CRP.1 and Corr.1);

(e) Proposed programme of work for the biennium 1982-1983: Population programme: note by the Secretary-General (E/CN.9/XXI/CRP.2);

(f) Report of the Population Commission on its twenty-first session (E/1981/13, chap. VI);

(g) Proposed draft medium-term plan for the period 1984-1989 - Department of International Economic and Social Affairs (Centre for Social Development and Humanitarian Affairs and Office for Development Research and Policy Analysis) (E/CN.5/XXVII/CRP.2);

(h) Programme objectives: Implementation and prospects: Proposed draft work programme of development issues and social development and crime prevention programme of the Department of International Economic and Social Affairs, 1982-1983: report of the Secretary-General (E/CN.5/XXVII/CRP.3);

(i) Report of the Commission for Social Development at its twenty-seventh session (E/1981/26, chap. I, decision II, and chap. VI).

B. Criteria and method in setting programme priorities

1. Background

72. The Committee considered, under agenda item 6, the issue of setting priorities among United Nations programmes at its 688th to 694th meetings, held from 8 to 13 May 1981. The Committee had before it for its consideration the report of the Secretary-General on criteria and methodology to be employed in determining priorities among the major programmes of the medium-term plan (A/C.5/36/1) and the report of the Joint Inspection Unit on the setting of priorities and the identification of obsolete activities in the United Nations (A/36/171). The comments of the Secretary-General on the report of the Joint Inspection Unit could not be made available to the Committee in view of the recent receipt of the report.

73. At its twentieth session, the Committee had stated that the determination of priorities among the major programmes of the medium-term plan should be accomplished within the context of the planning process, and that 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 Committee had requested a brief report outlining the major issues and providing the Committee with suggestions of appropriate ways to make that decision. 22/ (See General Assembly resolution 35/9.)

2. Introductory statements

74. The Director-General for Development and International Economic Co-operation, introducing the topic of priority setting, stated that the notion of priorities implied a determination of the relative merit and order of things under certain circumstances at a given period of time and within a given quantum of resources. The practical consequence of this notion was that the issue of priorities came in the end to be focused on the volume and rational distribution of resources even though the fact that one activity might receive more resources than another in absolute terms did not necessarily mean that it was to be considered inherently more important. The setting of priorities in the United Nations commenced with a decision on the level of resources for the Organization as a whole. In doing this, Member States reflected the priority that they considered should be given to the possibilities for action that the United Nations presents. The decade of the 1970s had seen significant expansion in the programmes of the United Nations, particularly in the economic and social activities, without, however, any systematic procedure for priority setting. This issue was being considered partly because the doctrine of planning as a tool to guide or regulate growth had near universal acceptance among Member States and partly because the progressive development of a system of planning and programming in the United Nations had reached the stage where it could be used to guide the growth of United Nations programmes in a comprehensive fashion.

75. Such an activity involved an apportioning of resources between heterogeneous sets of activities in the political, legal, humanitarian and economic and social sectors. Technically, the central lesson of recent experience was that priority setting should normally involve decisions at subprogramme level.

76. Although in the past central programme planning reviews had tended to take place with a concentration on economic and social activities, any future system of priority setting should apply to all activities of the Organization and should take into account the need to deal with questions of extrabudgetary resources. These extrabudgetary resources were of the same order of magnitude as regular budget resources but it must be conceded that estimates for extrabudgetary resources under current practices could not be more than informed guesswork on the part of the Secretariat. It would seem desirable to consider whether the broad guidelines emanating from new arrangements should not encompass the ensemble of activities undertaken by the Organization since substantive and operational activities were at a minimum mutually supportive and at a maximum inextricably dependent on one another.

77. The need for greater predictability and assuredness in relation to the resources to be made available for United Nations activities over a given time period might require acceptance of the concept of a planning target in the sense of a desirable level of certainty about the quantum of resource possibilities. Such a concept had received consideration in the past. There existed a variety of possibilities in this regard ranging from agreement on reasonable assumptions for the allocation of assessed and voluntary contributions, to agreement on real growth rates, on dollar targets for voluntary contributions and on a budget figure for assessed contributions. It was evidently necessary to start taking the first steps, however tentatively, in these directions.

78. Institutional innovations might well be required to foster and support ambitious goals of this sort. Such innovations would differ depending on whether

or not the near- and medium-term prospects for the Organization consisted of an era of programme and budgetary expansion or a period of standstill or stagnation. The Fifth Committee and ACABQ had not been in a position to perform a comprehensive programme of priority setting function since their role had not involved policy-making on programmes but had been aimed at ensuring efficient implementation of policy decisions taken elsewhere. CPC had had no authority to establish a growth rate for the Organization as a whole or to make determinations on resources. There was no intergovernmental body which currently had the mandate to perform all the necessary functions except of course, in a formal sense, the General Assembly in plenary meeting. In paragraph 48 of the annex to its resolution 32/197, the Assembly recognized the advantages that would flow from the closest possible intermeshing of programme and budget review processes (see paras. 64-67 above).

79. In introducing his report (A/36/171), Inspector Maurice Bertrand of JIU, stated that the two reports before the Committee were complementary but that JIU was in a position to go somewhat further than the Secretary-General in its recommendations and deal with issues of structure as well as methodology. He touched on three topics: the definition of the problem; the existing situation; and the recommendations in his report.

80. The problem of priority setting was a problem of transfer of resources. Since both the Secretary-General and JIU considered the subprogramme the appropriate level for decision-making, the nature of decisions to be taken in priority setting consisted of accepting or rejecting subprogrammes. Beyond this was the problem of setting the global level of resources. If the budget was to have a zero real growth, then one programme could not be strengthened without cutting out others.

81. The existing situation provided Member States with an elaborate machinery for planning and programming built up over the last 10 years. The main purpose of this machinery was to establish priorities, in the sense indicated above, between programmes of the United Nations. However, the machinery had not, so far, worked well in this regard. It was like "a car without a motor".

82. The JIU report made four series of recommendations. First, official regulations governing programme planning processes should be formally established, based on the resolutions and internal instructions of recent years. Second, procedures and criteria should be established for these processes. The three criteria in the JIU report and the tools associated with them were: (a) the importance of the objectives of the programme, for which the introduction to the medium-term plan was the tool; (b) the capacity of the programme to reach this objective, for which the strategies of the medium-term plan were the tool; (c) the capacity of the implementing units, for which the programme performance and evaluation reports were the tools. The third and fourth sets of recommendations related to structures. Although the Secretary-General had the means to conduct programme planning, some gaps existed in the current mandates and structure. In particular, monitoring was not sufficiently centralized in the Secretariat. In addition, the central review committees needed some form of external aid in their deliberations. The entire existing structure of intergovernmental review machinery should be studied in order to see whether it was adequate to permit Member States to set priorities. Certain gaps persisted. For example, the separation of financial implications statements and programme planning was unsatisfactory. Many of the organizations of the United Nations system had a single committee to review both the programme and the budget.

83. The Assistant Secretary-General for Programme Planning and Co-ordination in his introductory statement on the report of the Secretary-General (A/C.5/36/1), stated that priorities were always set either implicitly through the budgetary process or explicitly in a manner such as that proposed in the report; it was not possible to choose not to set priorities. Discussion of priority setting in the United Nations had a long history dating back to the early years of the Economic and Social Council. However, the most sustained and serious attempt to set explicit priorities among United Nations programmes had been conducted by CPC, under its new mandate, at its sixteenth, eighteenth and twentieth sessions. The main feature of the procedure used amounted essentially to setting relative real growth rates at the level of the major programme. The main result of this procedure was perhaps the most obvious, namely, that the experience of recent years showed that it was possible for intergovernmental bodies to set explicit priorities and for these to be incorporated in internal budget instructions and so influence budget allocations. However, there were a number of technical difficulties in the application of this system of setting real growth rates. Common services were excluded so that the focus of the system was on substantive activities and, within this, economic and social activities of central units such as the Department of International Economic and Social Affairs, the United Nations Centre on Transnational Corporations, UNCTAD and UNIDO. The system had great difficulties in influencing budgetary decisions on political activities and on the activities of the regional commissions. In addition, activities funded through voluntary contribution were excluded.

84. A diagnosis of the problems associated with this system showed three main difficulties:

(a) The level at which priorities were set was incorrect; the level should be that of the subprogramme rather than that of the major programme;

(b) The scope of the application was too restricted; priority setting should cover all activities in the budget;

(c) Certain related aspects of the programme planning and budgeting process, such as the identification of marginally useful activities, had not been integrated into the priority setting system. Consequently, recommendations in the Secretary-General's report were for a new system that would be focused on the subprogramme level, cover all types of activities in the budget and incorporate related work in the programme planning process.

3. Discussion

(a) Purposes, levels and procedures

85. There was a considerable discussion in the Committee on the nature of priority setting and its purposes, in particular the relationship between the exercise of setting priorities and the allocation of resources in the budgetary process. It was agreed that there was no necessary relationship between the priority of an activity and the volume of resources that it required, in the sense that many high priority activities require fewer resources than lower priority activities. Most delegations also agreed, however, that the setting of priorities was not an end in itself and that its main purpose was to rationalize and order activities and to guide the allocation of resources. They agreed that if two activities were

assigned different priorities, then the activity with the higher priority should, if budgetary needs are demonstrated, have first claim on resources. On the question of the over-all level of resources, it was observed by some delegations that the decision to propose a zero real growth programme budget for the biennium 1982-1983 was an initiative of the Secretary-General which did not have any legislative basis. Others stressed that in a time of economic stringency new activities should be financed from termination of existing activities of low priority.

86. The setting of priorities should be conducted at several levels. The highest level corresponded to the introduction to the medium-term plan. At this level the main purposes of the Organization, such as the maintenance of peace and security, could be derived from the Charter and other authoritative intergovernmental policy instruments such as the International Development Strategy for the Third United Nations Development Decade (General Assembly resolution 35/56, annex) and the Declaration and Programme of Action on the Establishment of a New International Economic Order (resolutions 3201 (S-VI) and 3202 (S-VI)). There was considerable discussion over whether or not priorities need be set at the level of the major programme. Many delegations did not consider that this could or should be done and took the decision of the Assembly in its resolution 35/9 to terminate the setting of relative real growth rates at this level to mean that priorities should not be set at this level. It was, however, pointed out by others that without such a comprehensive view of priorities many activities would not be assigned a priority and the plan would thus lack coherence. There was agreement that priorities need not be set at the level of the programme which corresponds to an administrative and not a substantive division in the medium-term plan. Many delegations agreed with the proposition in both the JIU report and that of the Secretary-General that the setting of priorities should mainly take place at the level of the subprogramme. It was at this level that scrutiny of the detailed proposals in the medium-term plan could be expected to result in decisions of the Assembly, based on recommendations of CPC, to accept, curtail, reformulate or reject subprogrammes proposed in the plan. At the level of the programme element it was considered desirable that the requirement to specify the highest and lowest priority programme elements, representing 10 per cent of the resources in each category for each programme, should continue.

87. The Committee agreed that such setting of priorities at different levels should take place in several stages of the programme planning process. The first stage would consist of a review of the introduction to the medium-term plan and consequently a review of the major initiatives and the comprehensive view of priorities to be proposed there. The second stage would consist of an examination of the subprogrammes in the medium-term plan to determine whether they constituted the best possible response to the mandates which gave rise to them. It was only after this stage had been completed that priorities could be set among the acceptable subprogrammes. Subsequent to the approval of a medium-term plan, the proposed programme budget would be formulated within the framework of the initiatives and prospects set out in the introduction to the medium-term plan and the strategies and priorities among the acceptable subprogrammes. It was at this stage of budget formulation and review that priorities at the programme element level could be discussed together with the issue of the identification of marginally useful activities.

(b) Scope of priority setting

88. The Committee agreed that within the regular budget the priority setting exercise should apply to all activities, namely substantive activities in the political, economic, social, legal, humanitarian and public information sectors, together with common services such as conference and administrative services. It also agreed that the proposal in the Secretary-General's report requiring common services to elaborate plans to be included in the proposed medium-term plan for the period 1984-1989 should be accepted.

89. The treatment of activities financed through voluntary contributions gave rise to considerable discussion. Estimates of the exact volume of these resources, which now accounted for at least half of total United Nations resources, were an uncertain element in the programme planning and budgeting process of the United Nations. While there was agreement that such uncertainty should be in some way reduced it was also agreed that the priorities established by the General Assembly could not be used directly to dictate to Member States the nature or volume of their voluntary contributions. Priorities relating to activities funded from extrabudgetary sources such as technical activities should continue to be the prerogative of individual recipient States, in accordance with established procedures. However, decision-making bodies established to supervise expenditures from voluntary contributions should receive the priorities established by the Assembly and take them into account in their deliberations.

(c) Criteria for priority setting

90. There was general agreement that the criteria proposed in the JIU report were acceptable (A/36/171, para. 68). It was also agreed that the criteria in the Secretary-General's report (A/C.5/36/1, paras. 42-44) were useful if modified by the addition of a criterion on the "effectiveness of the implementing unit". It was also agreed that the criteria utilized in the priority setting exercise would differ depending on the programme level involved.

91. At the highest level, in the introduction to the proposed medium-term plan, the provisions of the Charter and other authoritative instruments (such as the International Development Strategy and the new international economic order) were to be the main guide. Some delegations stated that the maintenance of peace and security was of the highest priority. At the major programme level the criteria proposed by JIU were generally considered to be the most appropriate. Since the level of the programme was not one at which objectives were set and for which priority setting was appropriate, the issue of criteria did not apply. At the subprogramme level it was considered that both the JIU criteria and those contained in the Secretary-General's report, as modified by the Committee, could be applied both in the decision-making in the initial review of the proposed subprogrammes in the plan and in the allocation of priorities to the subprogrammes found acceptable. Some delegations stressed the importance of a choice of ways and means among alternative proposals to achieve a subprogramme objective.

92. Some delegations stated that the setting up of priorities at the subprogramme level would in many instances provide qualitative indications on relative priorities among major programmes. At the programme element level, the criteria proposed in the Secretary-General's report on the identification of programme elements which were obsolete, of marginal usefulness or ineffective, or of low

priority (A/C.5/35/40, para. 35) could be utilized. However, it was also observed that the only criterion that was of significance at this level was the contribution of a programme element to the achievement of the subprogramme objective.

(d) Structural changes

93. There was general agreement in the Committee on the desirability of a system of monitoring along the lines proposed in the JIU report. A unit should monitor and report on actual programme delivery in all activities described in the proposed programme budget. Some delegations stated that the financing of this unit should come from redeployment within existing appropriations rather than through additional resources. The functions of the unit would be both the determination of actual programme implementation, to be reported in the programme performance report at the end of each biennium, and an evaluation of those units implementing under a certain percentage of their programme. It was understood, however, that units responsible for implementing a programme should have some discretion to modify programme elements and output where necessary in the light of contingencies as they arose but that discretion should be limited and central programme units and the intergovernmental bodies concerned must be informed and have some control over significant divergences from the commitments for the delivery of output made in the budget. Where a reformulation of an entire subprogramme was contemplated some intergovernmental concurrence was necessary. Opinions differed as to the appropriate location of such a monitoring office. Some delegations considered that it should be external to the Secretariat, or at least assisted by external diagnosticians. Others favoured an internal unit. One delegation believed that the unit should be an integral part of the Budget Division. It was agreed that the Secretary-General in formulating his comments on the JIU report should make detailed proposals as to how the monitoring system might be established and might operate. The Committee agreed that the United Nations should adopt rules and regulations governing programme planning.

94. The institutional arrangements for intergovernmental review, in particular the relationship between CPC and the Advisory Committee on Administrative and Budgetary Questions, came under considerable discussion. There was disagreement in the Committee as to whether basic institutional reforms were needed. Some delegations supported a study on the possibility of establishing a "single committee" for programme and budgetary matters, as proposed by JIU. In the opinion of those delegations, the adoption by the United Nations of programme budgeting and the setting of priorities required an over-all view of the Organization's activities. Programming and financial functions were closely linked and there was no intergovernmental body, other than the General Assembly, with over-all authority to perform such tasks harmoniously. Under the present arrangements, programme and financial control was carried out by two bodies acting independently of each other. Another delegation believed that the responsibilities of the two committees, one being intergovernmental and the other being an expert group, were sufficiently distinct as to require maintaining their independence. Others expressed concern about any changes which made the decision-making system more complex by creating new bodies. Doubts were also expressed about the dangers of dismantling machinery that was working reasonably well in its limited sphere of jurisdiction. One delegation considered that the Advisory Committee would naturally feel the need to move closer to CPC once the latter body was in a position to exercise over the United Nations system the influence inherently recognized in its mandate.

95. It was agreed that the programme review must precede the administrative and financial review. Apart from the Secretary-General's responsibility to make the proposed programme budget documents available at a sufficiently early date, close co-ordination between CPC and the Advisory Committee in the context of their work was indispensable, although whether or not this necessitated any formal change in the institutional relationship between them was a point that the Committee could not agree on at the present stage.

96. Most delegations agreed that the sessions of CPC were too short for the tasks assigned to it. It was suggested that sessions should be extended to two months in each year.

97. Many delegations felt that the chapters of the medium-term plan should be given to each of the programme committees of the General Assembly and not just the Fifth Committee as had been the practice to date. Other delegations, however, felt that this would be an over-complicated procedure.

98. Before the adoption of the conclusions and recommendations contained in chapter VII, paragraphs 46 and 466 of the present report, the Director of the Budget Division made a statement on the administrative and financial implications that would result in applying priority setting to all activities covered by normal budgetary procedures, i.e. activities in all sectors including those under common and administrative services (chap. VII, para. 461 below). He stated that workload would represent approximately five posts (three P-4 and two G-3/4) at an additional cost of \$765,900, broken down as follows: \$529,100 for salary; \$169,400 for common staff costs and \$67,400 for common services for the biennium 1982-1983.

99. Further, the Director of the Budget Division made a statement on the administrative and financial implications that would result in the creation of the proposed programme performance and monitoring unit (chap. VII, para. 466). He pointed out that the Secretary-General would further study the matter in the process of his formal comments on the JIU report (A/36/171) but that, in his view, the work would necessitate at least three posts (one D-1, one P-5 and one G-5) at an estimated cost of \$566,700 broken down as follows for the 1982-1983 biennium: \$388,100 for salary; \$124,100 for common staff costs; and \$54,500 for common service costs. The extent these requirements would be met through redeployment of staff from elsewhere needed further study, he stated.

Observations and reservations

100. The recommendation contained in paragraph 471 below was not accepted by one delegation, who requested to be dissociated from the consensus, cautioning that this matter should only be submitted to the Fifth Committee of the General Assembly.

101. Several delegations reserved their position on any financial implications that the recommendations might entail.

102. With reference to paragraph 454 of the conclusions and recommendations, some delegations stated that they favoured priorities set at four levels, instead of at three levels.

C. Proposed programme budget for the biennium 1982-1983

1. Foreword

103. The Committee considered the foreword to the proposed programme budget for the biennium 1982-1983 at its 702nd meeting, on 19 May. In introducing the foreword, the Director of the Budget Division explained that it opened with a description of the Secretary-General's budgetary policy of "zero" real growth. This constraint would place pressure on the Secretariat in discharging the functions and tasks entrusted to the Organization. The foreword included tables summarizing information on various services or activities.
104. Programme analysis had been undertaken and discussed with other services to ensure that it would be easily understood by the users. For the first time the Office for Programme Planning and Co-ordination (PPCO) had been involved in the preparation of the proposed programme budget. Particular attention was drawn to annex VII which contained an analysis of relative rates of resource growth.
105. Some delegations criticized the Secretary-General's policy of "zero" real growth and questioned whether there was a legislative basis for it. They could not see the link between domestic public spending and contributions to the United Nations. As the main aims of the Organization were disarmament and economic and social development, since cuts in arms expenditure could more than offset contributions and since United Nations efforts in economic and social development were perhaps even more crucial in times of recession than in times of expansion, any necessary programme in these fields should be given absolute and unconditional support. Other delegations expressed support for the Secretary-General's policy although some of them were not entirely satisfied that a zero-growth budget had been achieved since the proposed budget was based on the final figures instead of initial submission for the biennium 1980-1981. According to this group the United Nations was neither more nor less than the sum of its parts, which were the Member States, and could not escape the effects of world economic recession. New activities should be carried out by savings from obsolete activities.
106. With regard to the Secretary-General's policy for a zero growth, the Director of the Budget Division explained that the Secretary-General was expected to make a proposal and that it would not have been proper for him to go to the General Assembly to ask what rate of growth he should use. Having made his proposal it was up to the Assembly to decide on the budget. As regards the base figures for the proposed programme budget, it would have been unrealistic to use the initial submission for the biennium 1980-1981. The final figures for the last biennium included those appropriations that had been approved by the Assembly at its thirty-fourth and thirty-fifth sessions.
107. The distribution of resources between substantive and non-substantive programmes was questioned. An opinion was expressed that there might be unnecessary spending of limited resources on common services, instead of giving priority to substantive activities. It was suggested that for the next programme budget an additional table should be provided showing expenditure on substantive programmes compared with expenditure on administrative and common services.
108. The Director of the Budget Division explained that the distribution of resources between substantive and non-substantive activities could be found in paragraph 21 of the foreword. As regards expenditure on common services, it was

pointed out that price movements of utilities, etc., accounted for the increase reflected in the common services costs. It should perhaps be borne in mind that a principal function of the United Nations was to provide a forum where Member States could meet to exchange views. Such meetings cost money and work in this category should not be underestimated.

109. A question was raised as to why programme elements representing 10 per cent of the resources requested and to which the highest priority was to be assigned as well as programme elements representing 10 per cent of the resources requested and to which the lowest priority was to be assigned were rarely identified. In paragraph 38 (d) of the foreword, the words "wherever possible" were used. One delegation wanted to know what was meant by this phrase. It seemed to have been scarcely ever possible to identify such programme elements.

110. It was explained that for various reasons some programme managers had failed to identify the high and low priority programme elements in question. The intention was to continue efforts until complete success was achieved.

111. Some representatives stated that information on the distribution of resources between substantive programmes and operational activities on the one hand and administrative and common services on the other was of high importance in the planning, programming and budgeting process, and in evaluating the effectiveness of the United Nations. They proposed that the Committee should recommend that the foreword to the proposed programme budget should, in future, include a table showing, both in terms of dollars and percentages, the distribution of resources (regular budget and extrabudgetary sources) under different sectors for the following four categories of activities:

- (a) Policy-making organs;
- (b) Executive direction and management;
- (c) Programmes of activity;
- (d) Programme support.

2. Sections 1, 4, 5A, 8, 28, 29, 30, 31 and 32 of the proposed programme budget for the biennium 1982-1983

112. The Committee decided not to consider the following sections of the proposed programme budget for the biennium 1982-1983:

- Section 1 Over-all policy-making, direction and co-ordination.
- Section 4 Policy-making organs (economic and social activities);
- Section 5A Office of the Director-General for Development and International Economic Co-operation
- Section 8 Office of Secretariat Services for Economic and Social Matters:
- Section 28 Administration, finance and management:
- Section 29 Conference and library services;

Section 30 United Nations Bond Issue.

Section 31 Staff assessment:

Section 32 Construction, alteration, improvement and major maintenance of premises.

113. The Committee also decided not to consider section 5B, Centre for Science and Technology for Development.

114. At the 702nd meeting of the Committee, on 19 May, one representative proposed that the Committee should consider the question of establishing programmes in those sections which were often referred to as "non-programme" sections, such as conference services, administration and financial management, etc. Those programmes constituted over 50 per cent of the resources, but the Committee did not have the opportunity to review their effectiveness. He believed that virtually all of them were programmable. He was not expecting a decision at the current session, but felt that the Committee should start to think about the matter.

115. Supporting the proposal, one representative stated that the JIU reports had advised that priority-setting should be established in conference services. He urged that the concept of programming should not be discouraged.

116. Another representative stated that there was ambiguity in the word "programme". He wondered whether all resources and activities in the United Nations should be considered as programmable programmes and whether the Committee was the right forum for that subject.

117. One representative stated that there was a need to establish some programmes in those sections. They could be called administrative programmes if not substantive programmes.

118. The Director of the Budget Division stated that the proposal before the Committee might have important implications and called for careful consideration.

3. Political and Security Council Affairs; peace-keeping activities (section 2)

119. The Committee considered section 2 of the proposed programme budget at its 711th and 712th meetings, on 27 May.

120. In his introductory statement, the Chief of the Political, Legal and Common Services Section of the Budget Division provided a general description of the structure and resources involved in the section. He mentioned that the largest portion in dollar terms under this section of the budget was devoted to the United Nations peace-keeping missions and operations such as UNTSO, UNMOGIP and the United Nations supply depot at Pisa, Italy. He drew the attention of the Committee to the absence of provisions for 1982-1983 for the secretariat of the Third United Nations Conference on the Law of the Sea, which was due to the uncertainty of the future of this Conference. Relevant decisions were expected to be taken at the forthcoming session of the Conference at Geneva this summer.

121. The view was expressed by some delegations that the General Assembly and other intergovernmental bodies should be enabled to make full and effective use of the large number of disarmament studies being made in the United Nations system.

A serious concern was also expressed by some delegations about the unwarranted increase in the number of types of United Nations disarmament studies which did not lead to any concrete results in terms of limiting the arms race or bringing about disarmament. In that context, reference was made to the fact that, despite the highest level of expertise available in the Advisory Board on Disarmament Studies, the work of the Board did not always have adequate impact on the deliberations of the Assembly and other relevant bodies. It was suggested by one delegation that CPC should recommend that there was need to review the status of the Board with a view to making it an advisory organ of the General Assembly so that its work could have a more direct impact on its deliberations. Another delegation, however, argued that, in scrutinizing the budget proposals, it was the job of CPC to determine whether proposed programmes constituted the best response to mandates. It was not for the Committee to recommend changes in the manner of appointment of particular bodies.

122. Some delegations suggested that the Secretariat should have better co-ordination among programmes and co-operation with different organizations which are undertaking studies in order to achieve economy and efficiency in carrying out studies. For example, it was suggested that by using studies and by relying on information resources of other organizations and specialized agencies such as UNITAR and WMO the consultant costs needed in carrying out studies could be significantly reduced.

123. Under the terms of paragraph 3 of General Assembly resolution 35/156 A of 12 December 1980, entitled "Study on conventional disarmament", the Secretary-General can only start on the proposed study on conventional disarmament after the general approach, scope and guidelines had been agreed upon at the 1981 session of the Disarmament Commission. Since the Disarmament Commission had not yet agreed on any possible recommendations, preparations for the study could not be made and financial implications could not arise. Therefore, since programme element 3.4 (Conventional disarmament) under subprogramme 3, "Studies on disarmament" of the Centre for Disarmament and the corresponding provisions for consultants did not reflect the Secretary-General's present mandate, it should be deleted. Other delegations pointed out that in view of resolution 35/156 A in which the Assembly requested the Secretary-General to submit a progress report on the study on all aspects of the conventional arms race and on disarmament relating to conventional weapons and armed forces at the second special session of the General Assembly devoted to disarmament and a final report at its thirty-eighth session, the Secretariat exercised reasonable foresight in including that programme element and the related budgetary provisions. However, those delegations who had questioned programme element 3.4 stated that a mandate for a progress report was not a mandate for the full-scale study, and in any case, the Secretary-General had not listed either the progress or the final report as an output.

124. The representative of the Centre for Disarmament explained that all the programme elements included in the proposed programme budget were direct consequences of General Assembly resolutions and that none of the activities included at the initiative of the Secretariat. He also explained that the question of co-ordination of research and studies was under review by two disarmament bodies, the Advisory Board on Disarmament Studies and the Group of Governmental Experts to Study the Institutional Arrangements Relating to the Process of Disarmament. There was clear need for consultants to assist the Secretariat in carrying out studies and preparation of reports of highly specialized and technical nature. For example, the subjects which were being

negotiated in the Committee on Disarmament included such topics as chemical weapons, radiological weapons, comprehensive test ban, new weapons and weapons systems of mass destruction. The representative also explained that provisions had been included in the budget for carrying out the study on conventional disarmament in accordance with normal procedure. The Secretariat was called upon to provide the financial implications of Assembly resolutions, and at the last session, the Assembly had before it and approved the resolution in full knowledge of the financial implications of the programme element.

125. A few delegations requested clarification on the presentation of output under the different programme elements, in particular the rationale for the inclusion of reports of intergovernmental bodies to the General Assembly, and of substantive servicing of these bodies. Two delegations felt that programme element 3.5 (Contacts and co-ordination on disarmament studies) should not be considered as a separate programme element because the responsibility for contacts and co-ordination was a part of normal management function.

126. The representative of the Budget Division explained that this method of identification of output followed the guidelines prepared by the Secretariat in the light of previous discussions in CPC and was intended to meet the need to show more clearly the final output under each programme element.

127. One delegation was interested in the difference between the functions of the Political Affairs Division and the Section for Co-ordination and Political Information and whether there was an overlap in their functions.

128. The representative of the Department of Political and Security Council Affairs noted that there was no overlap in the functions of these two units. The papers prepared by the Section for Co-ordination and Political Information summarized news reports as they arrived on a daily basis. The Section also prepared a digest on a weekly basis covering developments from media sources. The Political Affairs Division prepared largely analytical studies and reports pointing to present and potential significance of broad issues in terms of the United Nations responsibility in the field of peace and security. The Division also prepared background papers drawing on wide sources of information for the use of the Secretary-General.

129. It was suggested by one delegation that a review should be made on the efficiency of maintaining the United Nations Supply Depot at Pisa.

130. Several delegations criticized the lack of justification in the proposed programme budget on the use of funds for consultants. Consultants requested in paragraphs 2.18, 2.26 and 2.37 were not related to specific objectives. The expertise on the type of studies for which they were requested should be found in the Department itself.

131. In response to the above criticism, the representative of the Budget Division noted that resources for consultants for 1982-1983 were not large and consultants were engaged only in work which could not be done by the Secretariat staff.

Observation and reservations

132. The representative of Trinidad and Tobago stated that the fact that his delegation had not opposed the consensus adopted on paragraph 479 below was based

on purely technical considerations and was without prejudice to the support by his delegation for action by the United Nations in respect of the conventional arms race and on disarmament relating to conventional weapons and armed forces.

4. Political affairs, trusteeship and decolonization (section 3)

133. The Committee considered section 3 of the proposed programme budget at its 697th meeting, on 15 May 1981.

134. Comments were made on the lack of priority-setting. It was noted that no indication had been given regarding activities of low priority and that indication of priorities was provided only for the subprogramme on Namibia. The question of co-ordination was also raised and the opinion was expressed that co-ordination between this programme and the Department of Public Information should be institutionalized.

135. It was explained that an effort had been made by the Office of Financial Services to obtain indications of programme priorities in the proposed programme budget, but that programme managers had, in certain cases, found it difficult to propose a ranking of priorities. This had been the case for this programme, which was in the process of evolution and where the timing of possible changes was difficult to determine.

136. Two delegations questioned the need for the retention of the proposed number of staff in the Department of Political Affairs, Trusteeship and Decolonization when only a few territories remained under foreign domination. One of them suggested that it would be in the interest of developing countries to have resources transferred from this programme to economic development activities. Several other delegations, however, felt that there was a need to retain the number of staff in this Department until the process of decolonization had been completed.

137. It was pointed out that many intensive activities still remained to be undertaken in the field of decolonization and that a significant reduction of the resources of the department concerned had been proposed (five Professional posts from table 3.17).

5. Department of International Economic and Social Affairs (section 6)

138. The Committee considered section 6 of the proposed programme budget at its 706th to 708th meetings.

139. The Under-Secretary-General for International Economic and Social Affairs in his introductory statement highlighted the fact that since the proposed programme budget was the first work programme of the Department since the approval by the General Assembly of the International Development Strategy for the Third Development Decade (General Assembly resolution 35/56, annex), it had attempted to respond to the requirements of the Strategy. The research and development activities of the Department were therefore reoriented to enable the secretariat to better implement those aspects of the Strategy for which the United Nations was responsible. Another major feature of the Department's proposed programme budget was that it was prepared within the constraint of a zero real growth programme budget despite the additional and varying legislative mandates that the secretariat had received. The Department was able to achieve this mainly through a measure of redeployment of resources

between programmes and some degree of rationalization of the work within the Department.

140. Following this introduction, the Committee began to examine in greater detail section 6. Most members expressed their satisfaction with the over-all presentation of section 6, particularly the Department's ability to identify the highest and lowest priorities as stipulated by the General Assembly. However, a number of Committee members expressed considerable concern over the fact that the Department, despite its increasing mandates emanating from the requirements of the Strategy, and other recent world conferences such as those on women and crime prevention and control, and those yet to take place on aging and youth, was constrained to prepare a programme budget within the context of a zero real growth programme budget. They hoped that this constraint would not affect too greatly the Department's ability to respond to its mandate. The Assistant Secretary-General for Programme Planning and Co-ordination, in responding to this general point, agreed that the constraint of a zero real growth programme budget had affected the Department and it would mean that the mandates received by the Department would be implemented more slowly than if additional resources had been provided.

141. One representative expressed concern of an apparently widespread use of consultants and wondered whether this was an indication that the Department's work programme was too ambitious. Some others questioned what criteria were used by the Department in recruiting these consultants. Another delegation, however, praised the Department for proposing a reduction in its expenditure on consultants of 13.4 per cent in real terms for 1982-1983. The Department would thus spend under 2 per cent of its budget in the coming biennium on consultants, which is considerably lower than the existing rate in other departments which have programmes in the economic and social fields. The representative of the Department pointed out in his reply that the criteria utilized by the Department in recruiting outside consultants were the standardized ones as approved by the Department of Administration, Finance and Management. This meant that, since the activities of the Department were so varied, it was necessary to obtain outside expertise for those more highly specialized areas for which it was not possible to recruit regular staff members.

142. Production of publications was one of the tasks of the Department but data thereof in subprogrammes, unlike that on consultants and ad hoc groups of experts, was unsatisfactory, some delegations stated. The United Nations should show as in the UNESCO programme budget, detailed information on its publications programme, they stated.

(a) Development issues and policies

143. Several members of the Committee indicated that apparent overlapping seemed to exist between a number of subprogrammes and suggested that these subprogrammes might usefully be merged. In that connexion subprogrammes 1 (World development perspectives), 2 (Monitoring and assessment of world development), 4 (Interrelations among development issues) and 6 (Fiscal and domestic financial issues) were mentioned. That was also true of a number of programme elements falling within the same subprogramme, for example, the programme elements under subprogramme 2, which appeared to be strongly interrelated and could be combined.

144. It was also indicated by several members of the Committee that a number of activities appeared to deal substantively with work also being carried out by UNCTAD.

In this connexion the whole of subprogramme 3 (Development relations among regions and country groups) and programme elements 1.1 (Perspective studies), 1.2 (Policy modeling (item (iii))) on models of the bilateral trade linkages between the major regions for important commodity classifications, 3.1 (Nature of structural change in the world economy and the process of mutual adjustment), 3.3 (International financial flows and their contributions to development and structural change in developing countries) and 6.3 (Mobilization of personal savings in developing countries) were mentioned.

145. One delegation indicated that the work dealing with development relations among the regions and country groups could usefully be transferred to the regional commissions.

146. For a number of activities included in the proposed programme budget, the legislative mandates were questioned. This was the case for the work included under programme elements 3.1 (Nature of structural change in the world economy and the process of mutual adjustment), 3.3 (International financial flows and their contributions to development and structural change in developing countries) and 6.1 (Fiscal and financial policies for the equitable distribution of income). Other delegations said that legislative mandates did exist and referred to General Assembly resolutions 32/174, 34/138 and 35/56, and Economic and Social Council resolution 1625 (LI).

147. It was also mentioned by several delegations that a number of activities which were included in the 1980-1981 programme budget were repeated in the proposed 1982-1983 budget. An example of this was programme element 1.2 (Policy modelling), particularly the work on econometric models and extension of the LINK Model, and the output under subprogramme 5 (Energy).

148. The assignment of lowest priority to programme element 4.4 (Institutional innovations to lessen constraints on the development of human resources) and also to programme element 6.3 (Mobilization of personal savings in developing countries) was questioned. It was felt that these should both be accorded highest priority. The need for some of the consultancies under this programme was also questioned, particularly in view of the work undertaken by UNCTAD or by other international organizations such as the World Bank. It was pointed out that co-ordination with these organizations was necessary to assure that identical or similar research studies had not already been undertaken. Additional information was requested concerning programme element 7.1 (Data bank development and research), particularly the updating for the development of the data bank. The general comment was made that the programme should be presented more as a research and survey activity which was the primary function of the Department of International Economic and Social Affairs, rather than a policy-making activity.

149. In his reply, the representative of the Office for Development Research and Policy Analysis of the Department gave a detailed and comprehensive description of the work to be carried out under the various subprogrammes and programme elements, which justified their separate mention in the proposed programme budget. He indicated that subprogramme 1 (World development perspectives) dealt with long-term prospects and problems of the world economy, while subprogramme 2 (Monitoring and assessment of world development) was concerned with the global analysis of current social and economic trends and of the outlook in the short term. Subprogramme 3 (Development relations among regions and countries groups) focused on the analysis of the whole array of policies, institutions and procedures

affecting the restructuring of international economic relations and its purpose was to provide comprehensive overviews of interrelated issues to the central legislative bodies. Subprogramme 4 (Interrelations among development issues) addressed itself to particular development issues of international concern, including the slow growth of certain groups of countries and the application of the integrated approach to development. Subprogramme 6 (Fiscal and domestic financial issues) was concerned with both international tax agreements and domestic financial issues.

150. Concerning the comment expressed in the Committee and the apparent duplication of work included under the Development issues and policies programme with certain activities of UNCTAD, the representative of the Department indicated that the programme activities of the Office for Development Research and Policy Analysis and UNCTAD were complementary and that the activities included in the proposed Development issues and policies programme budget were oriented towards research and analysis of global economic trends and development and were broader in coverage than the trade-related studies undertaken by UNCTAD.

151. It was also indicated that a number of programme elements were concerned with activities of a continuing nature for the Office for Development Research and Policy Analysis and were, therefore, repeated in subsequent budgets although final output were being produced. It was indicated to the members of the Committee that a corrigendum had been prepared which included the combination of certain programme elements as suggested by several delegations.

(b) Population

152. The Committee was, in general, pleased with the proposed programme budget of the Population Division for the biennium 1982-1983. However, clarification was requested on programme element 2.5 (Manual for estimating basic demographic indicators from incomplete data). While noting the importance of subprogramme 3 (Population policies), in particular programme element 3.1 (Population policy and the International Development Strategy for the Third United Nations Development Decade), inquiry was made as to whether work on this programme element would not be completed in 1981. Since subprogramme 3 (Population policies) and subprogramme 4 (Population and development) appeared to be related, the question was raised about the possibility of amalgamating subprogrammes 3 and 4. Clarification was also requested concerning the legislative mandates for programme element 7.2 (Population Information Network) and subprogramme 8 relating to programme support.

153. The Committee was informed that programme element 2.5 (Manual for estimating basic demographic indicators from incomplete data) referred to data from developing countries which were, in many instances, fragmented, of low quality and incomplete. The Committee was informed that the manual was being produced at the request of developing countries and would prove useful for the development of national population projections. This was a case where an earlier edition, produced several years earlier, was now being updated.

154. The Committee was informed that programme element 3.1 (Population policy and the International Development Strategy for the Third United Nations Development Decade) was being carried out in two stages. The first stage related to the development of data in respect to relevant aspects of population policies and would be completed in 1981. The second stage would deal with the interrelationships between population policies and the International Development Strategy and the

influence of one on the other. This second stage would constitute the programme of work for programme element 3.1 in the 1982-1983 biennium.

155. The Committee was also informed that subprogrammes 3 (Population policies) and 4 (Population and development), even though related, could not be merged since both dealt with different subject-matters. Subprogramme 4 dealt with methodology required for incorporating population variables into development planning, interrelations between population, resources and environment and similar subjects, whereas in subprogramme 3 the work done was essentially to determine the perceptions, formulation and implementation of population policies and related to work being carried out at the policy level in countries.

156. The Committee was informed that programme element 7.2 (Population Information Network (POPIN)) was important to the developing countries as it enabled them to obtain the type of information needed to follow closely population changes in the world. The Economic and Social Council had endorsed this activity, upon the recommendation of the Population Commission, in resolutions 1979/33 and 1981/29. The attention of the Committee was drawn to the importance of activities in subprogramme 8 (Programme support) for the over-all success of the programme and in particular to programme element 8.2 relating to substantive co-ordination with the regional commissions, agencies and other bodies of the United Nations system, as well as non-governmental bodies working in the field of population, to ensure co-operation and harmonization and avoid duplication in population work.

157. The Committee was informed that close collaboration was being maintained between the Population Division and the United Nations Fund for Population Activities and that the activities of the two were complementary.

(c) Social development and humanitarian affairs

158. In examining the programme budget of the Centre for Social Development and Humanitarian Affairs, a few delegations suggested that the subprogramme 2 (Social welfare services) could either be deleted or merged with the subprogramme 1 (Social integration policies). In that connexion, the view was expressed that there might be duplication between programme element 2.3 (Welfare of migrant workers and their families) and ILO activities; a question was raised as to the mandate for the output of the sales publication mentioned under this subprogramme. It was pointed out that ILO had published a report on this subject. The representative of the Centre informed the Committee that the mandate for this subprogramme was Economic and Social Council resolution 1981/21, in which the Council had requested the Secretary-General to include, in the 1982-1983 programme budget, studies on the questions concerned with the welfare of migrant workers and their families.

159. A view was also expressed that programme element 3.1 (Implementation of the Programme of Action for the second half of the United Nations Decade for Women) could be merged with subprogramme 4 (Effective mobilization and integration of women in development). The representative of the Centre explained that they were two different sets of activities. Programme element 3.1 was concerned with the implementation of the Programme of Action for the second half of the United Nations Decade for Women and the preparation for the third world conference on women to be held in 1985. Subprogramme 4 dealt with the question of effective mobilization and integration of women in development mandated by the General Assembly. Annual reports on the subject, to be presented to the Assembly in the framework of the new

international economic order, would focus on the question of how women could benefit from development and vice versa.

160. A member of the Committee felt that there were too many subprogrammes and wondered whether subprogramme 8 (Policies, guidelines and norms in crime prevention and criminal justice) and subprogramme 9 (Crime trends and criminal justice strategies in the context of development) could not be merged into one subprogramme. The representative of the Centre explained that the two subprogrammes were distinctive sets of activities and required different types of expertise. Subprogramme 8 was concerned with the legal and administrative aspects of the subject and was designed to formulate policies, guidelines and norms for use by member countries, while subprogramme 9 dealt with crime prevention and criminal justice in the context of development, focusing on the socio-economic factors of crime prevention and criminal justice.

161. A member of the Committee referred to the recent appointment of an Assistant Secretary-General by UNICEF to take charge of the UNICEF programme on women. He expressed concern that this might lead to duplication of activities in this field between the Centre and UNICEF. He inquired whether any kind of co-ordination existed between the Centre and UNICEF. The Assistant Secretary-General for Programme Planning and Co-ordination explained that co-ordination on programme matters between the United Nations Secretariat and UNICEF took place within the context of CCSQ (PROG) and pointed out that while activities of the Department were carried out mostly through the regular budget, UNICEF activities were financed from extrabudgetary funds.

(d) Statistics

162. The Committee was satisfied, in general, with the proposed programme budget of the Statistical Office. In response to inquiries from several representatives, the Committee was informed that, as a result of co-operation over a period of years among the concerned organizations of the United Nations system and the activities of the ACC Sub-Committee on Statistical Activities, there was no duplication of the work programmes of the Statistical Office and those of other organizations. The Committee was informed that the Statistical Office was responsible for collecting, processing and publishing the statistics in foreign trade, shipping and energy, and that UNCTAD, GATT, the International Trade Centre and the Department of Technical Co-operation for Development were among the main users of the Statistical Office output.

163. The Committee was also informed that, with respect to technical assistance to developing countries in the field of statistics, the present modus operandi was that the Statistical Office provided substantive support through the Department of Technical Co-operation for Development. To the extent possible, the activities of subprogramme 7 (Support of technical co-operation) would be oriented towards the least developed countries and would include assistance in energy statistics as suggested by the Statistical Commission and noted by the Economic and Social Council.

164. The Committee was informed that the timeliness of statistical data in the statistical publications from the end of the reporting period to publication varied from one to two years and was one year from the Yearbook of International Trade Statistics and an average of one and a half years for the Commodity Trade Statistics

publications. The Committee was also informed that, in certain instances, when some countries were unable to supply their statistics, data presented for these countries could not be current.

165. Finally, the Committee was informed that the designation of programme element 5.3 (Review and co-ordination of statistical publications and assessment of the consistency and quality of data) as lowest priority was based on the fact that the programme element had been in the work programme for the past several biennia and a considerable amount of progress had been achieved in improving the quality of the publications. In the 1982-1983 biennium, since resources would be very limited and there was considerable competition for the available resources, modest resources were allocated to programme element 5.3 to enable it to continue at a minimal level. The Committee was informed that it might be possible to give this programme element a higher rating in future biennia.

(e) Office of Programme Planning and Co-ordination

166. In considering the activities included in the proposed budget for the Office for Programme Planning and Co-ordination, it was suggested that its system-wide co-ordination work should take into account the socio-economic impact of political decisions and also cover the work carried out in offices not strictly within the socio-economic sphere of the United Nations. The Assistant Secretary-General for Programme Planning and Co-ordination, in his reply, indicated that his Office's co-ordination activities were primarily related to the economic and social sectors.

167. Clarification was requested concerning the work carried out under subprogramme 7 (Transport). In his reply, the Assistant Secretary-General described some of the historical background and indicated that his office fulfilled mainly an information and co-ordination role. A number of delegations expressed their endorsement of the work being done in the area of evaluation. They noted that evaluation activities in the Programme Planning and Co-ordination portion of section 6 of the proposed programme budget covered only work in the economic and social sectors and suggested that such work could usefully be extended to cover the whole Secretariat to help in the process of priority setting and to improve efficiency. The Assistant Secretary-General indicated that on the basis of experience in the economic and social sectors, high priority was being given to the elaboration of methodologies and procedures for evaluating programmes which could be applied throughout the United Nations system. Several requests for assistance in the design and establishment of such evaluation systems from non-economic and social parts of the United Nations system had been received.

Observations and reservations

168. The delegation of Pakistan stated that there were clear legislative mandates for programme elements 3.1, 3.2, 3.3 and 6.1 in the resolutions of the General Assembly, in particular resolution 35/56 on the International Development Strategy for the Third United Nations Development Decade.

169. Some delegations stated that research programmes and activities should be carried out only when there were clear and exact mandates from an intergovernmental body in the United Nations system, specifically authorizing the Secretary-General to undertake them during certain budgetary years, and where there was no overlapping

with those carried out by other units within the United Nations system. They also expressed strong disagreement with the explanation that the Department could justify subprogramme 3 (Development relations among regions and country groups) in the programme Development issues and policies on the basis of General Assembly resolutions 32/174, 34/138, 35/56 and Economic and Social Council resolution 1625 (LI).

170. The same delegations further stated that CPC should in the future focus more strictly on reviewing legislative authority when considering the programme budget.

6. Department of Technical Co-operation for Development (section 7)

171. The Committee considered section 7 of the proposed programme budget at its 709th and 710th meetings.

172. In his introductory statement, the Under-Secretary-General for Technical Co-operation for Development noted that the Department was established in 1978 under General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system in order to manage and support the technical co-operation activities of the United Nations Secretariat, and toward that end, brought together all the relevant functions which hitherto had been divided among different offices and departments. The programmes in which the Department provided technical co-operation to Governments included development planning, development administration and finance, population, natural resources and energy, and statistics. The Department also provided technical co-operation in collaboration with other organizations in certain other sectors of economic and social development.

173. The mandate of the Department made it sui generis in the United Nations Secretariat. Most of the technical co-operation activities were country-oriented and took place in the developing countries; they were to a large extent funded from extrabudgetary sources such as those available from UNDP, UNFPA, and trust funds. In these instances, the Department acted as the executing agency for the UNDP and UNFPA. The field projects were generally formulated in the framework of country programming, and their approval and subsequent implementation involved consultations and agreements among the UNDP as the funding agency, the Department as the executing agency, and the host Government as the recipient of technical co-operation.

174. He noted that the activities of the Department at Headquarters consisted of two major clusters of activities. The first was the management and substantive support of field projects, most of which was financed by extrabudgetary sources, mainly the support costs reimbursements from the funding sources. The second consisted of research and analysis functions in support of technical co-operation, which, along with the over-all direction and management costs of the Department, were financed by the regular budget. He pointed out that the regular budget of the Department as a whole did not include any real growth over 1980-1981 and that the growth rates for each programme and subprogrammes were in line with the Committee's recommendations on the subject. These programmes showed a change in content in response to priorities set by the member States. In development administration, research and analysis activities included the role of the public sector, in response to General Assembly resolution 34/137, and public accounting and auditing for development, as required by the Economic and Social Council resolution 1979/47 and Assembly resolution 34/137. Natural resources and energy included mineral and energy assessment missions called for under Assembly resolution 34/117. The programme of the Department was highly sensitive and responsive to the needs of the developing countries. On the question

of the relationship between the Department and the regional commissions, he noted that extensive consultations had led to mutually supportive arrangements. As to the co-ordination with other organizations and entities in the system, he noted that the discussion of these problems in the CCSQ (Prog) and CCSQ (OPS) had been very effective in promoting concerted action and avoiding any overlap and duplication. He also noted that the Department was collaborating in a cross-organizational programme analysis in the field of public administration to further improve co-ordination of relevant activities.

(a) General comments

175. Several representatives expressed the view that the presentation of section 7 could have been more satisfactory and more coherent. It was noted that many subprogrammes could have been grouped together; many programme elements did not contain a description of output. There was an imbalance between high and low priorities. The representative of the Department stated that every effort had been made to identify priorities; the nature of the work of the Department was influenced by the requests from Governments which set de facto priorities. He added that the information given by the Department had been curtailed because of the need to keep the size of the programme budget within manageable limits. The Assistant Secretary-General for Programme Planning and Co-ordination pointed out that many outputs produced by the Department were of an intermediate nature and thus did not appear in the budget.

176. There were a number of questions regarding the co-ordination between the Department and other organizations of the system. Regarding the activities in the field of technical co-operation among developing countries referred to in paragraph 7.11 of the proposed programme budget he assured the Committee that there was no duplication of work between the Department and UNDP; the Department was the executing agency whereas UNDP was the funding agency for most of the field projects. He noted that the performance report of the Department would be reviewed by the Governing Council of UNDP.

(b) Executive direction and management

177. One representative questioned the request for travel requirements in paragraphs 7.9 and 7.15. In his opinion the staff referred to under paragraph 7.9 could very well undertake the travel described under paragraph 7.15.

178. One representative deplored the fact that the increase in the regular budget of the Department was devoted in a large part to the administrative apparatus; in his view the 23 per cent increase of the resources allocated to the Policies and Resources Planning Division was not justified. Another representative registered his objections regarding the redeployment of three posts for that Office as described in paragraph 7.13. The representative of the Department explained that the redeployment of the three posts did not amount to an actual increase in resources; the Department had merely sought to consolidate within one single division various currently existing activities which were scattered before.

179. It was proposed that programme element 2.3 (Information for development) under the policies and resources planning activities be deleted as a marginal activity.

180. In answer to a question regarding the World Food Programme liaison activities described in paragraphs 7.16 and 7.17, the representative of the Department noted that the World Food Programme was a United Nations/FAO joint creation. The liaison function on the United Nations side rested solely on the Department. The Department and FAO worked together in the field.

(c) Natural resources and energy

181. Several representatives questioned the use of consultants for programme elements under programme 2 (Natural resources and energy). It was noted that the tasks listed under subprogramme 1 (Energy) and subprogramme 2 (Minerals) were similar and could very well be undertaken by one professional having the necessary expertise in the field of energy. The use of such a number of experts amounted to a de facto increase in the requests for professional staff. The representative of the Department noted that there had been a negative growth in the amount of resources requested for consultants in comparison to the previous biennium. The wide variety of the activities of the Department would require a large increase in the regular staff; it was more economical to hire consultants. The Director of the Division of Natural Resources and Energy of the Department then proceeded to describe the tasks entailed by each of these programme elements and pointed out that those tasks were very specific and required a very high level of expertise and a broad knowledge which could hardly be found in a single professional; hence the recourse to various experts. Regarding programme element 1.2 (Financial requirements for energy exploration in development countries) he stated that there was a very close relationship between the Department, UNDP and the United Nations Revolving Fund for the Exploration of Natural Resources; the Department and UNDP had held several meetings in order to further strengthen their co-operation.

182. The Director explained further that the Department was executing 25 projects for the Fund and maintained full co-operation with the Fund. The modalities of the Fund were to be reviewed by the Economic and Social Council; it was expected that the Fund would keep a small nucleus of experts and make use of the staff of the Department. Regarding programme element 1.4 (Follow-up of the United Nations Conference on New and Renewable Sources of Energy), he noted that the Department worked in close collaboration with the secretariat of the Conference and participated very actively in the preparatory meetings. The decisions taken by the Conference would determine the future activities of the Department in the matter.

183. In response to an inquiry, he stated that the Department was aware of the need for work in the area of bituminous schist, and that in fact programme element 1.3 (Energy planning in developing countries) and 1.5 (Choices of energy sources for electrification) in programme 2 included components relating to those resources.

184. It was proposed that programme element 2.4 (Standardization of definitions and terminology) should be given a higher priority.

185. In answer to a question, the representative of the Department stated that the activities described under subprogramme 3 (Water resources) were based on the recommendations adopted by the United Nations Water Conference; activities in the field were determined by the contents of the requests formulated by Governments. Several representatives sought clarification on the relation between section 7 and section 24 (Regular programme of technical co-operation) of the proposed programme

budget. The representative of the Department stated that only a small part of the resources included in the regular programme was attributed to the Department and was reflected in the narratives relating to advisory services. The representative of the Budget Division explained that section 24 was a section sui generis; the resources appropriated by the General Assembly were devoted to direct assistance to countries through advisory services, fellowships, seminars and came from the regular budget; the resources of the Department came mostly from UNDP for which the Department was the executing agency.

186. The Committee inquired regarding the criteria used by the Department in deciding the attribution of resources between projects. The representative of the Department stated that the Department followed the guidelines set by UNDP. As for the activities undertaken by the Department under section 24, the programming and budgetary procedure had been set by resolution 1334 (XLVIII) of the Economic and Social Council endorsed by the General Assembly in its resolution 2514 (XXIV). It was felt in the Committee that the distribution between various United Nations programmes of the funds of technical co-operation was based on "historical" criteria which might no longer be valid. Some delegations felt that it might be advisable that section 24 be abolished and that the resources for technical co-operation appear in the relevant major programmes. The Committee suggested that the criteria determining the allocation of resources between major programmes as well as those guiding the approval of projects be redefined.

7. Transnational corporations (section 9)

187. The Committee considered section 9 of the proposed programme budget at its 695th and 696th meetings. In his introductory statement the Executive Director, United Nations Centre on Transnational Corporations, stated that, owing to the financial constraints imposed on the Organization, no additional resources for the substantive activities of the Centre had been requested in the present budget proposals. The proposed programme budget estimates for the Centre's four subprogrammes, which were of an ongoing nature, had remained at about the same real level, as they reflected the decisions taken and priorities set by the Commission on Transnational Corporations with respect to the different activities of the Centre. As requested, the Centre had indicated in its programme budget submission those programme elements to which the highest and lowest priority should be given. It had not been possible to identify any programme elements as obsolete, of marginal usefulness or ineffective, since this programme was a relatively new one. Some resources had been readjusted to meet a bottle-neck in secretarial resources to allow the establishment of three new G-4 posts at the Centre. Adjustments in the focus and direction of the Centre's work programme had taken place as a result of co-ordination efforts with other units of the Secretariat and specialized agencies of the system, as well as in response to the most helpful evaluation of the programme by the Committee.

188. Several delegations expressed their appreciation of the presentation of section 9, commenting specially on the compliance with identifying high and low priorities. It was noted, however, that priorities had not been indicated under subprogramme 4 (Advisory services and training for the improvement of the capability of Governments for dealing with transnational corporations) and the section relating to the Joint Units with the regional commissions. Some delegations sought clarification as to what criteria and methods had been used in proposing priorities, referring in particular to programme elements 1.1 (Integrated

comprehensive study of transnational corporations in world development) and 1.4 (Social and political impact of transnational corporations) which had both been accorded highest priority for one year each of the biennium, i.e. 1982 and 1983, respectively. Clarification was sought regarding the terminology "highest" and "lowest" as opposed to "high" and "low" priority. One delegation inquired whether the designation of an activity as of low priority implied that the Centre was ready to delete such activity from its work programme and proposed to delete programme elements 3.8 (Collection and analysis of information on financial practises and policies of transnational corporations), 3.9 (Collection and analysis of information on structural practises and policies of transnational corporations) and programme element 3.14 (Identification of characteristics of transnational corporations) though the last one had not been classified as of low priority, since these activities seemed in any event to duplicate activities included elsewhere in the Centre's budget proposals. Several delegations objected to the proposal, explaining that a distinction had to be made between an activity that was obsolete, of marginal usefulness or ineffective and one of low priority. A low priority setting should not necessarily result in the deletion of an activity.

189. The Executive Director in reply to the queries from delegations explained that the setting of priorities for subprogramme 4 could not be undertaken by the Secretariat as the advisory and training services were rendered at specific requests from Governments. Priorities from the section on Joint Units with the regional commissions were by and large the same as those for the programme of the Centre. Regarding the priority setting for programme elements 1.1 and 1.4, programme element 1.1 would be completed by the end of 1982, and its resources would then be redeployed to programme element 1.4, which had been given high priority for 1983. The Centre had interpreted the setting of priorities as one of indicating "high" and "low" priorities, where only the programme element 2.1 (Code of Conduct), should be considered of "highest" priority within the over-all context of the Centre's programme. The designation of a low priority item should in no way be confused with the identification of an activity that was obsolete, of marginal usefulness or ineffective and therefore did not imply that these activities should not be carried out.

190. Information was sought in regard to subprogramme 3 (Comprehensive information system) especially in light of the recommendations of the evaluation of the programme on transnational corporations (A/AC.51/98 and Add.1 and 2, and A/34/38). The Committee had recommended not to give emphasis to the computerized corporate data profiles since such information was already available elsewhere on a commercial basis and possible duplication could result. One delegation inquired about the relationship between the medium-term plan and the proposed programme budget in regard to programme elements 3.12 (Survey of research on transnational corporations) and 3.14 (Identification of characteristics of transnational corporations).

191. The representative of the Centre replied that, while some corporate data might be available commercially, the Centre's in-depth profiles provided detailed analysis of company activities and were much more comprehensive and oriented to meet Governments' requirements. The Commission had also emphasized the need for corporate profiles. The Centre, in response to the Committee's recommendations, had reduced the emphasis on the computerized system and shifted resources accordingly. It was pointed out that subprogramme 3 was of an ongoing nature as described in the proposed medium-term plan for the period 1980-1983 (A/33/6/Rev.1, paras. 25.33 and 25.44) and that during the last year significant improvements had

been achieved with the emphasis now given to activities on the collection of data with respect to trends in foreign direct investment, national laws and regulations, contracts and agreements and the transfer of technology.

192. One delegation inquired as to how many States usually participated in the round-table discussions mentioned under programme element 4.4 (Interregional round-table discussions) and was interested to know about the cost-benefit of such meetings.

193. The representative of the Centre indicated that these meetings were financed from extrabudgetary co-operation funds and that round-tables on information needs of developing countries with respect to transnational corporations were useful to ascertain the user's specific requirements. He also pointed out that such meetings were not the only means of discussion of such matters but were supplemented by seminars and workshops. At the first meeting, senior representatives from 12 developing countries participated and at the second meeting representatives from 9 countries of the ESCAP region participated.

194. Information was requested on the co-ordination mechanism between the Centre and UNCTAD, UNIDO and ILO. It was also pointed out that, with respect to regional commissions, the following programme elements of the Centre's programme budget: 1.10 (ECA/ECLA/ESCAP interregional project on transnational corporations in export-oriented industries), 1.15 (Transnational corporations in export processing zones) and 1.17 (Operations of transnational corporations in the Pacific island countries) did not fall within the Centre's programme of research. They were being exclusively carried out in the interest of the regional commissions and the related expenses should accordingly be borne by these units.

195. The representatives of the Secretariat gave specific recent examples of co-operation with UNCTAD, UNIDO, WHO, FAO, UNESCO and ILO, and stated that, where depending on the specific subject-matters, a distribution of work had been established. As far as the presentation of programme elements 1.10, 1.15 and 1.17 was concerned, an understanding had been reached with the regional commissions to present these activities under the joint units section of the Centre's work programme.

196. One delegation was of the opinion that the Centre had no mandate to carry out programme element 2.2 (Corrupt practices) and it should be eliminated from the proposed programme budget. The representative of the Secretariat replied that specific activities for the coming biennium depended on the decisions to be made by intergovernmental bodies on this subject. Several delegations commented on the proposed redeployment of consultant funds for the establishment of three General Service posts. They were of the opinion that a proposed reduction of resources for consultants was unrelated to the establishment of posts and one delegation proposed to support the reduction in consultant funds but not to endorse the establishment of the three additional General Service posts. The representative of the Secretariat explained that, while in a formal sense there was no link, the proposal should be viewed in the context of the policy of a zero real growth programme budget applied to the budget proposals to which the Centre had strictly adhered.

197. In responding to a question about the source of extrabudgetary funding for subprogramme 4 (Advisory services and training for the improvement of the capability of Governments for dealing with transnational corporations), the

representative of the Secretariat replied that a number of Member States had pledged voluntary contributions to the Trust Fund for the Centre on Transnational Corporations. These funds were used solely for the implementation of the Centre's technical co-operation programme, which consisted primarily of advisory projects and training workshops to requesting Governments with a small portion being utilized for short-term fellowships, regional and interregional meetings and consultations on topics central to the technical co-operation programme.

198. The representatives of the regional commissions, having been asked by the Committee to describe their relationship with the Centre, indicated that their co-operation and relations with the Centre were very satisfactory indeed.

8. Economic Commission for Europe (section 10)

199. The Committee considered section 10 of the proposed programme budget at its 703rd meeting.

200. In his introductory statement, the representative of ECE noted that the Commission had a stable budget. The preparation of the programme budget of the Commission had been guided very closely by the work of its various subsidiary bodies. The programme of work was reviewed by groups of experts and by the subsidiary bodies before being submitted to the Commission itself. The representative of ECE said that priorities were well established. Obsolete activities were eliminated first through a thorough review by the secretariat of the Commission and then through scrutiny by the subsidiary bodies. In 1972 the Commission had decided to grant priority to the programmes relating to trade, science and technology, environment and economic projections; energy had become de facto a fifth priority area but the Commission itself had not reviewed the setting of priorities. He noted that ECE had taken into account in the formulation of its programme of work the results and political impact of the Helsinki Conference on Security and Co-operation in Europe and of the adoption of the Final Act in 1975. The USSR had made a proposal for the holding of a high-level meeting on energy, environment and transport. The meeting on the environment, held in 1979, had resulted in the adoption of the Convention on Long-Range Transboundary Air Pollution. The Commission had established a new body, the Senior Advisers to ECE Governments on Energy, to consider the question of energy; however, no uniform agreement had been reached on energy and transport.

201. The Commission had proceeded, the representative of ECE said, to a marginal adjustment in the allocation of resources to strengthen the work regarding energy, environment and trade and this resulted in a de facto priority setting.

202. On the question of co-operation with other regional commissions the representative of ECE stated that ECE worked in close co-operation with other commissions; it was an informal mechanism. ECE would not establish new institutions or bodies to take up the question of co-ordination. He noted that co-operation existed at the working level, for instance through the meetings of transport and water experts. ECE had some joint projects with other commissions and participated in the meetings of ECA and ECWA. The problem was the limited availability of resources and time for the travel of experts. He recognized, however, that there was considerable room for improvement regarding the exchange of information between the commissions and a need to encourage horizontal co-operation.

203. In response to a question regarding programme element 1.6 (Population issues) of programme 2 (Development issues and policies), the representative of ECE stated that the Commission had no programme of activities in the field of population. There was no legislative mandate for the work described in programme element 1.6; it was carried out on an intersecretariat basis in co-operation with the Population Division at Headquarters and UNFPA. He believed that, whereas there was a controversy on whether ECE should be involved in population activities, there was agreement on intersecretariat co-operation.

204. One delegation stated that the use of consultants seemed excessive, in particular with respect to programme 3 (Environment) for programme elements 1.1 and 3.1, where UNEP could surely provide the necessary support.

205. The representative of ECE stated that the areas which required the use of consultants arose from the need to implement the Convention on Long-Range Transboundary Air Pollution. ECE had a close relationship with UNEP and implemented on behalf of UNEP global projects on a regional level; but there were many technical studies, for instance those on air pollution, that ECE could not undertake even with the support of UNEP. He pointed out that the additional activities resulting from the adoption of the Convention had not given rise to an increase in the request for resources.

206. One delegation suggested that ECE should include in its programme of work the fixed-link between North Africa and Europe through the straits of Gibraltar which was undertaken by ECA within the framework of the United Nations Transport and Communications Decade for Africa.

207. The ECE representative stated that ECE had been represented at the Tangiers Conference when the project was adopted; its work programme was not yet developed to reflect the project; however, the secretariat of ECE intended to follow up the matter. He pointed out that ECE had included in its transport programme several projects of interest to other regions, for instance the South East European Road Network, which was of interest to the Middle East, and had considered a joint project with ECA and ECWA on transportation in the Mediterranean region, with the co-operation of UNDP. ECE had a special interest in projects involving the Mediterranean region.

208. The Committee expressed general satisfaction and support for the proposed programme budget of ECE. The efforts of the Executive Secretary to submit a zero real growth programme budget were commended by some delegations. One representative stated that the proposed high-level meetings on energy and transport should be granted the highest priority. Several delegations noted the absence of identification of priorities at the subprogramme level. The representative of ECE explained that the guiding factor in setting priorities was political balance. He gave as an example activities of special interest to developing European countries. The secretariat of ECE did not feel in a position to grant low-priority to those activities even if they were of low interest to other countries.

209. On the question of obsolete activities, he noted that they were listed in the report of the Secretary-General (A/C.5/35/40); they were identified through a very detailed annual secretariat review which took place in the latter part of May.

9. Economic and Social Commission for Asia and the Pacific (section 11)

210. The Committee considered section 11 of the proposed programme budget at its 711th meeting.

211. The representative of ESCAP in his introductory statement pointed out that section 11 was rather voluminous owing to a large number of outputs indicated as a result of extensive amounts of extrabudgetary resources available to the Commission. While financial considerations were not of primary concern to the Committee he pointed out that the Commission's programme of work had to be accommodated within the resource constraints through decentralization efforts following the restructuring mandate that had given greater autonomy and responsibilities to the commissions. The apparent real growth of 1.4 per cent under this section related solely to non-substantive programmes, as for example the inclusion of a request for 10 Professional posts for Russian and Chinese language staff. An apparent strengthening of the Science and technology programme through the redeployment of posts from the Industrial development programme represented regularization, showing posts that had been used already to carry out science and technology activities under its proper programme heading.

212. In respect of the identification of priorities, ESCAP had tried to follow the Committee's recommendation at the programme element level. The designation of low priorities should in no way, however, imply marginality of a proposed activity. The Commission had embarked on setting up a monitoring and evaluation system.

213. As pointed out in section 11, new activities in the ESCAP work programme, as endorsed at the recent session of the Commission, could be found in the programmes relating to Development issues and policies, Environment, Industrial development, Natural resources and energy and Social development. Possible future programme implications, resulting from the United Nations Conference on New and Renewable Sources of Energy and the agreement on a convention on the Law of the Sea, would of course be taken into account by the Commission through redeployment of resources.

214. Some delegations inquired about ESCAP programme proposals under the Industrial development programme. While the proposed medium-term plan for 1980-1983 (A/33/6/Rev.1) under paragraph 17.368 indicated that no administrative reorganization was envisaged, the Committee had been informed in the introductory statement of the ESCAP representative that six Professional and four Local level posts were proposed to be redeployed from the Industrial development programme to the Science and technology programme, representing a more apparent than real strengthening of the Science and technology programme. Judging from paragraph 11.42 of section 11, it seemed that during the present biennium the staff of the posts proposed for redeployment to the Science and technology programme were working on matters related to industrial development and their transfer therefore implied a weakening of the Industrial development programme. Information was sought on the legislative mandate of the proposed changes.

215. The representative of ESCAP reiterated his position that the staff under question were currently involved with science and technology matters, even though they were located in the Industry Division. He pointed out that the Vienna Plan of Action on Science and Technology for Development had been instrumental for the decision to redeploy the posts and show them under their proper programme heading.

This redeployment did not imply a weakening of the planned activities under the Industrial development programme.

216. Delegations inquired further as to the apparent discrepancy between the medium-term plan for the period 1980-1983, referring in particular to paragraphs 17.391 and 17.403, and the programme proposals contained in section 11 of the proposed programme budget. While in the plan there seemed to be a shift of emphasis between the activities to be carried out during 1980-1981 and those to be carried out during 1982-1983, this shift in emphasis had not been reflected in the present programme proposals.

217. The representative of ESCAP indicated that, while the preparation of the proposed medium-term plan for 1980-1983 had taken place in 1977-1978, slight deviations from it reflected the more recent deliberations of the Committee on Industry that had been approved by the Commission.

218. A further question relating to paragraph 11.42 concerned the indication that approximately 87 per cent of the total professional work-months requested in 1982-1983 would be redeployed to programme elements which were still in progress from 1980-1981. One delegation inquired as to the reasons for non-implementation during the present biennium for which these activities had been initially programmed.

219. The representative of ESCAP replied that the non-implementation of a number of activities had resulted from a lower than expected level of extrabudgetary resources.

220. One delegation urged that more attention should be given under this programme to prospective planning in the state sector, training of national personnel and the promotion of co-operatives.

221. Delegations were not satisfied by the explanations provided by the ESCAP representative and concluded that the staff proposed to be redeployed from the Industrial development programme to the Science and technology programme seemed presently to be involved in the implementation of industrial development activities and their proposed redeployment would in fact result in a weakening of the Industrial development programme. The secretariat did not have a sufficient mandate for the proposed redeployment of staff. It was to be expected that the programme delivery under the Industrial development programme, which in the last programme performance report had been indicated as 60 per cent programme delivery, would continue to decrease.

222. One delegation was concerned about the low priority given to the Food and agriculture programme.

223. The representative of ESCAP explained that, owing to the constraints of zero growth applied to the budget period, ESCAP had not been able to transfer resources from other programmes within the section to this important programme. Efforts were under way to secure additional extrabudgetary resources to strengthen this programme.

224. Several delegations pointed out that a disproportionate number of items had been classified as of high priority compared to those identified as of low priority. No priority indications at all were given under the Natural resources and energy programme.

225. The representative of ESCAP replied that the identification of high and low priorities had strictly followed the instructions, representing in each case approximately 10 per cent of the resources requested for each proposed programme. He regretted that priority indications for the natural resources and energy programme had inadvertently been omitted. This would be rectified in the final budget document which would be presented to the General Assembly.

226. Several delegations inquired about the redeployment of resources for the Regional Commissions Liaison Office to section 11 presently shown under section 6 of the proposed programme budget for 1982-1983. Delegations were not sure whether the functions of the Regional Commissions Liaison Office had changed and thought that resources allocated might be excessive.

227. The representative of the Secretariat explained that, as pointed out in paragraphs 11.14 and 11.15, the Regional Commissions Liaison Office now included under section 11 was identical to that previously included under section 6. Since the liaison office was not any more confined to co-ordination only between the regional commissions and the Department of International Economic and Social Affairs, it was thought that it should be more appropriately included under one of the regional commissions. The liaison functions of the office related to all of the economic commissions, not just ESCAP. While its resource requirements had been kept under review, no reductions had been proposed in light of the importance attached to this unit by the Executive Secretaries at their last meeting, taking also into account the increasing functions of the unit during the decentralization process.

228. One delegation inquired about the legislative authority for the proposed addition of 10 Professional language posts. The necessity of such a large addition of staff was also questioned.

229. The representative of the Secretariat replied that the legislative authority for the inclusion of Chinese and Russian as official languages of the Commission dated back to Commission resolutions 152 and 153 of the thirtieth session of the Commission, in 1974. Until now these mandates had only been implemented to a limited extent and the present proposal intended to upgrade the Chinese and Russian language services to the level of service provided for the other official languages. The present proposal only provided for nuclei of staff, with only 10 posts requested, while the other two official languages were supported by 19 Professional posts.

10. Economic Commission for Latin America (section 12)

230. The Committee considered section 12 of the proposed programme budget at its 704th meeting. In his introductory statement, the representative of ECLA noted that every effort had been made to identify low and high priority activities. ECLA was a multidisciplinary commission and in the last five years had developed six new programmes: environment, water resources, science and technology, integration of women in development, transnational corporations and human settlements.

231. Programme 1 (Food and agriculture) was an example of co-operation between ECLA and FAO. Approximately 25 per cent of the resources allocated to the programme of work for the biennium 1980-1981 had been released for new activities programmed for the biennium 1982-1983. Programme 2 (Development issues and

policies) was carried out by the Economic Development Division for subprogrammes 1, 2 and 3, the Centre for Economic Projections for subprogrammes 4 and 5, and the Latin American Institute for Planning for subprogrammes 1 to 10; approximately 6 per cent of the resources for 1980-1981 would be released. Programme 3 (Environment) was funded in part by the regular budget of the Commission and in part by extrabudgetary funds provided by the Fund of UNEP. The emphasis was on environment in relation to development. Six per cent of the resources for 1980-1981 would be released for new activities. Programme 4 (Human settlements) had very limited resources and was carried out by one Professional staff redeployed from another programme of the Commission. Programme 5 (Industrial development) offered another example of co-operation between two organizations, ECLA and UNIDO. There was also co-operation with ESCAP and with the Government of India in the field of the production of capital goods. Eight per cent of the resources for 1980-1981 would be released for new activities. Programme 6 (International trade) was carried out in co-operation with UNCTAD and UNDP; 4 per cent of the resources for 1980-1981 would be released for new activities. Programme 7 (Economic co-operation among developing countries) was carried out by the Caribbean Office of the Commission. ECLA was submitting for the first time a programme of work reflecting the support shown for the strengthening of the Caribbean Office by Economic and Social Council resolution 1980/56; 19 per cent of the resources for 1980-1981 would be released for new activities. Programme 8 (Natural resources and energy) gave priority to the energy sector; 19 per cent of the resources for 1980-1981 would be released for new activities. Programme 9 (Population) had been curtailed following a decline in extrabudgetary contributions, which explained that no resources would be released. Programme 10 (Science and technology) was a new programme and the ECLA/UNIDO Industry and Technology Division was still in the process of establishing contacts with the Centre for Science and Technology for Development and UNCTAD; 20 per cent of the resources for 1980-1981 would be released for new activities. Programme 11 (Social development and humanitarian affairs) put emphasis on the integration of women in development. Programme 12 (Statistics) aimed at providing data to member countries and to other divisions of ECLA. Programme 13 (Transport, communications and tourism) which had put emphasis on the development of infrastructure, now focused on the development of non-tariff barriers, simplification of procedures and documentation, harmonization of rules and regulations and dissemination of information; 6 per cent of the resources for 1980-1981 would be released for new activities.

232. The Committee expressed general satisfaction with the proposed programme budget of ECLA.

233. The Committee expressed appreciation at the efforts made by ECLA regarding the identification of priorities, although several delegations noted that a few programmes contained no such identification. The representative of ECLA explained that the work programme of the Commission had a multidisciplinary approach and comprised several programmes which had different priorities. Priority setting had taken place within the work programme of the Commission as a whole, not within each individual programme, in order to allow more flexibility. In setting priorities, ECLA had used a mathematical approach as well as a value judgement.

234. Responding to a query, the representative of ECLA stated that the Commission had no formal internal evaluation system since the Office for Planning and Co-ordination had only three Professional posts. There was, however, an informal

mechanism whereby the programme performance for the previous biennium was evaluated. ECLA was hoping to be able to establish in the future a permanent evaluation unit.

235. In response to an inquiry, the representative of ECLA stated that the resources redeployed to ECLA as a result of the process of decentralization amounted to one Professional post assigned to the Social development and humanitarian affairs programme and one adviser in the field of water resources. He expressed the hope that the process of decentralization would be further developed.

236. Replying to a question, the representative of ECLA indicated that the human settlements programme had not progressed as quickly as other new programmes because full agreement on it with the United Nations Centre on Human Settlements (Habitat) had not yet been reached.

237. One delegation questioned the curtailment of the population programme since extrabudgetary posts had been transferred and the Population Division had been strengthened through the redeployment of posts. The representative of ECLA stated that the posts transferred to the Population Division covered only the infrastructure necessary for executive direction and management.

238. One delegation noted the absence in programme 11 (Social development and humanitarian affairs) of activities relating to the participation of the population in the development process and the equitable distribution of national income. The representative of ECLA pointed out that the social development process was geared toward the improvement of the whole population and thus based on the full participation of the population; therefore, any social development study had a population factor. He noted that there was a very close working relationship with the Population Division.

239. In response to inquiries regarding the absence of a programme on public administration and finance, the representative of ECLA stated that the programme had been terminated in 1973 because Governments had not expressed interest in it. However, ECLA was still working in this field: advisory services were provided to the Government of Costa Rica in taxation system, and the Latin American Institute for Public Administration was training government officials. He also noted that programme Development issues and policies included in its subprogramme 3 (Public sector policy analysis); Mexico had been chosen for this study because the Mexican experience might be usefully applied to other countries and the presence of an ECLA office in Mexico made the work easier. He stated that the activity would be extended to other countries.

240. Replying to a question regarding the absence of activity concerning co-operation between ECLA and CMEA, the representative of ECLA stated that such a project had been in existence for five years and was now completed. He pointed out that programme element 2.2 (Relations with centrally planned economies) of programme 6 (International trade) included a study on trade and economic co-operation among countries of Latin America and member countries of CMEA; the programme element had been identified as being of the lowest priority because it was being completed; however, a new phase of activities in this field was being

developed. One delegation was of the opinion that activities relating to the question of co-operation between ECLA member States and the socialist States of CMEA should be assigned higher priority.

11. Economic Commission for Africa (section 13)

241. The Committee considered section 13 of the proposed programme budget at its 710th meeting.

242. The representative of ECA in his introductory statement indicated that he would focus on some of the concerns expressed by members of the Committee during their examination of other sections of the proposed programme budget, namely the proper setting of the programme, the priorities among programmes and between programme elements, co-operation between ECA and other bodies of the Organization.

243. He stated that the activities included in section 13 of the proposed programme budget reflected the work programme of the Commission as accepted by the last Conference of Ministers, held in March 1981 at Freetown, which itself was based on the Lagos Plan of Action, adopted in 1980 by the Assembly of Heads of State and Government of the OAU, as well as, the medium-term plan for the period 1980-1983. Regarding priorities, he indicated that although the member countries had requested the secretariat to pay special attention to certain sectors, all the 13 programme areas covered by the proposed programme budget were considered important by the Ministers, who had not established any priority between the programme areas. He said that the high and low priorities were not indicated for all programmes as requested by the General Assembly, but these would be indicated before the proposed programme budget was submitted to the Assembly.

244. The representative of ECA further indicated that, despite the increasing responsibility vested in the Commission and the activities that it had to undertake concurrently to implement several resolutions of the General Assembly, the request for additional posts had not been accepted; the over-all real growth rate proposed in the programme budget was, in fact, 0.6 per cent and in real terms reflected exclusively the net effect of 12 upgradings and 1 downgrading of current posts, as indicated in paragraph 13.1 of section 13.

245. With regard to co-operation with other bodies of the United Nations system, he said that ECA had established formal working arrangements with FAO, UNIDO, the United Nations Centre on Transnational Corporations and WHO. It had a joint ECA-FAO division, a joint ECA-UNIDO division, a unit of the United Nations Centre on Transnational Corporations within the International Trade and Finance Division, a WHO liaison office and a UNDP liaison office. With other regional commissions, although the only formal arrangement was the meetings of Executive Secretaries which were organized twice a year and which considered the actions required for the implementation of various mandates of the General Assembly in the commissions' sphere of activities, at the operational level, programme managers maintained good working relations with their counterparts in other regional commissions and ensured that the advice or assistance of other commissions was sought whenever necessary. To cite a few examples, ECA and ESCAP were co-operating for the promotion of trade in their regions; ECA and ECLA were collaborating in the field of manpower development and in the field of science and technology. He mentioned that these contacts were hindered by the lack of resources; the development of further co-operation implied travel of staff and that would require financial resources which were not available.

246. Some delegations expressed satisfaction with the efforts made by the secretariat to construct a programme which took into account the decisions of the General Assembly on the new International Development Strategy, on the Transport and Communications Decade in Africa and the Lagos Plan of Action, despite a near zero growth rate; they also expressed their deep concern about the very limited resources allocated to the Commission, which had been given additional responsibilities. They felt that this might reduce the efficiency of the Commission or hamper its activities.

247. A number of delegations indicated the need for setting priorities among the programme elements as requested by the General Assembly and the need for improving co-operation with other bodies of the United Nations system as well as, in particular, with other regional commissions.

248. Several delegations asked for clarification of the implementation of General Assembly resolution 32/197 on decentralization of operational activities to the commissions and the feeling of the ECA on what had been achieved in that regard. Others requested information about the working relations between ECA and the OAU, which in recent years had expanded its activities in the economic sector.

249. Some members of the Committee raised questions regarding various activities programmed for the biennium. With regard to the transport programme, it was said that output (i) of programme element 3.2 (Port management development and operation), subprogramme 3 (Maritime and coastal shipping) had been achieved by UNCTAD and should be deleted. Under Executive direction and management it was stated that programme element 1.1 (Assistance to Multinational Programming and Operational Centres (MULPOCs)) had already been carried out for the Tangiers MULPOC.

250. While one delegation considered that activities programmed under programme element 2.1 (Civil aviation) of the programme Transport could be better performed by ICAO, which had over-all responsibility in this sector, and suggested that the resources should instead be utilized for the growing needs in the field of land transport, another delegation felt however, that the Fifth Air Traffic Freedom was not given due consideration in that subprogramme. It was also stated that the Transport programme did not take into account the recommendations of the Conference of Ministers of Transport of the African region (held in March 1981) which included the fixed-link between Africa and Europe through the Straits of Gibraltar, and the programme of action for the first phase of the Transport and Communications Decade in Africa (E/1979/77, part V).

251. One delegation raised the problem of co-operation between ECA and the member countries of CMEA and considered that this should be covered in the programme budget.

252. One delegation felt that under the programme Social development and humanitarian affairs, the title of subprogramme 3, "Integration of women in development", should be amended to read "Advancement of women", which described better the activities covered under the subprogramme.

253. In reply to questions raised by members of the Committee, the representative of ECA stated that he shared the concern of members of the Committee that additional resources would allow ECA to better meet the needs of the region and perform better the tasks required of it. He further explained that co-operation between ECA and OAU had been going on for many years; many resolutions of the Commission as well as of OAU had called for more co-operation between the Secretary-General of OAU and the Executive Secretary of ECA. The two had regular formal meetings. At the operational level a joint ECA/OAU Committee met regularly to discuss activities carried out in the economic sector. For example, a common document was now being prepared on the implementation of the Lagos Plan of Action for the next meeting of heads of State.

254. Concerning the question of decentralization of activities, the representative of ECA said that the implementation process had not gone as far as was expected, despite several meetings held on the subject in the last two years. The issue was a delicate one, but with more discussions and a better analysis of the activities required to arrive at a certain level and quality of output, taking into account the capability of the regional commissions, it was expected that progress would be made in that regard.

255. Concerning the air transport sector, the representative of ECA said that the activities programmed should be examined in connexion with General Assembly resolution 33/197 of 29 January 1979 on the Transport and Communications Decade in Africa, which gave specific responsibility to ECA as the lead agency for the Decade. However, ECA would implement the projects with the necessary co-operation of the executing agencies of the United Nations.

256. The representative of ECA further stated that he had taken note of the suggestions made for increasing the co-operation between ECA and CMEA, which would be communicated to the Executive Secretary of ECA. He also said that he had taken note of the proposal to amend the title of the subprogramme 3 under the programme Social development and humanitarian affairs from "Integration of women in development" to "Advancement of women". The representative of ECA stated that section 13 had been established prior to the Conference of Ministers for Transport and Communications in Africa (Addis Ababa, March 1981). This document would be updated.

257. Finally, concerning the possibilities of duplication in respect of activities already carried out, he assured the Committee that ECA would not duplicate any already existing study.

258. One delegation expressed concern about the staff requirement under Executive direction and management, a total of 30 Professionals. That was more than the 28 Professionals requested under Food and agriculture (18 Professionals), Education, training, labour, management and employment (7 Professionals) and Human settlements (3 Professionals). The Committee felt that the possibility should be explored of analysing the technical assistance programmes which were included in section 24 and identifying activities which could more appropriately be carried out at the regional level with a view to transferring these activities and the related resources, if possible, to the regional commissions.

259. The representative of ECA indicated that under Executive direction and management the following other units dealing with specific areas of substance were included: Economic Co-operation Office, Office of the Secretary of the Commission,

Policy Programme Co-ordination Office and Technical Assistance Co-ordination and Operations Office which manage the African Trust Funds, the UNDP assistance funds and bilateral assistance.

12. Economic Commission for Western Asia (section 14)

260. The Committee considered section 14 of the proposed programme budget, concerning the Economic Commission for Western Asia, at its 705th meeting, on 21 May 1981. In his introductory statement the representative of ECWA made a number of observations concerning the particular situation of ECWA. He mentioned the severe limits imposed by a zero real growth programme budget at a time when ECWA was called upon to undertake new tasks and additional activities. ECWA attached therefore great importance to the continuous process of decentralization. The ECWA secretariat did undertake a serious effort to identify a number of marginal activities and also to assign highest and lowest priorities to the programme elements in the proposed programme budget. He drew the attention of the Committee to the need for strengthening intersecretariat co-operation among regional commissions and to the special position of ECWA in that regard.

261. Members of the Committee raised questions as to whether there were institutional arrangements for co-ordination among regional commissions. The Committee was informed that there were regular meetings of the Executive Secretaries and that other meetings at the working level were held as needed.

13. United Nations Conference on Trade and Development (section 15)

262. The Committee considered section 15 of the proposed programme budget at its 703rd and 704th meetings.

263. The Acting Deputy Secretary-General of UNCTAD in his introductory statement informed the Committee that the Working Party of the Trade and Development Board on the medium-term plan and the programme budget had reviewed section 15 of the proposed programme budget at its third session. The Working Party had found the presentation satisfactory and its report (TD/B/WP/L.6 and Add.1-5) was submitted as additional information to facilitate the Committee's deliberations. The secretariat had to take into account the uncertainties inherent in the process of intergovernmental negotiations when translating legislative mandates into specific activities. As far as the setting of priorities for programmes of UNCTAD was concerned as well as the identification of activities that were obsolete, of marginal usefulness or ineffective, the Working Party had been requested to guide the secretariat but had been unable to arrive at a consensus. With respect to the programme on manufactures and semi-manufactures, the UNCTAD secretariat had taken action on the Committee's recommendation resulting from its evaluation of the programme. Detailed responses to these recommendations could be found in the note by the Secretariat (E/AC.51/1981/4).

264. Several delegations, while expressing their appreciation for the improved presentation, expressed dissatisfaction that the UNCTAD secretariat had been unable to set priorities and identify obsolete, marginally useful or ineffective activities. The reasons given by the representative of the secretariat for its non-compliance were deemed unacceptable. The secretariat should have submitted proposals for priorities in order to facilitate the deliberations of intergovernmental bodies.

265. The UNCTAD representative stated that the secretariat would co-operate with the ad hoc group of high-level officials established by the Secretary-General to conduct a special review of the 1982-1983 proposed programme budget in providing it with the necessary material and information. Some broad indication on priorities at the highest level had been given in the introductory statement of the Secretary-General of UNCTAD to the UNCTAD Working Party. Apart from a general understanding concerning the major priority areas such as commodity prices and earnings, the problem of protectionism and structural adjustment, the area of money and finance, and economic co-operation among developing countries and least developed countries, the member States had not arrived at a consensus on specific priority settings.

266. Some delegations observed that, while they understood that the work programme of UNCTAD was based on broad legislative mandates, in several instances the secretariat had applied too wide an interpretation and proposed activities in expectation of future and more specific legislative mandates.

267. The representative of the secretariat replied that this condition was in most cases a result of the fact that increasing portions of the work of UNCTAD related to ongoing negotiations where the precise outcome and conclusion of work was not predictable.

(a) Programme 1. Money, finance and development

268. While several delegations thought that the programme was well organized and supported its orientation, other delegations were of the opinion that UNCTAD was not the proper forum for programme elements 1.4 (Debt problems of developing countries) and 3.3 (Quantitative analysis relating to debt management), areas which instead were the concern of IMF and the World Bank. Furthermore, UNCTAD had omitted any mention of arrangements regarding consultations with these institutions. Other members of the Committee thought that UNCTAD had been concerned with the external debt problems of developing countries since the fourth session of the Conference, held at Nairobi in 1976, and that work of UNCTAD in this field was both relevant and important. They pointed out that the mandate of UNCTAD in this respect was quite clear. Since UNCTAD had developed guidelines in this area, it should be expected to follow up on them.

269. Regarding the involvement of UNCTAD in international monetary issues (programme element 1.5) and interrelationships among trade, development, money and finance, while some members of the Committee thought that UNCTAD should not address itself to these issues, others felt that UNCTAD had sufficient mandates to carry out such activities. Furthermore, several of these subjects were interrelated and UNCTAD should play a role.

270. One delegation inquired whether any duplication of work with the Department for International Economic and Social Affairs existed in regard to the preparation of the World Economic Outlook (programme element 3.1). Another delegation was of the opinion that this activity should be shown under subprogramme 2 (Interrelationships among trade, development, money and finance and contribution to the International Development Strategy). Other delegations expressed their satisfaction and saw no duplication since the work of the Department was a survey based on a broad model, while work of UNCTAD concentrated on the short- and medium-term future, especially of the developing countries.

271. Some delegations inquired about co-ordination arrangements with ECE, which was also active in the field of interrelations among trade, development, money and finance.

272. A further concern of some members was the use of consultants, for example for programme elements 1.1 (General review and monitoring of policy measures to increase the flow of financial resources from developed countries to developing countries), 1.3 (Measures contributing to the evolution of an effective system of international financial co-operation) and 1.4 (Debt problems of developing countries), since they were of the opinion that the UNCTAD secretariat should be able to deal with the above matters out of permanent staff expertise; and one delegation was interested to know how many studies would be prepared by UNCTAD staff and how many studies would be prepared by consultants.

273. It was explained by the representative of UNCTAD that the work carried out with respect to debt problems of developing countries adhered strictly to the mandates given by the Board in resolutions 165 (S-IX) and 222 (XXI). Moreover, technical assistance on debt problems was provided upon specific request of debtor countries. Activities were co-ordinated with IMF and the World Bank in the context of an agreement reached between the heads of the three organizations. In regard to monetary questions UNCTAD, in response to UNCTAD resolution 128 (V) and General Assembly resolutions 34/196 and 35/60, would address itself to the longer-term view of questions on specific issues. As far as the possible duplication with the World Economic Outlook of the Department of International Economic and Social Affairs was concerned, the analyses were complementary and UNCTAD output was more issue oriented and based on a longer time-frame. While output of the Department was a survey, UNCTAD work was more analytical and development-oriented. Concerning the question of using consultants' expertise for some aspects of UNCTAD work programme, planned activities under this programme represented a field of great technical complexity and additional financial and legal expertise would be required. A complete list of requested consultancies was made available to the Committee.

(b) Programme 2. Commodities

274. Several delegations sought clarification regarding the inclusion of the Integrated Programme for Commodities into the commodities programme in response to Conference resolution 124 (V), section IV, paragraph 2. They were of the opinion that the failure to include the ad hoc posts related to the Programme as recurrent requirements distorted the budget estimates in respect of the calculation of real growth rates. Accepting the activities of the Programme as those of a continuing process, the accounting anomaly should be regularized.

275. The representative of UNCTAD replied that in an operational sense the ad hoc work carried out under the Programme was fully integrated into the UNCTAD work programme and the presentation of staff resources as either temporary assistance or established posts was an accounting matter and not one of substance.

276. One delegation inquired as to how practical it was to envisage so many meetings under programme element 1.1 (Consultations, negotiations and follow-up action on commodities not covered by existing international commodity agreements) and was interested to know the reasons for the increase in the number of meetings.

277. The representative of UNCTAD explained that Conference resolution 124 (V) had accorded greater urgency to the negotiations process and the secretariat was making

every effort to speed it up as more technical papers were becoming available. In addition, section III of resolution 124 (V) had added a new dimension to the complex of questions by including the field of processing and marketing.

(c) Programme 3. Manufactures and semi-manufactures

278. The Committee based its discussion of this programme on the relevant parts of section 15 of the proposed programme budget and the note by the secretariat on the implementation of the recommendations of CPC on the UNCTAD and UNIDO programmes of manufactures (E/AC.51/1981/4).

279. While some delegations agreed that the UNCTAD work programme followed recent mandates and supported the implementation of it, some other delegations stated that UNCTAD had interpreted its mandate too broadly by planning to carry out activities on non-governmental barriers to trade and protectionism.

280. The representative of UNCTAD replied that planned activities relating to non-tariff barriers were based on the mandate given in Conference resolution 96 (IV).

281. In respect to the generalized system of preferences, the Committee supported the importance given to the technical assistance component and inquired as to the latest status of funding by UNDP.

282. A representative of UNDP responded that through its interregional programme, UNDP had played a critical role in the support of the technical co-operation activities in the area of the generalized system of preferences since 1972. The first phase of this support had lasted until April 1977. It had been followed by a second phase, financed on a more modest scale, until the end of 1978. It had been since extended on a yearly basis for 1979 and 1980. After having been involved with the system for almost a decade, UNDP decided in late 1980 that its assistance should be phased out, agreeing to a final extension of the project through 1981.

283. One delegation stated that under programme element 1.5 (Analysis of developments in international trade arising from the implementation of the results of the multinational trade negotiations), provision should be made for an investigation relating to the evaluation of the implementation of agreements adopted during the last round of GATT multilateral trade negotiations. That delegation also believed that a separate subprogramme should be added to this programme on protectionism and discrimination in international trade.

284. Some delegations addressing themselves to the UNCTAD response to the recommendations by the Committee following the report on the evaluation of the manufactures and semi-manufactures programmes, found the answers provided in document E/AC.51/1981/4 inadequate. They commented in particular on the responses given to paragraphs 10, 12, 13, 18 and 19 of the evaluation report.

(d) Programme 4. Shipping, ports and multimodal transport

285. Some delegations inquired about the co-ordination arrangements between UNCTAD and the regional commissions concerning activities under this programme, in particular in regard to the Transport and Communications Decade for Africa, for which ECA had been designated as the lead agency.

286. The representative of UNCTAD stated that UNCTAD was closely co-operating with ECE, and that in regard to ECA in connexion with the Decade, UNCTAD was actively involved through the participation in the interagency co-ordinating committee for the Decade. Co-operation with ECLA centred around the area of multimodal transport and, in the case of ESCAP, co-operation was pursued in the field of shippers' interests.

287. One delegation stated that in its opinion UNCTAD was interpreting its mandate too broadly under programme elements 3.1 (Research and policy studies) and 3.2 (Review of activities in the field of multimodal transport).

(e) Programme 5. Transfer of technology

288. One delegation inquired whether the UNCTAD Working Party on the medium-term plan and the programme budget had deleted any elements under this programme. The representative explained that the matter had not come up during the Working Party's deliberations and no element had been deleted; however, the document had been updated with respect to the Code of Conduct on Transfer of Technology.

289. Several delegations sought information regarding UNCTAD programme co-ordination with the Centre on Science and Technology for Development, especially in relation to activities proposed under programme elements 2.1 (Technology policy and planning), 2.2 (Transfer and development of technology in individual sectors and critical areas) and 2.3 (Studies and reports on special aspects of the transfer and development of technology). One delegation inquired also whether activities planned under output (ii) of programme element 1.2, Industrial property did not duplicate work carried out by WIPO.

290. The representative of UNCTAD explained that the activities mentioned were being co-ordinated with the Centre on Science and Technology for Development and that activities under programme element 1.2 were to be carried out on the basis of the specific mandate contained in Conference resolution 101 (V), as endorsed by the Committee on the Transfer of Technology in its resolution 14 (III) and would not duplicate WIPO activities.

291. One delegation suggested that the technical and specialized expertise required to carry out programme element 2.2 should be provided by UNIDO instead of by consultants.

(f) Programme 6. Economic co-operation among developing countries

292. Several delegations expressed their support for this programme, although differing opinions were expressed regarding the priority to be granted to programme element 2.2 (Multinational production enterprises).

293. One delegation sought information as to how priorities were determined under programme element 3.2 (Technical and substantive support to meetings). The representative of UNCTAD indicated that the Committee on Economic Co-operation among Developing Countries had decided on four priority areas at its first session.

294. Some delegations inquired whether the principle of universality for participation in intergovernmental meetings would be upheld and requested that all reports of meetings be made available to all delegations. They also expressed

concern over the interpretation of mandates in respect of the servicing of meetings by regional groups.

295. One delegation stated that the mandate for servicing the meetings of regional groups was contained in a specific General Assembly resolution and continued to be valid.

296. The representative of UNCTAD explained that with respect to the distribution of documentation it was following the relevant rules and regulations requesting circulation of reports of intergovernmental meetings to all members. Reports of regional meetings were not universally distributed. He referred to the discussion of the Working Party on this matter (TD/B/WP/L.6, para. 110).

297. The Committee was in agreement that the official documents prepared for intergovernmental meetings of limited membership would be distributed or made available, as appropriate, to all Member States, in accordance with the established rules of the United Nations.

298. One delegation remarked that regional complementarity should exist under this programme in respect to UNCTAD and the activities of the regional commissions. The representative indicated that an institutional mechanism to this end was being worked out.

299. Some delegations inquired about the justification for subprogramme 5 (Interagency co-ordination). It was felt that no separate subprogramme was necessary and activities contained under this subprogramme should be included under subprogramme 6 (Programme planning and management).

300. The representative of UNCTAD explained that the distinction between subprogrammes 5 and 6 had been made to reflect the role of UNCTAD as a lead agency in this matter.

(g) Programme 7. Trade among countries having different economic and social systems

301. One delegation inquired why the servicing of an expert group meeting was planned under programme element 1.2 (Ways and means of promoting trade), since no such activity was mentioned in the relevant section of the medium-term plan (A/33/6/Rev.1). It also inquired under what authorization subprogramme 3 (Programme planning and management) had been included.

302. Regarding the substantive servicing of an expert group, the representative of UNCTAD replied that, for budgetary planning purposes, resources had been set aside pending possible decision by the Trade and Development Board to call for such an expert group. In regard to subprogramme 3, it was explained that each of the substantive programmes of UNCTAD contained a subprogramme on programme planning and management in order to identify resources required for the over-all direction of substantive activities.

303. Another delegation stated that reference to General Assembly resolution 1995 (XIX) should be made as supplementary legislative authority for subprogramme 1 (Expansion of all trade flows among countries having different economic and social systems).

(h) Programme 8. Least developed, land-locked and island developing countries

304. The Committee noted that in light of the preliminary nature of the programme proposals contained in this programme, as explained in paragraph 15.67 of section 15, there was no basis for a detailed discussion at this time.

(i) Programme 9. Insurance

305. The Committee did not discuss this programme in detail.

(j) Programme 10. Trade facilitation

306. The Committee did not discuss this programme in detail.

14. International Trade Centre (section 16)

307. The Committee considered section 16 of the proposed programme budget at its 704th meeting, on 20 May.

308. The Director of the Budget Division, in his introductory statement, indicated that the Centre's regular budget resources were financed jointly by the United Nations and GATT. He stated that the document before the Committee related only to the United Nations share of the Centre's regular budget. The detailed budget for the Centre, prepared by its Executive Director, was subject to review by the GATT Committee on Budget, Finance and Administration and the Contracting Parties of GATT, and by the Advisory Committee on Administrative and Budgetary Questions and the General Assembly.

309. The main function of the Centre was to help developing countries to improve their international trade performance through export expansion and diversification and increased economy and efficiency in import procurement. The Centre was involved with the following areas of activity:

- (a) Institutional infrastructure at the national level;
- (b) Export market development;
- (c) Specialized national trade promotion services;
- (d) Multinational trade promotion;
- (e) Import operations and techniques;
- (f) Manpower development for trade promotion;
- (g) Special programme of technical co-operation with the least developed countries;
- (h) Trade promotion oriented to rural development;
- (i) Technical co-operation with national chambers of commerce;
- (j) Follow-up action on the multilateral trade negotiations.

310. The Committee did not discuss this section in any detail.

15. United Nations Industrial Development Organization (section 17)

311. The Committee considered section 17 of the proposed programme budget at its 711th and 712th meetings, on 27 May. In conjunction with its consideration of section 17, the Committee considered the relevant part of the note by the Secretariat on the implementation of the recommendations of CPC on the UNCTAD and UNIDO programmes of manufactures (E/AC.51/1981/4).

312. In his introductory statement, the representative of UNIDO drew the attention of the Committee to the various mandates, including the Lima Declaration and Plan of Action, in particular to the role assigned to UNIDO in promoting accelerated industrialization of the developing countries to achieve at least 25 per cent share in the total world production by the year 2000; the establishment and continuation of the system of consultations; and investment promotion activities of UNIDO. The representative of UNIDO gave his view that during the two biennia, since the adoption of the Lima Plan of Action, the gap between the resources required to implement the new programmes and the strengthening of existing ones and the actual resources made available had continued to increase. The secretariat had established the new programmes and strengthened existing ones through increased productivity and internal redeployment. If additional resources were not made available in the 1982-1983 biennium, UNIDO might not be able to fully implement all of its mandates, in particular the delivery of technical assistance which, according to present indications, might increase if the commensurate regular budgetary resources were made available.

313. Several delegations stressed that CPC was not the appropriate forum for requesting additional resources. Even if it had been, an appeal for resources additional to those sought by the Secretary-General in his budget proposals appeared to be inconsistent with established procedures. One delegation stated that the appropriate place for the Executive Director of UNIDO to have presented his request for additional resources would have been to the Secretary-General during his preparation of the proposed programme budget and that, following the formulation and presentation of the proposed programme budget, no further request should be made.

314. Several other delegations however, believed that it was a fiction to pretend that the Secretary-General spoke with one voice. The Secretary-General's decision to propose a zero real growth programme budget, which was not based on any intergovernmental legislative mandate, had been imposed on programme managers who had specific legislative mandates to carry out. It was inevitable that the latter would face difficulties in responding to these conflicting directives.

315. In the review of section 17 of the proposed programme budget, several delegations inquired about the results of the discussion of the Industrial Development Board with respect to: (a) the expansion in the 1982-1983 biennium of the system of consultations in the wood-processing and products industry and the textile and wearing apparel industry; (b) programme element 1.4 (Study on mechanisms for mobilizing additional external financial resources for the industrialization of developing countries) of the programme Executive direction and management and (c) programme element 4.2 (Establishment of an industrial project preparation facility) of the programme Industrial operations.

316. Some delegations raised questions about the results of the first system of consultations on the food-processing industry and the capital goods industry; the doubling of the cost of the system of consultations with no apparent increase in output; the increasing cost of consultancy in the system of consultations and their funding from the regular budget rather than from extrabudgetary resources or voluntary funds. Some delegations resolutely objected to financing the system of consultations from the United Nations regular budget.

317. One delegation questioned the stated inability of UNIDO to implement the recommendation calling for strengthening of aspects of the system of consultations through a redeployment of resources within the organization. It believed that if resources for new posts were necessary for carrying out the mandate, this should have been brought to the attention of the intergovernmental body through the medium of the proposed programme budget, which reflected no such request. This delegation further questioned the nature of redeployment of posts described in paragraph 17.27, asking why, in view of the strong recommendation by the Committee, a P-4 post had been transferred to the development and formulation of technical assistance projects rather than to the subprogramme dealing with the system of consultations.

318. Some delegations considered that the system of consultations should be evaluated and felt that there should be no increase in this activity before such an evaluation had taken place.

319. One delegation was of the opinion that UNIDO was departing from its original mandate and was now mainly involved in activities connected with transnational corporations which were channelling private capital to developing countries.

320. Several delegations raised questions about the orientation of UNIDO activities with respect to the Industrial Development Decade for Africa. These delegations considered that the activities shown in section 17 of the proposed programme budget appeared to contain an increased proportion of research activities, while what was needed was fewer research activities and greater emphasis on channelling of resources to the field for specific operational activities.

321. Questions were raised regarding the low level of funding for subprogramme 3 (Co-operation among developing countries for industrialization) of the programme Policy co-ordination in view of the importance attached to this activity by the developing countries.

322. Delegations also questioned the division of work between UNIDO operational activities in section 17 and its activities in section 24 of the proposed programme budget (Regular programme of technical co-operation), and stressed the need to avoid duplication.

323. Several delegations noted that the issue confronting UNIDO was not the lack of resources, as stated by the secretariat, since extrabudgetary resources showed a substantial increase for the 1982-1983 biennium over the 1980-1981 biennium. The problem was rather how to improve the efficiency of UNIDO operational activities. Previous evaluation reports by the JIU and other units highlighted this problem.

324. One delegation noted that UNIDO had failed to designate programme elements of highest and lowest priority for each programme as requested by the General Assembly and had not provided time-limited objectives for a number of programme elements which clearly should have such objectives.

325. The representative of UNIDO informed the Committee that the Lima Declaration and Plan of Action, the New Delhi Plan of Action and General Assembly resolution 35/66 had emphasized that all measures should be taken to accelerate the industrialization of developing countries. The utilization of certain mechanisms for channelling massive flows of resources to the developing countries was an integral and essential factor in accelerating the industrialization process. Furthermore, these mechanisms, as opposed to current established machinery, would ensure an equitable balance between both partners in economic relations. The role of UNIDO in the creation of the mechanisms was neutral; UNIDO was not seeking the control of the machinery to be created. Upon the completion of the study for such a mechanism, UNIDO activity would cease unless it received a new mandate.

326. He informed the Committee that, since the Industrial Development Board was still in session, its decisions had not yet been finalized with respect to the extension of the system of consultations to include the wood and textile industries. Similarly, the Industrial Development Board had not yet taken a decision on the study of mechanisms for mobilizing additional external financial resources for the industrialization of developing countries.

327. He stated that the cost of the system of consultations had not doubled but had increased owing to the increased cost of preparing for the consultations, which included the preparation of world-wide studies, the review of these studies by expert groups, the increased emphasis on regional participation in the preparatory process for the system of consultations, the cost of the consultations themselves and, finally, extending the system of consultations to other sectors. Since the system of consultations was a regular activity of UNIDO, the Committee was informed that its full cost should be borne by the regular budget rather than by voluntary funds or extrabudgetary resources. In the past, regular budget resources had not kept pace with mandates received. Consequently, extrabudgetary resources were utilized for the activities of the system of consultations. In some instances, certain Governments had volunteered to act as host for some of the meetings connected with the system of consultations. The Committee was informed that the system of consultations which had been established less than four years ago could be evaluated from a political point of view on the basis of whether member countries were receiving the benefits envisaged. The system of consultations could be considered a success if an agreement could be reached on a model contract from which developing countries would derive substantial benefits and furthermore if it established a fair economic partnership. It was in this context that the expenditure of resources could be justified. Activities contained in section 24 of the proposed programme budget on technical co-operation and the programmes contained in section 17 were thoroughly integrated. The technical co-operation activities contained in section 24 consisted of a number of activities financed from several sources including UNDP, the largest source of funds, the United Nations Industrial Development Fund and other voluntary funds. Some of these activities were technical co-operation field projects, regional advisers and other joint activities with the regional commissions.

328. The representative of UNIDO also informed the Committee that, with respect to the Industrial Development Decade for Africa, UNIDO, OAU and ECA had established a joint committee which would consider proposals for implementing a number of industrial activities in Africa in accordance with the Lagos Plan of Action. In addition, UNIDO had also begun a number of activities including studies and research on the inventory of industrial facilities in several least developed countries of Africa in accordance with the New Delhi Declaration and Plan of Action. UNIDO recognized the need to channel more resources to field operation

projects but the resources utilized for undertaking studies and research were derived from the regular budget and thus could not be deployed on technical assistance projects.

329. Questions were also raised regarding apparent duplication of work with the Department of International Economic and Social Affairs with respect to studies on energy, and with UNESCO, ILO and other organizations, with respect to social aspects of industrialization. Several delegations strongly supported UNIDO activities on the social aspects of industrialization and the preparation of studies on this subject.

330. The representative of UNIDO stated that the UNIDO secretariat had informed the Industrial Development Board at its current session of the role played by UNESCO, ILO and other organizations with respect to the social aspects of industrialization and had requested for guidance from the Board in the formulation of activities in this area. The Board had not yet taken a decision. While it was difficult to state categorically that there was no duplication of work, machinery had been established at several levels, including directors' meetings and meetings of heads of organizations, to ensure co-operation, harmonization and elimination of possible areas of duplication. For instance, close contacts had been maintained with UNCTAD, ILO, UNEP and other agencies with respect to activities of UNIDO which had a bearing on the activities of these organizations. In some instances, joint programmes between UNIDO and other agencies had been undertaken.

331. In response to a question, the representative of the Budget Division stated that tables 17.7 and 17.8 in section 17 were technical requirements necessary for the reconciliation of the total resources allocated to the major programme. Table 17.7 had shown no request for resources in the 1982-1983 biennium owing to the fact that a general conference of UNIDO was held every three years and would occur in every other biennium. It was necessary, for accounting purposes, to show the entire cost of the Industrial Development Board and its permanent committee for each biennium since both bodies met regularly.

332. One delegation stated that table 17.7 should only be shown in the performance report and that table 17.8 should appear in a different section of the programme budget.

333. Inquiries were made concerning the use of regular budget resources for the Senior Industrial Development Field Advisers since their activities were mainly of a technical co-operation nature. One delegation stated that travel for Advisers should be deleted from paragraph 17.33. Several delegations expressed concern that, even though the number of advisers would increase by the start of the biennium and would require substantial international travel, including travel to one general conference and two to four regional conferences of advisers, there had been no increase over the previous biennium in resources for their activities.

334. Clarification was requested regarding the increase of 11.6 per cent, totalling in excess of \$1 million, for administration and common services while the substantive programme, particularly industrial studies and research, showed a decline of \$1,403,000. It was felt that this decrease in resources for the industrial studies and research programme was not reflected in the designation of highest and lowest priority.

335. The representative of UNIDO stated that the increase in administration and common services was not substantive in nature but reflected the transfer of the share of general temporary assistance from industrial studies and research to administration and common services, the transfer of the management of library services, redeployment within the secretariat resulting in the transfer to the Office of the Executive Director of the financial activities of over-all concern to all the programmes and, finally, the elimination of certain costs related to activities no longer necessary.

336. The Assistant Secretary-General for Programme Planning and Co-ordination outlined the scope and direction of the follow-up evaluation study of the technical co-operation activities of UNIDO. He stated that in the division of responsibilities for the study care had been taken to implement the Committee's decisions of 1980.

337. The representative of UNDP indicated the importance that organization attached to this study and informed the Committee that UNDP would be devoting substantial resources to the undertaking.

338. Several delegations expressed support for the approach outlined by the Assistant Secretary-General and reconfirmed their approval of the scope and procedures for the evaluation study proposed in the note by the Secretariat (E/AC.51/1981/4). In the approach outlined by the Assistant Secretary-General, the study would have three objectives: (a) to evaluate effectiveness and impact of selected individual projects, (b) to review project-level experience relating to selected issues, and (c) to assess performance of the project system, including effectiveness of co-ordination among various organizations of the United Nations system. It would also have as its central unifying theme production and delivery of food, including food production, processing and packaging; metal products; fertilizers and petrochemicals. It was intended that the project would be carried out in three phases, including desk reviews of individual projects, in-country studies undertaken with the participation of host country experts and, finally, synthesis and review.

16. United Nations Environment Programme (section 18)

339. The Committee considered section 18 of the proposed programme budget at its 698th meeting.

340. The Assistant Secretary-General for Programme Planning and Co-ordination indicated in his introductory statement that the structure of the UNEP programme had not changed from 1980-1981. One distinct characteristic of the environment programme had been the structure of its programme element; in some cases, some of the elements like elements 1.4 (GEMS (Global Environmental Monitoring System)) and 3.2 (Tropical woodlands and forest ecosystems) had in themselves been very major areas of activity, while in some other elements the structure of the element has been multi-faceted - being composed of several similar projects geared towards a given output. These characteristics had made it very difficult for UNEP to indicate priorities at the programme element level.

341. Some delegations questioned the use of consultants to prepare the work programme of UNEP and the report of the United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) as mentioned in paragraphs 18.24 and 18.29. The Committee was informed that consultants were hired to draft the system-wide medium-term environment programme, not merely the work programme of UNEP. The report of UNSCEAR was very technical and exceeded 1,000 pages; the two professionals servicing the UNSCEAR secretariat could not undertake the preparation of such a report. Hence the use of consultants had been necessary.

342. One delegation inquired about the description of obsolete activities deleted from the budget of the previous biennium.

343. The Assistant Secretary-General for Programme Planning and Co-ordination stated that UNEP was funded in part by its Fund so it was quite difficult to determine if some activities apparently deleted had not been in fact transferred to the programme components funded by extrabudgetary funds.

344. Responding to a question from a delegation regarding the absence of priorities at the programme element level, the Assistant Secretary-General reiterated that UNEP could not comply closely with the budgetary instruction requirements because of its structure; programme elements represented a broad level of activities and were comprised in most cases of numerous outputs. It had therefore not been possible to assign high or low priority to a single programme element since the various outputs within a given programme element had different levels of priority.

345. The same delegation suggested that the Committee should urge the Secretary-General not to accept any budget proposal which did not give an indication of highest and lowest priorities.

346. In answer to a question regarding the co-ordination between the regular budget resources and the extrabudgetary resources provided by the UNEP Fund, the Assistant Secretary-General indicated that the matter would be the object of a thorough review by the Governing Council at its 1981 session.

347. In response to inquiries from several delegations the Assistant Secretary-General assured the Committee that there was no duplication of work between the

Environmental Co-ordination Units which had been set up within the regional commissions and the offices of the regional representatives of UNEP. The representative of UNEP added that the main task of the Environmental Co-ordination Units was to ensure that the programme of activities of the regional commissions included a component relating to environment when necessary; the task of the regional representatives of UNEP was to co-ordinate UNEP global projects at the regional level. The Governing Council intended to review the matter at its 1982 session. It was noted that the Environmental Co-ordination Units were funded by extrabudgetary resources, whereas the regional representatives offices were funded in part by the regular budget and in part by extrabudgetary resources.

348. One delegation suggested that the Committee request for its 1982 session a document setting out in detail the distribution of tasks between the Units and the regional commissions; this would enable the Committee to make recommendations on the matter to the Economic and Social Council.

349. On the question of co-ordination of activities relating to environment at the system-wide level, the representative of UNEP indicated that there was no duplication or overlapping. The role of UNEP was to catalyze various sectors and to instill an awareness of environmental issues in other programmes, for example health and industry; but UNEP itself did not implement those activities. He noted that UNEP held an annual meeting with representatives of the specialized agencies.

350. The Assistant Secretary-General added that the role of UNEP was to conduct discussions within the United Nations system to increase environmental components, avoid overlapping and reinforce environmental activities of the agencies.

351. In reply to a question, he stated that the specialized agency concerned with the International Drinking Water Supply and Sanitation Decade was WHO. The matter of water for agricultural production was dealt with by FAO. UNEP supported the environmental activities of those two organizations. He noted that UNEP had only one professional assigned to its programme element 3.5 (Water) and thus could hardly undertake activities such as building a dam.

352. The representative of UNEP, responding to further questions on co-operation, indicated that joint programming exercises were held between UNEP and the Ocean Economics and Technology Branch of the Department of International Economic and Social Affairs as well as the Sea and Ocean Affairs Section within the Department of Political and Security Council Affairs to ensure that there was no overlapping between UNEP subprogramme 5 (Oceans) and the activities of those units. Joint programming exercises were also held with UNDR0 to avoid duplication of work with regard to UNEP subprogramme 7 (Natural disasters). A meeting between UNEP and the various agencies concerned had reached an agreement on UNEP responsibilities in the field of natural disasters. UNEP had received a specific mandate regarding geophysical disasters and the limitation of the environmental consequences of disasters.

353. In response to a question regarding the legislative authority for the studies and activities relating to tropical forest ecosystems mentioned in the environment programme under programme elements 1.2 (Assessment of basic human needs in relation to outer limits) and 3.2 (Tropical woodlands and forest ecosystems) and for programme element 9.1 (Environmental law), the representative of UNEP noted that those activities resulted from decisions taken in the last four years by the Governing Council.

17. United Nations Centre for Human Settlements (Habitat) (section 19)

354. The Committee considered section 19 of the proposed programme budget at its 704th meeting.

355. In his introductory statement the representative of the Centre stated that activities of the Centre had been organized into six substantive subprogrammes in accordance with the six objectives originally identified by the United Nations Conference on Human Settlements. The Centre had worked closely with the regional commissions and UNEP in developing its programme of work, and joint programming exercises had been conducted in 1980 and 1981. The priorities established by the Commission on Human Settlements had been fully incorporated into the proposed programme budget; at the subprogramme level, the Commission had decided to place priority on subprogramme 3 (Shelter, infrastructure and services).

356. Regarding decentralization, he noted that the Centre had redeployed a total of eight Professional and four General Service posts to ECA, ECLA, ECWA and ESCAP; also, the Centre had funded a number of projects and activities in each of the regional commissions.

357. In response to an inquiry, he assured the Committee that the Centre had no intention of establishing regional offices as had been done in the case of UNEP.

358. Some delegations stated that the presentation of the activities of the Centre was not satisfactory; there appeared to be some confusion between objectives and means, in particular in subprogrammes 1 (Settlement policies and strategies) and 2 (Settlement planning), which should be combined. The representative of the Centre stated that the merging of the two subprogrammes would lead to a false sense of economy since no fewer activities would be undertaken.

359. One delegation commented on the absence of priority setting within some subprogrammes, and other representatives inquired about the criteria used by the Centre in the setting of priorities. The representative of the Centre noted that the criteria used had been set by the Commission on Human Settlements in its resolution 2/1. Priorities had been set at the programme level and between programme elements throughout the entire programme.

360. In response to an inquiry, the representative of the Centre stated that the allocation of budgetary and extrabudgetary resources between various subprogrammes reflected the will of Governments as both collectively and individually expressed.

361. Some delegations questioned the use of consultants, in particular for the preparation of reports under programme elements 1.2 (National and regional assessment of national settlement policy), 1.3 (Global settlements analysis and system-wide policy formulation, co-ordination and co-operation), 3.5 (Mobilization of financial resources for the provision of shelter, infrastructure and services to the urban and rural poor), and 4.2 (Research on land management).

362. The representative of the Centre explained that Habitat had a very small secretariat. The Centre had tried to carry out a survey solely on the basis of a questionnaire; but it had also been necessary to utilize the services of consultants.

363. In response to inquiries, the representative of the Centre assured the Committee that there was full co-ordination on the working level with UNEP, UNIDO, the regional commissions, FAO and UNESCO. Duplication of activities was only apparent and in the case of UNEP resulted from a double counting of the output relating to environmental guidelines, which were to be produced by Habitat with UNEP financial resources.

364. Several delegations noted that many outputs in the programme of work were publications and inquired whether the Centre had taken measures to ensure that they reached the intended users and whether the Centre made use of other publications already existing. The representative of the Centre indicated that evaluation was a major concern of Habitat and that one component of the publications would be a tear-sheet which would enable information to be gathered regarding the users. He assured the Committee that Habitat surveyed existing information before undertaking a study or a publication. He informed the Committee that the average number of copies for circulation of a publication was 800.

365. Regarding the activities described under subprogramme 3 (Shelter, infrastructure and services), programme element 3.4, output (iii), the representative of the Centre stated that the concern of Habitat was limited to the transportation of low-income population residing in slums, squatters and rural settlements to their place of employment and to the linkage between those settlements and major cities. He noted that those activities had just been launched and were supported by only one Professional post.

366. Replying to a question, the representative of the Centre stated that special attention would be paid to the strengthening of indigenous building materials and to the strengthening of the local construction sector. He added that Habitat had made an important contribution to the work of ECA in that field.

18. International Drug Control (section 20)

367. The Committee considered section 20 of the proposed programme budget at its 698th meeting, on 15 May. The representative of the Office of Financial Services indicated to the Committee that, as reported in paragraph 20.7, the subprogrammes as described in the medium-term plan for 1980-1983 and in the 1980-1981 programme budget had been considerably reformulated as a result of recommendations of JIU in its report on the organization and management of the United Nations drug control organs (JIU/REP/78/6). The former subprogramme 5 (Operations) had ceased to function as a separate subprogramme effective as at 1 August 1979. Subprogramme 2 (Drug demand and information) and subprogramme 3 (Eradication of illicit drug traffic) were merged under a single subprogramme 3 (Supply and demand reduction). As a result of these changes the new programme structure was as follows:

Subprogramme 1: Treaty implementation and Commission secretariat services

Subprogramme 2: Narcotics laboratory

Subprogramme 3: Supply and demand reduction

Subprogramme 4: Programme planning, co-ordination and information services

368. The above-mentioned reorganization was agreed to by the Commission on Narcotic Drugs at its twenty-ninth session (2-11 February 1981) in the context of the review of the draft medium-term plan for the period 1984-1989 (E/CN.7/666).

369. Criticism was expressed by delegations on the lack of designation of programme elements with highest and lowest priority. There was general agreement that, despite the recognized difficulty of identifying such programme elements in a small programme such as international drug control, it was still incumbent upon the Secretariat to indicate such designations. The Secretariat was requested to identify, without exception, programme elements representing 10 per cent of the total programme resources as having highest priority and 10 per cent as having lowest priority.

370. It was agreed that the identification of a programme element as having the lowest priority in the programme did not mean that it fell into the category of being obsolete, ineffective or of marginal usefulness. In the event that new tasks with high priority were to be mandated by the General Assembly later on the possibility of either postponing the implementation or dropping such a programme element from the programme budget would be considered with a view to redeploying resources thereby saved to the new priority tasks.

371. Questions were asked as to why the programme of action recommended by the Commission on Narcotic Drugs at its twenty-ninth session was not included in the programme budget proposals for 1982-1983. The representative of the Secretary-General responded that at the present time, the programme was still a proposal and did not constitute legislative authority. It would be transmitted by the Economic and Social Council to the General Assembly for consideration at the thirty-sixth session.

19. Office of the United Nations High Commissioner for Refugees (section 21)

372. The Committee considered section 21 of the proposed programme budget at its 698th meeting.

373. The representative of the High Commissioner, in his introductory statement, said that the activities of the High Commissioner under the terms of the statute of his Office were essentially of a responsive nature as new situations arose and the Office could not realistically programme its activities (except to some extent in the field of international protection) more than one year in advance. The number, dimensions and complexity of refugee problems within the competence of UNHCR had continued to grow. As a result of major new situations and of the aggravation of major existing refugee problems, annual expenditure had increased more than five times in the past five years. He pointed out that the High Commissioner was called upon to protect and assist refugees wherever and whenever there was a need and that therefore it was hardly possible for him to establish priorities. Nor did the High Commissioner feel that any of the essential activities defined in the statute of his Office could be considered as having been completed or as being obsolete, of marginal usefulness or ineffective. On the contrary, the vast majority of the functions the High Commissioner was called upon to perform were at present financed from voluntary funds. (In 1980 the contribution of the United Nations regular budget represented less than 3 per cent of the total UNHCR budget. In 1970 it was 27.5 per cent. In the past decade the regular budget contribution had increased only four times, whereas the total needs for protection and assistance of refugees had increased 40 times.) He went on to say that a survey was under way, conducted jointly by the Secretary-General and the High Commissioner, on the question of the distribution of staff expenditures between the regular budget and the voluntary funds and that the results would be reported on by the Secretary-General to the General Assembly.

374. One delegation expressed dissatisfaction with the format of section 21. Although the impossibility of programming material assistance to refugees on a long-term basis was recognized, it was unacceptable that the programme of activities related to international protection, in particular the ones outlined in paragraph 21.19, were not broken down by programme element and did not reflect clear priorities. This was not in line with decisions of the General Assembly. It was further pointed out that the objectives mentioned in paragraph 21.19 were too vague and time-limited. The lack of priority setting, he said, was not acceptable and he requested that the programme outline for the section be redrafted. Other delegations also emphasized the fact that there should be no exception to the requirement of setting priorities.

375. Another delegation, while stressing the great importance his Government attached to the activities of the High Commissioner for Refugees, expressed a number of reservations regarding the presentation of the proposed programme budget for the Office of the High Commissioner. He pointed out that a number of figures included in section 21 were in conflict with figures shown in the report of the High Commissioner on voluntary funds submitted to the Executive Committee at its thirty-first session. In reply to this comment the Director of the Budget explained that, as far as the regular budget data were concerned, the budget document reflected increases resulting from the first performance report for the biennium 1980-1981. These increases of course had not yet been taken into account in the preparation of the report to the Executive Committee.

376. The same delegation continued by saying that in his view the activities of the High Commissioner had grown too rapidly and that therefore the High Commissioner should be extremely cautious not to overextend his activities and not to cross the border of areas which were beyond his mandate. In this connexion, he referred to activities aimed at assisting displaced and uprooted persons. He believed that these activities were outside the scope of the High Commissioner's mandate. Furthermore, he felt that the High Commissioner should only provide emergency relief in the case of new refugee situations and should not engage himself in long-term programmes, as this could lead to duplication of activities with other United Nations agencies. In response, the representative of the High Commissioner pointed out that the High Commissioner would assist other categories of persons than refugees only if he received a specific request from the General Assembly. Although the High Commissioner did not get involved in developmental activities, it was within his mandate not only to provide emergency assistance but also to seek durable solutions to refugee problems.

377. A question was raised on the status of the plans for restructuring the Office of the High Commissioner. The Committee was informed that the matter was still under study and that undoubtedly the High Commissioner would report in due course to his Executive Committee and, if appropriate, to the General Assembly through the Advisory Committee on Administrative and Budgetary Questions. One delegation asked whether CPC would have the opportunity to review the results of the restructuring exercise. The Director of the Budget replied that the Committee itself would have to decide on whether or not to review the plan for restructuring.

378. One delegation commented that section 21 did not contain information on the results of the International Conference on Assistance to Refugees in Africa. In response, it was explained that the proposed programme budget had been prepared before the conclusion of the Conference (held on 9 and 10 April 1981) and therefore no indication was available at that time on the results of the Conference. These results were being evaluated jointly by the High Commissioner, the Secretary-General and OAU.

20. Office of the United Nations Disaster Relief Co-ordinator (section 22)

379. At its 679th (organizational) meeting, on 6 April, the Committee decided to consider the report of the Joint Inspection Unit (A/36/73) and the comments of the Secretary-General thereon (A/36/73/Add.1) in conjunction with section 22 of the proposed programme budget, concerning the Office of the United Nations Disaster Relief Co-ordinator. The Committee decided, at its 694th meeting, on 13 May, that, in addition to A/36/73 and Add.1, it would also review the summary report of the Secretary-General on international efforts to meet humanitarian needs in emergency situations (E/1981/16 and Corr.1, annex) and the relevant sections (section V and annex IV) of the annual overview report of ACC (E/1981/37 and Corr.1) concerning the strengthening of the capacity of the United Nations system to respond to emergencies, in conjunction with the Committee's consideration of section 22 of the proposed programme budget. The summary report of the Secretary-General (E/1981/16 and Corr.1, annex) was submitted to the Committee pursuant to Economic and Social Council decision 1981/132 of 6 May 1981.

380. The Committee considered the above reports at its 707th, 715th and 716th meetings, on 22 and 27 May.

(a) Introductory statements

381. At the 707th meeting, the Chairman of JIU introduced the Unit's evaluation of the Office of the United Nations Disaster Relief Co-ordinator (A/36/73). He said that the Inspectors had conducted their study in order to assess results achieved over the past decade in the light of established objectives, as a basis for improving current and future programmes. To this end the Inspectors had analysed the circumstances leading to the creation of UNDRO, and the problems encountered in applying its broad mandate and implementing its programme, particularly since the Office had been substantially strengthened in 1976. The Inspectors had also analysed internal staffing and management difficulties, and problems involved in the relationships of UNDRO with other United Nations system organizations, donor countries, disaster-prone developing countries and voluntary organizations. The Inspectors had concluded that UNDRO had had difficulties in carrying out its functions but that a variety of actions could increase its effectiveness in the future. The Chairman of JIU referred in this connexion to the increasingly important role that the United Nations system was called on to play in international disaster assistance and indicated that, in the view of the Inspectors, UNDRO could play a more significant part in this process if its role were clarified and more sharply focused on those tasks it could do best and if Member States were confident that its co-ordinative functions were producing results. The Inspectors believed that with better management of its co-ordinative functions UNDRO could do a great deal to ensure that as much relief help as possible reached developing countries. They also believed that with some improvement in its work on preparedness and prevention UNDRO could be truly effective in helping developing countries to overcome the crippling effects of disasters on their economic and social development.

382. The Director of the Office of the Director-General for Development and International Economic Co-operation introduced the comments of the Secretary-General on the JIU report (A/36/73/Add.1) at the 715th meeting of the Committee. He noted that the Secretary-General's comments had been framed within a certain perspective and had been guided by two main criteria. First, an attempt had been

made to set the role of UNDRO within the broader framework of the role of the United Nations system as a whole in disaster situations. The last decade had witnessed a considerable strengthening of the capacity of the United Nations system and its constituent units to deal with disaster relief situations, and the evolution of new institutional and functional modalities. These developments had also served to define the current potentialities of interagency co-operation within the United Nations system. Any discussion of the role and functions of UNDRO itself should take this broader dimension into account. Secondly, the Secretary-General had, within this framework, attempted to deal with the specific recommendations of the JIU on the respective roles of UNDRO and of the rest of the system in respect of each phase of disaster assistance, and to examine modalities for improved interagency co-ordination in each of these phases.

383. As far as the operations and management of UNDRO were concerned, the Secretary-General placed importance on the need to pursue the necessary action urgently, within the context of such decisions as might be taken by the General Assembly on the mandate and functions of UNDRO. Meanwhile, steps had been taken to review a number of staff/management issues within UNDRO; the Administrative Management Service had initiated a broad survey of management structures and practices; and an internal review had been initiated by UNDRO of its programme activities. The intergovernmental bodies concerned would be informed of the outcome of those internal management reviews at the earliest possible date within the course of the year. Finally, he indicated that the UNDRO programme budget submission for 1982-1983 had been prepared in the light of the existing mandate and guidelines. Should the Assembly take any decisions relative to the mandate and functions of UNDRO requiring adjustments to resources included in the 1982-1983 programme budget, a revised submission incorporating those adjustments would be put forward by the Secretary-General. He concluded by noting that the Secretary-General had been guided in his comments by the stated purpose of the JIU to strengthen UNDRO for the future, and that, to that end, an attempt had been made to examine how the elements of the JIU evaluation could be utilized to build on past experience, to correct existing inadequacies, and, above all, to initiate a process by which they could be translated into practical action for the benefit of countries stricken by disaster.

384. At the same meeting the representative of UNDRO made an introductory statement on section 22 of the proposed programme budget. He indicated that the submission was strictly based on the relevant provisions of the 1980-1983 medium-term plan and that most of the programme proposals contained therein involved a continuation of activities which were being undertaken or had been initiated during the 1980-1981 biennium. However, UNDRO expected to complete, during the forthcoming biennium, two programme elements of a non-continuing character referred to in the plan, that is, the draft of an international agreement on the provision of disaster relief, and the formulation of an international strategy for disaster prevention and mitigation. He added that the resources being requested represented a "below average" growth rate and that the proposed relative priorities for the distribution of resources for the biennium remained those indicated in the medium-term plan, that is, relief co-ordination, 60 per cent; preparedness, 30 per cent; and prevention, 10 per cent. One third of the financial requirements for the functioning of UNDRO were expected to be covered by voluntary contributions from the UNDRO Trust Fund. He concluded by noting that the programme budget proposal was based on the present functions and structures of the Office and that their submission was without prejudice to forthcoming discussion in the Economic and Social Council and the General Assembly with regard to UNDRO and related issues.

(b) Discussion

385. The Committee discussed at the outset the procedures to be followed for the consideration of this subitem. Some delegations noted that intergovernmental discussions on the mandate and functions of UNDR0 might have implications for the programme of UNDR0 for 1982-1983 and that it would, therefore, serve little purpose for the Committee to review in detail at this stage the programme budget submission. Other delegations observed that the Committee had already decided to review the submission and that the JIU report, as well as other documents, were before the Committee mostly as background to such a review. It was recognized at the same time that the limited time available would not enable the Committee to have more than a very broad discussion on the subitem. It was suggested, therefore, that, without prejudice to the above positions, it would be useful for the Committee to have a first exchange of views on the main issues involved, as they emerged from the totality of the documentation before it, including questions relating to the mandate of UNDR0, reporting, operations and co-ordinative relationships. It was generally recognized that any exchange of views on these issues at the present stage could only be of a preliminary nature.

386. As far as the mandate of UNDR0 was concerned, most delegations indicated that in their view, it did not seem necessary or desirable to revise the mandate as contained in General Assembly resolution 2816 (XXVI). Some delegations added that, with this mandate, they expected UNDR0 to concentrate on natural disasters. Others emphasized the desirability of broad, flexible terms of reference which would enable UNDR0 to provide assistance where it was most needed. It was pointed out in this connexion that if problems had been encountered in the implementation of the mandate entrusted to UNDR0 by the Assembly, the interest of Member States would be best served by management and other measures to solve those problems, rather than by a restriction of the mandate, which would leave uncovered certain situations where Member States required assistance. A few delegations, however, indicated that in their view the mandate of UNDR0 should be formally limited as recommended by JIU. Some members of the Committee also agreed with the view expressed in the Secretary-General's comments that disaster relief co-ordination, together with assistance in pre-disaster planning and preparedness, should remain at the core of the activities of UNDR0. But other delegations insisted that questions of pre-disaster planning and preparedness should be excluded from the activities of UNDR0. In this connexion, the paramount importance of a timely and systematic collection, co-ordination and dissemination of information requirements and available assistance, including on-site assessment of needs, was generally emphasized. The need to avoid a dispersal of efforts and duplication of activities, particularly in relation to research and other activities in the field of disaster prediction, prevention and control, was also generally stressed.

387. As far as the operations and composition of the Trust Fund were concerned, it was recalled by several delegations that under the Financial Rules, the Secretary-General was empowered to receive voluntary contributions for any purpose consonant with the aims and goals of the United Nations. The importance of encouraging additional resources for the affected countries, of clarifying the purposes of the various components of the Trust Fund and the need for the most effective and rational use of resources were generally noted. Some delegations indicated their opposition to any transfers of expenditures from the Trust Fund to the regular budget, which would involve additional burdens on the budget.

Several delegations also referred in this context to the amounts which the Secretary-General had the authority to draw upon from the regular budget (up to \$30,000 per disaster with an over-all limit of \$360,000 per year) for immediate relief assistance. The view was expressed that the level of resources involved, even if provided in conjunction with the like amount that might be committed for this purpose by the Administrator of UNDP, represented a minimal proportion of the total amounts which reached the stricken countries and did not help in establishing the United Nations in general, and UNDRO in particular, as an important factor in disaster relief assistance and co-ordination. It was noted, on the other hand, that those amounts, albeit limited, provided UNDRO some flexibility to initiate the most urgent actions required, pending the receipt of disaster relief supplies. Also, those amounts should not in any way be regarded as a measure of the contribution of UNDRO, which consisted in the mobilization and co-ordination, rather than direct provision of, resources and other assistance to the stricken countries.

388. As far as reporting procedures were concerned, the Committee shared the view that there was a need for strengthening intergovernmental supervision of the activities of UNDRO. Some delegations supported the JIU recommendation that UNDRO should report to the UNDP Governing Council and, through it, to the Economic and Social Council and the General Assembly. Other delegations however considered that the existing machinery, that is, the General Assembly, was sufficient to provide effective direction to UNDRO, although it would be necessary to ensure that discussions in these bodies were well prepared and based on more analytical documentation and reporting. The Committee thus welcomed the intention of the Secretary-General to ensure that the annual reports of UNDRO contained "less description of activities and more objective assessment, particularly through analysis of specific progress made and problems encountered in fulfilling the objectives established in the medium-term plan and programme budget". In addition, the Committee noted the suggestion in the Secretary-General's comments that the Economic and Social Council might wish to consider specific organizational arrangements which would enable it to devote sufficient time and attention to the consideration of such reports. As far as Secretariat reporting was concerned, members of the Committee generally shared the view expressed by the Secretary-General in his comments that it would neither be necessary nor practicable for the Director-General for Development and International Economic Co-operation to be involved in the day-to-day operations of UNDRO, as recommended by JIU in its report.

389. Turning to the management and operations of UNDRO, delegations stressed the importance they attached to a strengthening of the performance of UNDRO, so as to enable it to meet with increasing effectiveness the requirements of Member States. Some delegations felt, however, that the JIU assessment of the performance of UNDRO had not taken into sufficient account the views of recipient countries which, as the Inspectors themselves had indicated, had generally expressed satisfaction with the assistance received, while giving too much weight to the views from other, often unspecified "quarters". They also felt that the performance of UNDRO, especially in its early years, had been hampered by lack of resources. Several delegations noted that management initiatives were within the purview of the Secretary-General and expressed the hope that intergovernmental bodies would, in due course, be informed of the results of the management reviews currently under way.

390. The Committee also had a brief exchange of views on arrangements for improving interagency co-ordination in this area in the light of the suggestions of JIU and the comments thereon by the Secretary-General. The primary importance of effective co-ordination at the country level, taking into account the important responsibilities of the resident co-ordinator, was generally stressed. Some delegations also supported the establishment of interagency co-ordination arrangements at the Headquarters level to advise on joint assessment missions and to provide support to relief operations in the field.

391. Turning to the ACC conclusions on the strengthening of the capacity of the United Nations system for responding to major emergencies of exceptional magnitude and complexity, several delegations questioned the appropriateness of ACC taking "decisions" on such matters without reference to the appropriate intergovernmental bodies. One delegation pointed out, however, that the conclusions of ACC had been reached within the framework of existing legislative guidelines and that it was the prerogative of ACC to make the necessary intersecretariat arrangements for the effective co-ordination of activities mandated by Member States. In response to a question concerning the implications of the ACC decision for the mandate of UNDRRO, it was explained that the decision related solely to "exceptional" emergency situations, and was without prejudice to existing mandates. Several delegations insisted that ACC had no mandate to adopt any decisions on a matter which was subject to consideration and decision by the Economic and Social Council and the General Assembly. The relationship between ACC arrangements in general and UNDRRO would have to be further explored in the light of intergovernmental decisions relating to the mandate and functions of UNDRRO.

21. Human rights (section 23)

392. The Committee considered section 23 of the proposed programme budget at its 697th and 698th meetings, on 15 May 1981. In his introductory statement, the Director of the Division of Human Rights, after general remarks, described the work involved under each of the four subprogrammes which make up the programme.

393. It was pointed out that the activities of the human rights programme had increased considerably during the last few years. As an illustration it was noted that the number of meetings serviced by the Division of Human Rights had increased from about 200 in 1975 to over 400 in 1980. Some delegations mentioned that the increase in the Division's workload had not been followed by a consequential strengthening of its permanent staff. In this connexion the Committee was informed that the report of the Secretary-General on the services of the Secretariat concerned with human rights under General Assembly resolution 34/47 was still under preparation.

394. In response to an observation that consultants were engaged to do work which could be done by staff members, it was pointed out that preparation of annual lists of banks, transnational corporations and other organizations assisting the racist régime in South Africa involved the drafting of detailed company profiles for which expertise was not available in the Division. The work on the updating of the publication United Nations Action in the Field of Human Rights was also of a specialized nature. It required a scholarly approach by an outside expert equipped with the orientation of potential users such as academics and non-governmental organizations.

395. One delegation cautioned against the use of the expression "good offices" in this section of the proposed programme budget, since it had a very precise meaning in international law. In addition, "fact finding missions" and "investigative bodies" were deemed to be open to different interpretations and should therefore be used very specifically.

396. It was pointed out that the phrase "good offices" was used in respect of the Secretary-General. The Division was responsible for preparing briefs and background information for the use of the Secretary-General in cases where his good offices were to be used in connexion with human rights matters. It was also explained that the phrases "fact-finding" and "investigation" were interchangeably used in the sense of collecting data for the purpose of studying human rights situations as requested by the various policy-making organs. This interchangeable use of the phrases was not accepted by one delegation who also stated that the Secretariat should take these observations into account when preparing new documents.

397. The question of defraying the expenses of the members of the Human Rights Committee by the States Parties to the International Covenant on Civil and Political Rights rather than through the regular budget was raised, and the Committee was informed that a change in the current financial arrangements could only be made if the relevant provisions to the Covenant were altered.

398. Delegations welcomed the decision to discontinue activities that had become obsolete and were informed that some other activities presently appearing in the proposed programme budget but discontinued as a result of recent decisions of the Economic and Social Council could not have been taken into account at the time when the proposed programme budget was prepared. The representative of the Secretary-General informed the Committee that the savings resulting from the discontinuation of these activities and the costs arising from the addition of new programme elements by the Council would be brought to the attention of the General Assembly in the context of revised estimates.

399. In response to a question on the status of the United Nations Trust Fund for Chile, it was explained that the Fund had not so far been formally terminated. The Commission on Human Rights and the Economic and Social Council had recommended to the General Assembly the establishment of a trust fund which would widen the scope of the Trust Fund for Chile.

400. With regard to the lowest priority shown for Research and studies under subprogramme 2 (Standard-setting, research, studies and prevention of discrimination), a question was raised as to whether this was an internal decision by the Division or a decision of an intergovernmental body.

401. It was explained that, in the absence of directives given by policy organs, the indication of priorities regarding programme elements was a difficult choice for the secretariat. The human rights programme was wide and priorities of Member States were different. While research and studies were important, it was felt that certain studies were not action-oriented or were duplicating one another or could be undertaken elsewhere, for example by academic institutions. It was felt by one delegation that Research and studies under subprogramme 2 should be accorded a somewhat higher priority.

402. One delegation asked the Director of the Division of Human Rights to provide clarifications about his statement that the "non-recurrent" treatment of certain programme elements under consideration created some difficulties in their implementation. In the view of the delegation, such programme elements responding to abnormal and emergency situations should terminate when the activities mandated had been completed. The Director responded that those "non-recurrent" activities fell within the purview of the special procedures and that, although he would welcome it, if human rights conditions would justify the termination of such activities, some among them had acquired a quasi-permanent nature and therefore were renewed on an annual basis by the competent organs. He further indicated that, because of the nature of the situations involved, it would be better if a permanent infrastructure were established, to better deal with those situations; that would avoid lack of continuity in the implementation and delays in obtaining the necessary funding.

403. As to whether there was optimum utilization of resources or whether overlapping did not in fact occur among certain programme activities undertaken by the Division of Human Rights, the Centre against Apartheid and the United Nations Centre on Transnational Corporations, the representative of the Secretariat pointed out that it was necessary for different units of the Secretariat to work on issues in which Member States were interested and this could possibly result in overlapping beyond the control of the Secretariat.

22. Regular programme of technical co-operation (section 24)

404. The Committee considered section 24 of the proposed programme budget at its 701st meeting.

405. The Director of the Budget Division in his introductory statement outlined the nature of section 24 of the proposed programme budget, under its three major headings: sectoral advisory services; regional and subregional advisory services; and industrial development.

406. The Committee's consideration focused upon the following points: guidelines for the use of regular programme resources; relation of the regular programme to objectives of the new International Development Strategy; site of implementation of activities as between Headquarters and the field; division of labour among organizational entities; and the nature of work in the fields of natural resources and energy.

407. The Director of the Policies and Resources Planning Division, Department of Technical Co-operation for Development, explained that the Governing Council of UNDP and the Industrial Development Board were the main bodies responsible for setting guidelines for the regular programme. The Secretary-General then made use of these resources in response to requests by Governments, taking into account global priorities enunciated by the General Assembly and other intergovernmental bodies. As for the International Development Strategy, the Department of Technical Co-operation for Development, as the principal operational arm of the Secretariat, made use of regular programme resources to assist at the country level in building the institutional capabilities of developing countries and to undertake preliminary efforts which might be followed up on a larger scale with funds from the UNDP and other sources.

408. As to the site of implementation of activities, the short-term advisory services, field projects and training provided under the regular programme were by their nature

field activities. He stressed the fact that interregional advisers were expected to spend most of their time on mission to requesting countries. In the context of General Assembly resolution 32/197, on the restructuring of the economic and social sectors of the United Nations, the Department had engaged in consultations with the regional commissions, as a result of which five advisory posts were decentralized from the Department's share of the regular programme, one to each regional commission, as a supplement to their existing resources.

409. As for the division of labour among organizational entities, separate programmes of work were carried out by the regional commissions and UNIDO under the portions of the regular programme allocated to them. Under the heading of sectoral advisory services, activities would be undertaken by the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs, the Division of Human Rights, the United Nations Centre on Human Settlements (Habitat) and UNCTAD. The only area in which a mutuality of work existed was in preparations for the United Nations Conference on the Least-Developed Countries. In the fields of natural resources and energy, one important area of the Department's work under the regular programme, in response to General Assembly resolution 34/201, was the undertaking of missions to help assess the financial requirements of developing countries for exploration of natural resources. The Department had also engaged in preparatory work for the United Nations Conference on New and Renewable Sources of Energy.

410. The representative of ECA, speaking on behalf of all the regional commissions, agreed with the representative of the Department that the portion (A) on sectoral advisory services was for work conducted at the field level. However, within component A.I (Short-term advisory services), he expressed the belief of the regional commissions that the interregional advisory services involved could be decentralized and carried out by the commissions instead of the other organizational entities currently responsible for these.

411. One delegation agreed that there was room for more decentralization for the activities and in addition asked that more attention be given to priority-setting and evaluation in the use of the programme.

412. Another delegation felt that it was not sufficient to decentralize resources to the regional commissions, but that it was necessary to decentralize the responsibilities for the implementation of programmes.

413. Another delegation was of the opinion that the Secretary-General had considerable discretion in the use of regular programme funds, unlike those of the indicative planning figures (IPF) available under UNDP. He felt that greater attention should be given to the questions of who set priorities and who decided on the actual use of regular programme funds.

414. To better determine the nature of advisory services available, one delegation suggested that it would be helpful to have available a staffing table of the interregional and regional/subregional advisers, by sector and by level, together with indication of the proportion of time they spent on mission in the field. A second delegation, while accepting the representative's explanation regarding the field location of activities, agreed that figures on advisory staff availability and the use of their time would be worth while.

415. The Committee devoted considerable attention to the format of the text of section 24, which included proposals for activities in the 1982-1983 biennium and descriptions of continuing work and work completed in the 1980-1981 biennium. Some delegations felt that references to work undertaken in the previous biennium should be deleted, as this constituted more of a performance report on the past rather than proposals for the future. Other delegations felt that it was useful to maintain references to such work as a guide to the types of work which might be undertaken in the future in response to government requests. Other delegations felt that if the references to earlier work were to be kept an introductory statement should be inserted to explain why this was being done. The Chairman commented that presentation of the proposed budget document was the responsibility of the Secretary-General. The role of CPC was to express its views on this presentation which could be reflected in proposals for suggested modifications, to be included in its report.

416. During the discussion in the Fifth Committee of the General Assembly of the proposed programme budget for the biennium 1980-1981 several delegations had expressed the view that information somewhat fuller than that given in previous biennia would be useful. For that reason data on specific past activities were accordingly included in the proposed programme budget for the biennium 1982-1983 to provide a guide to the type of work undertaken and which might be anticipated in future requests. Views expressed by the Committee on the question of format would serve as a guide to the Secretariat in the preparation of this programme budget section in the future. One delegation expressed his satisfaction regarding the improved text of section 24.

23. International Court of Justice (section 25)

417. The Committee considered this section at its 698th meeting, on 15 May. The Director of the Budget Division made an introductory statement in which he indicated that budget of the Court was submitted to the General Assembly; that its workload was difficult to foresee and formulate in a programmatic context almost three years in advance. The work programme of the International Court of Justice depended on the contingent cases submitted by external bodies as they arose. Consequently, the programmatic narrative of the budget of the Court was limited to the description of its functions.

418. A question was also raised as to why priorities were not identified in that section. But as a result of the discussion which ensued it was generally accepted that, while as a principle all the activities should be presented programmatically, the International Court of Justice should be considered as an exception in view of the reactive nature of the Court activities.

24. Legal activities (section 26)

419. The Committee considered section 26 of the programme budget at its 699th meeting, on 18 May. The representative of the Office of Legal Affairs in his introductory statement said that the activities of the Office were largely of a service nature and consequently priority-setting could not be established for activities such as those in programme 1 (Upholding, strengthening and unifying the rule of law in the affairs of the United Nations (Office of the Legal Counsel, Office of Legal Affairs)) and programme 4 (Conduct of the general legal work of the United Nations and development of specialized branches of law (General Legal Division, Office of Legal Affairs)). As far as the activities in other programmes

were concerned their priority was established by the General Assembly on the basis of recommendations by the competent intergovernmental bodies and the Secretariat was not in a position to set different priorities for them.

420. Criticism was nevertheless expressed on the lack of priority-setting in this programme. The Committee could not agree that all programme activities were of equal importance. Relative priorities should have been indicated.

421. Questions were raised as to the mandate for activities such as those in programme elements 2.3 (International liability for injurious consequences arising out of acts not prohibited by international law), 2.5 (Jurisdictional immunities of States and their property) and 2.6 (Status of the diplomatic courier and the diplomatic bag not accompanied by diplomatic courier) of the International Law Commission, programme element 1.5 (UNCITRAL law library) of the International Trade Law Branch and output (viii) (Substantive servicing of the Ad Hoc Committee on International Terrorism in 1983) of programme element 1.1 (Substantive servicing of meetings) of the Codification Division.

422. The representative of the Office of Legal Affairs explained that the mandate for programme elements 2.3, 2.5 and 2.6 was given by the General Assembly on the basis of recommendations contained in the report 23/ of the International Law Commission to the Assembly at its thirty-fifth session (General Assembly resolution 35/163). As for programme element 1.5 (UNCITRAL law library), it was explained that the relocation to Vienna of the International Trade Law Branch necessitated the establishment of an UNCITRAL law library. The Assembly recognized this and in its resolution 35/51 requested the Secretary-General to earmark out of the funds allocated to the common library of the Vienna International Centre such an amount as would be necessary for the maintenance of the UNICTRAL law library.

423. Information was provided to the Committee in response to questions concerning the status of the Repertory of Practice of United Nations Organs.

25. Public information (section 27)

424. The Committee considered section 27 of the proposed programme budget at its 699th and 700th meetings, on 18 May.

425. In his introductory statement, the representative of the Department of Public Information stated that the proposed programme budget section was based on the 1980-1983 medium-term plan and subsequent General Assembly resolutions, particularly 33/115, 34/182 and 35/201, the last of which established specific priorities for the Department. The Department's work was divided into four subprogrammes: coverage, information-in-depth, dissemination and system-wide co-operation. The representative stated that it was not practical to establish priorities among many programme elements, because the Department was, to a major extent, a service Department and the establishment of priorities among service activities would prejudice priorities of the substantive programmes of other units.

426. In spite of this explanation, criticism was expressed concerning the fact that no indication of high or low priorities was contained in section 27. The Committee

23/ Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 10 (A/35/10).

felt that there should be no exception and that the Department should propose priorities for consideration by the Committee.

427. As regards co-ordination, the representative of the Department said that there were two formal mechanisms: the Joint United Nations Information Committee (JUNIC) and the Thematic Task Forces. JUNIC, which was a subsidiary of ACC, brought together Directors of information departments of the United Nations system for consultations and harmonization of public information approaches and activities, including wherever possible, the pooling of resources. JUNIC reports were submitted to the Committee on Information.

428. The Committee felt that there was a need to improve co-ordination in the field of public information. It was noted, for instance, that nothing was mentioned of this matter in the part of the programme, concerning the Division for Economic and Social Information. A suggestion was made that a paper should be prepared listing critical areas for systematic co-ordination, problems and how to co-ordinate information activities.

429. Criticism was expressed by the Committee on the generally unsatisfactory presentation of information activities in the proposed programme budget. Subprogrammes should have been presented in terms of objectives rather than in terms of organizational units.

430. In response to the above criticism, the representative of the Department noted that the presentation of the programme budget was based on a format prescribed by the Budget Division and the General Assembly. He noted that changes in presentation and in the Organization's accounting system would be needed to improve the current presentation in which resource requirements were still shown by object of expenditure and by organizational units instead of by programme, subprogramme and programme element. This statement was later confirmed by the Director of the Budget Division. He stated that improving the presentation of the budget was indispensable, but that analytical accounting which had been suggested, i.e. the use of a code for collecting expenditure for each programme element, was burdensome and rather difficult to handle. He was doubtful about its usefulness. The representative of the Department stated that the presentation of future proposed programme budgets and medium-term plans in terms of objectives and along programme lines in the manner suggested by the Committee could be achieved, provided that the instructions for their preparation and the accounting system was reoriented accordingly.

431. Comments were made about the need for and functions of the Planning, Programming and Evaluation Unit which had been established in the Office of the Under-Secretary-General for Public Information in 1980. The necessity for the redeployment of a P-4 post from information centres to this unit was questioned, and the Committee wanted to know whether there were units of this kind in the other departments; and what were their exact functions vis-à-vis those of the Office of Programme Planning and Co-ordination in the Department of International Economic and Social Affairs. A question was raised as to why this Unit was not mentioned in 1980 during the consideration of the revisions of the medium-term plan for the period 1980-1983. A comment was also made that the Unit was usurping the functions of the External Relations Division, in paragraph 27.11 (c) of section 27. However, other delegations were of the view that planning for the Department should be centralized in the Planning, Programming and Evaluation Unit, including planning for the External Relations Division.

432. Comments were made on the lack of systematic and effective evaluation. One delegation believed that it would help the Department and JUNIC if a formal evaluation on public information could be undertaken.

433. The representative of the Department stated that the establishment of the Unit and its functions had been reported to the Committee on Information in 1980. The Unit was cleared by the Administrative Management Service. He outlined the functions of the Unit as follows:

(a) Monitoring the over-all implementation of resolutions and decisions on information questions adopted by United Nations deliberative bodies;

(b) Formulating the Department's work programme;

(c) Co-ordinating thematic task forces established by the Department in collaboration with substantive departments and offices;

(d) Formulating and co-ordinating the Department's plans for activities in support of major United Nations conferences, years, day and other special observances;

(e) Compiling and analysing data to measure the effectiveness and efficiency of the Department's activities.

434. The representative of the Department acknowledged that the Department was weak in evaluation but it was the intention of the Under-Secretary-General to strengthen and systemize evaluation procedures in the Department. He hoped that elaborate evaluation methodologies for public information activities would be ready by the end of the year. He said that the Department would consult very closely with the Office of Programme Planning and Co-ordination as well as the Office of Financial Services in the elaboration of its evaluation procedures. The Unit was not usurping the work of any Division. All activities of the Unit were performed in very close collaboration with all Divisions and the Executive Office. He pointed out that there had been no complaint from any section of the Department about the work of the Unit.

435. The Director of the Budget Division explained that there was no duplication. The Assistant Secretary-General, Office of Programme Planning and Co-ordination, confirmed that in the economic and social sectors also much of the evaluation work had to be decentralized to programme managers in the departments. The Evaluation Unit in his Office concentrated on establishing frameworks for evaluation. What should remain the responsibility of his Office was the in-depth evaluation undertaken in specific selected areas.

436. In response to a question as to whether country-level and regional information activities were integrated in the medium-term plan, the representative of the Department stated that ideas from the United Nations Information Services at regional commissions, as well as United Nations Information Centres, would be sought and incorporated in the Department's plan for 1984-1989. He stated that these field offices were integral parts of the Department.

437. Statements were made about the priority issues listed under paragraph 27.1 and under programme element 2.2 (d) of the Press and Publications Division. One of such

issues was "peace-keeping and peace-making operations", which was omitted. The Committee felt that little attention seemed to have been given to priority issues (iv) and (v) under programme element 2.2. While specific activities had been provided in detail for the first three priority issues, nothing specific was shown under the last two issues. They should all be on a similar footing. Under the new international economic order the two booklets to be produced were shown as "untitled". Item (v) showed "information on United Nations activities in the fields of law of the sea, outer space, women, etc.". Other subjects that should have been included, such as the International Development Strategy, environment, occupied territories, etc., were left out. There was a request by one delegation to include in paragraph 27.1 a new issue entitled "Foreign occupation".

438. The representative of the Department said that there were many priority issues that could have been included in addition to those listed in paragraphs 27.1 and 27.2, but that was decided by the Committee on Information and the General Assembly, particularly in Assembly resolution 35/201. As to the omissions under programme elements under subprogramme 2 (Information in-depth), he said that it was pointless to increase the list with a zero real growth programme budget and when the Department was already having difficulties in providing adequate services for the existing tasks. In a period of zero-growth budget, it was extremely difficult to allocate funds to publicize the work of the substantive Departments, which had tended to feel that any expenditure of funds spent in support of their programmes constituted an earmarking of information funds which they were entitled to count upon each year. He referred the Committee to the amount \$617,700 (in table 27.16) proposed for booklets and leaflets for the biennium. This amount was inadequate to cover the cost of what the Department would have liked to do, in the light of the increasing demands from the Assembly.

439. The Committee did not accept the explanations given by the representative of the Department. Priorities set in General Assembly resolution 35/201 should, the Committee stated, be reflected in the Department's programme budget submission. As to the amount of money sought for programme element 2.2 of subprogramme 2 (Press and Publication Division), thought should have been given to redeployment of resources from low priority activities.

CHAPTER VI

PROVISIONAL AGENDA FOR THE TWENTY-SECOND SESSION OF THE COMMITTEE

440. Pursuant to paragraph 2, subparagraph (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 shall submit to the Council and the General Assembly for their review the provisional agenda for its twenty-second session, together with the requested documentation.

441. The twenty-second session of the Committee, to be held in 1982, will be scheduled for six weeks, as called for in its terms of reference. The major item to be considered at that session will be the proposed medium-term plan for the period 1984-1989.

442. In connexion with its consideration of its provisional agenda for the twenty-second session, 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, and General Assembly resolution 33/56 of 14 December 1978, on the control and limitation of documentation. The Committee's attention was also drawn to Assembly resolution 34/50 of 23 November 1979, entitled "Pattern of conferences", in paragraph 2 of which the Assembly approved the recommendation made by the Committee at its nineteenth session to the effect that, inter alia, Council resolutions 1979/1, 1979/41 and 1979/69 should be applied to the Assembly and its subsidiary bodies and that the Secretary-General should be requested to implement them fully. 24/

443. The Committee considered its draft provisional agenda for its twenty-second session at its 721st meeting, on 9 June. For the recommendations of the Committee, see chapter VII, para. 515.

24/ Ibid., Thirty-fourth Session, Supplement No. 38 (A/34/38), para. 303.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

A. Cross-organizational programme analysis 24a/

1. Methodologies for future cross-organizational programme analyses

444. The Committee for Programme and Co-ordination recommends that:

(a) The challenge or main problems as defined by legislative mandates should be set out;

(b) Programmes aimed at overcoming these problems should be described and analysed critically in relation to mandates;

(c) Particular points that cross-organizational programme analyses should identify include gaps, duplication and the effectiveness, or otherwise, of existing co-ordination arrangements.

2. Youth activities and their coverage 25/

445. The Committee recommends that:

(a) The following areas should be treated with a sharper focus in the future: employment, rural youth, the handicapped, refugees, equal opportunities for young men and women, education for peace, participation of youth in development, particularly at local levels, and juvenile delinquency in urban areas with reference to preventive measures.

(b) The organizations of the United Nations system should analyse the Specific Programme of Measures and Activities to be undertaken prior to and during the International Youth Year (1985), as proposed by the Advisory Committee for the International Youth Year, 26/ to determine which programmes mentioned there are already under way and which might be introduced. All interested organizations of the system should take steps, either jointly or separately, to implement the recommendations in the Programme, once it is adopted by the General Assembly.

(c) The main thrust of work should be at the national rather than the regional or global levels. The bulk of effort should continue to be undertaken at the field level rather than at Headquarters level.

(d) An integrated approach to education for peace activities as defined by relevant mandates should be adopted by the organizations of the United Nations system, encompassing activities both explicitly directed at and implicitly related to peace.

24a/ For the Committee's discussion of the subject, see chap. II.

25/ For the Committee's discussion of the subject, see chap. II, paras. 12-26. For observations and reservations by delegations, see para. 26.

26/ See A/36/215, annex, sect. IV, decision 1 (I).

3. Co-ordination, evaluation and joint planning

446. The Committee made the following recommendations.

(a) The Committee found co-ordination of activities in the field of youth to be satisfactory and existing arrangements generally adequate, although there was still room for improvement.

(b) The Committee endorsed the designation of the Centre for Social Development and Humanitarian Affairs, Department of International Economic and Social Affairs, as lead body for co-ordinating the preparatory work for and celebration of the Year.

(c) The Committee urged those organizations having youth activities periodically to evaluate these activities and, as part of the planning process, to build evaluation indicators into programmes at the time of their formulation.

(d) In pursuing a more coherent, integrated approach to youth activities, the activities proposed for the preparation and development of the Year (1985), under the slogan "participation, development, peace", corresponding to the Specific Programme of Measures and Activities to be undertaken prior to and during the International Youth Year, proposed by the Advisory Committee for the International Youth Year, should be used better to define and put into practice a common approach towards youth by the organizations of the United Nations system.

(e) The Committee believed it, however, unnecessary to go so far as to define system-wide objectives for youth; it was more important that each individual organization should have its own clear objectives and programmes in this field.

4. Feasibility of a cross-organizational programme analysis of marine affairs 27/

447. The Committee decided to consider a cross-organizational programme analysis of marine affairs at its twenty-third session, in 1983, which should be prepared according to the proposed criteria set forth in E/AC.51/1981/5, taking into account the following observations:

(a) Although it was unlikely that the new sea-bed authority would be in existence before 1983, it was understood that the cross-organizational programme analysis would include all organizations of the system existing at the time and having activities relevant to marine affairs;

(b) The cross-organizational programme analysis should analyse activities in terms of their response to the needs and priorities indicated by Governments. It was noted that a questionnaire to obtain government views regarding marine affairs was being circulated to Governments under other mandates and that the Economic and Social Council would be appraised of the results also in 1983. Those results would be taken into account in the preparation of the programme analyses;

(c) As in previous programme analyses, the analysis should include information on regular budget and extrabudgetary resources allocated and sources of funding;

27/ For the Committee's discussion of the subject see chap. II, paras. 27-29.

(d) The roles of certain non-governmental organizations significantly involved in marine affairs should briefly be identified in the analysis, although a comprehensive description of non-governmental work should not be attempted;

(e) While the cross-organizational programme analysis should attempt to identify the needs and priorities of all countries in the field, it should pay particular attention to the needs and priorities of developing countries in framing the analysis.

B. Reports of the Administrative Committee on Co-ordination 28/

1. Rural development 29/

448. The Committee generally agreed with the ACC assessment that the ACC Task Force on Rural Development had not been as successful in achieving its objectives as would have been desirable. The Committee noted that the Programme of Action of the World Conference on Agrarian Reform and Rural Development sets out a number of tasks for interagency work and that the proposed specific programme of work of the Task Force was designed to produce specific outputs of direct use to Governments within a limited time period. The Committee recommends that a new appraisal of progress in terms of concrete results achieved be presented to the Economic and Social Council, through the Committee in 1984.

2. Co-ordination of information systems 30/

449. The Committee recalled the importance that Member States attached to establishing a competent centralized means of examining proposals to create new information systems and to ensuring the compatibility of such systems. The Committee recommends that ACC review its decision 1981/3. The Committee urged ACC to ensure that the Inter-Organizational Board for Information Systems could fulfil the role envisaged for it in Economic and Social Council resolution 1889 (LVII) of 31 July 1974 and to implement the recommendations of JIU in its report (JIU/REP/78/7) on the Board. The Committee requests ACC to submit to the Council at its second regular session of 1981 the measures it advocates for enhancing the effectiveness of the co-ordination of information systems among the organs, organizations and programmes of the United Nations system.

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

450. The Committee decided to recommend to ACC that one of the items to be considered at the forthcoming Joint Meetings of CPC/ACC, to be held at Geneva on 29 and 30 June, should be the new International Development Strategy for the Third United Nations Development Decade, on the understanding that the consideration of the item should provide a frank exchange of views with the executive heads of the organizations concerned, in particular on how those organizations would implement, in specific programme terms, the recommendations addressed to them in the

28/ For the Committee's discussion of the subject, see chap. III.

29/ For the Committee's discussion of the subject, see chap. III, paras. 33-38.

30/ For the Committee's discussion of the subject, see chap. III, paras. 39-44.

International Development Strategy. In connexion with this item, the secretariat should submit to the Joint Meetings an action-oriented paper.

451. The Committee recommended that another item on the agenda should be the co-ordination of emergency assistance by the United Nations system and that all the documentation before the Committee at its current session in connexion with its discussion of the subject, with the exception of section 22 of the proposed programme budget for the biennium 1982-1983, concerning UNDR0, should be before the Joint Meetings. It was also understood by the Committee that the consideration of this item should concentrate on natural disasters, and on the managerial and not on the political aspects of the issues involved in the co-ordination of assistance.

C. Regional co-operation and development 31/

452. The Committee agreed to review the matter further at its twenty-second session, on the basis of a report containing a detailed analysis of mandates and activities of Headquarters and the regional commissions in the fields of environment and water. More generally, the Committee agreed that the Secretariat should, in the context of preparations for the proposed medium-term plan for the period 1984-1989, continue to review activities to determine whether tasks were being performed at the appropriate levels.

D. Proposed programme budget for the biennium 1982-1983

1. Criteria and method in setting programme priorities 32/

(a) Purposes, levels and procedures

453. There is no necessary relationship between the priority of activities and the volume of resources required to conduct them. Many high priority activities may require fewer resources than lower priority activities. None the less, the practical purpose of establishing priorities is to indicate which activities should have first claim on resources and which activities could, with intergovernmental agreement, be curtailed or terminated in the event that high priority activities need more resources transferred to them. The setting of priorities should facilitate the rapid, rational and efficient execution of programmes and so maximize the impact of the United Nations on the problems at which its actions are aimed.

(i) The broadest level of priority setting

454. Priorities should be set at three levels. At the broadest level the introduction to the medium-term plan, reflecting the provisions of the Charter and other authoritative international instruments referred to in paragraph 91 above, should highlight objectives and policy orientations as well as indicate trends that reflect over-all priorities. It should set out a summary of the main initiatives to be taken during the plan period. These broad indications of existing priorities and

31/ For the Committee's discussion of the subject, see chap. IV.

32/ For the Committee's discussion of the subject, see chap. V, sect. B. For observations and reservations by delegations, see paras. 100-102.

new trends at the level of the introduction to the medium-term plan, as approved by the General Assembly, will provide an over-all framework for priorities in the proposed programme budgets for the biennia covered by the plan period.

(ii) Review of planned subprogrammes for acceptability

455. A scrutiny of the detailed proposals in the medium-term plan at the subprogramme level will result, by decisions of the General Assembly, based on recommendations of the CPC, in the acceptance, curtailment, comprehensive reformulation or rejection of subprogrammes proposed in the plan. Such judgements would be based on the likely impact of the proposed subprogramme on the broad objectives and policy orientations of its major programme, as reflected in the introduction, on past experience with work in the area as assessed in programme performance reports and in-depth evaluations and on programme analysis of the ways and means proposed to achieve the subprogramme's objective.

(iii) Priorities among acceptable subprogrammes

456. Among those subprogrammes accepted and consequently to be included in the proposed programme budget, the General Assembly will indicate, on the basis of Secretariat proposals that should, whenever possible, have been reviewed by the appropriate subordinate intergovernmental body, those subprogrammes within each major programme which are of the highest and lowest priority. The highest priority subprogrammes will, if budgetary needs are demonstrated, have first claim on resources in the subsequent budgets.

(iv) Programme aspects of budget formulation

457. The introduction to the medium-term plan and the strategies of subprogrammes and priorities among them will provide respectively the over-all and detailed frameworks within which the programme budget is to be formulated.

458. As part of the programme budget formulation exercise, activities that are obsolete, of marginal usefulness or ineffective should continue to be eliminated, and the Secretary-General should continue to provide the General Assembly, through CPC, with a list of the programme elements that have not been included in the programme budget proposals because, in his judgement, they were obsolete, of marginal usefulness or ineffective.

459. In addition, the text of the programme budget must continue to identify elements within each programme representing approximately 10 per cent of the resources requested and to which the highest priority is to be assigned and elements representing approximately 10 per cent of the resources requested and to which the lowest priority is to be assigned. The Secretary-General should group the low priority programme elements included in his budget proposals into packages which, if terminated, would release one or more posts and associated resources, and should cost these packages on the assumption that some such terminations might be requested by the General Assembly to finance partially or fully the new activities added by the Assembly. Where the Assembly approves new activities subsequent to the adoption of the programme budget these could, to the extent possible, be financed from the termination of low priority programme elements. At the time of adoption of resolutions or decisions with financial implications, a statement of programme as well as financial implications should be presented to the intergovernmental body concerned. These should not be confined to those of the

additional activities required by the resolution but should also indicate the resolution's impact on and, where appropriate, modification of the continuing programme activities.

460. The time-table and procedures for the introduction of this system of priority setting should be as set out in paragraph 58 and table 7 of the Secretary-General's report (A/C.5/36/1).

(b) Scope of priority setting

(i) Within the regular budget

461. Priority setting should apply to all activities covered by programme budgetary procedures, namely, substantive activities in the political, economic, social, legal, humanitarian and public information sectors, together with common services such as conference and administrative services. This would require common services to elaborate plans, for presentation through the Committee on Conferences and the Advisory Committee on Administrative and Budgetary Questions to the General Assembly, to be included in the medium-term plan for the period 1984-1989. Such plans should provide quantitative analyses of norms and proposals for increases in productivity and the phased introduction of new technology.

(ii) Treatment of extrabudgetary resources

462. The medium-term plan and the programme narrative in the proposed programme budget should continue to describe all activities to be undertaken by the United Nations, including those to be financed partially or completely from extrabudgetary resources. In order to facilitate the planning process the Governing Boards of the main voluntary funds and through them the major donors, within the limits of their national legislation, are requested to provide the Secretary-General with as great a degree of precision as possible in their indications of the likely future volume and distribution of extrabudgetary funds.

463. Priorities established by the General Assembly are to be considered those of the international community as a whole and as such should, in principle, guide the allocation of all resources utilized by the Organization in its activities, although the formulation of individual country programmes, such as those of UNDP, would remain the prerogative of individual recipient countries in accordance with established procedures. In the case of extrabudgetary funds these statements of priority should be transmitted to all Member States and Governing Boards of voluntary funds so that they may take them into account in making their individual decisions on the level and distribution of these funds.

(c) Criteria for priority setting

464. Criteria for priority setting will vary with the level involved. At the broadest level the main criteria will derive from the contribution of the activities to the over-all objectives of the Organization as set out in the Charter and other authoritative international instruments. In the determination of which subprogrammes should be accepted, and to assist in the establishment of priorities at the subprogramme level, the criteria set out in the report of the Joint Inspection Unit (A/36/171, paras. 68-81) together with those proposed in the Secretary-General's report in priorities (A/C.5/36/1, para. 43, table 6) are to be utilized. In the determination of programme elements which are obsolete, of

marginal usefulness or ineffective, or of low priority the criteria set out in the Secretary-General's report on the identification of such activities (A/C.5/35/G/40, para. 35) are to be utilized.

(a) Structural changes

(i) Secretariat

465. The Committee recommends that the General Assembly should adopt official rules and regulations governing programme planning, the programme aspects of the budget, performance monitoring and evaluation procedures, and requests the Secretary-General to submit proposals to the Assembly at its thirty-seventh session, through CPC at its twenty-second session.

466. The Committee recommends that a central and independent unit should be made responsible within the Secretariat for monitoring the implementation of the commitments made by the Secretary-General in the programme narrative of the proposed programme budget for the delivery of output. The work of this unit should include (a) accurate determination of actual programme delivery to be reported in biennial programme performance reports and (b) a role, under official rules and regulations, in decisions involving any significant change in the intended output of a Secretariat unit. It is understood that the units responsible for implementing the programme should have some discretion to modify programme elements and output, where necessary, in the light of contingencies as they arise but that this discretion should be limited and central programming units and intergovernmental bodies must be informed and have some control over significant departures from the commitments for the delivery of output made in the budget. Where a reformulation of an entire subprogramme is contemplated some intergovernmental concurrence is necessary; CPC should be consulted on this intended change. The Secretary-General is requested, if possible in his comments on the JIU report (A/36/171), to make detailed proposals as to how the provisions of this paragraph should be effected.

467. The resources for this monitoring unit should be provided through redeployment within the existing appropriations.

468. The scope of the monitoring unit's responsibilities should apply to all activities covered by programme budgetary procedures undertaken by the United Nations, within the regular budget. The monitoring unit should have responsibility for all substantive activities in the political, economic, social, legal, humanitarian and public information sectors, and also activities in the common services sector.

(ii) Intergovernmental and expert bodies

469. The review of the programme budget must take place in a time-frame which permits CPC to examine programme aspects of the budget and to formulate recommendations on them before the Advisory Committee commences its review of the administrative and financial aspects of the budget. Where CPC recommends programme changes in the proposed programme budget the administrative and financial implications of these changes shall be incorporated in the recommendations of the Advisory Committee to the Fifth Committee. A study of the problems of timing and other related practical difficulties that might arise in implementing this recommendation will be undertaken by the Secretary-General in time for CPC and the General Assembly to consider it prior to the adoption of the medium-term plan for the period 1984-1989. This study should propose solutions to these problems including suggestions for facilitating close co-ordination between CPC and the Advisory Committee.

470. The duration of the sessions of CPC should depend on the Committee's work programme and on questions of scheduling.

471. Each chapter of the proposed medium-term plan should be submitted to the appropriate Main Committee of the General Assembly before the plan as a whole is adopted by the Assembly in plenary meeting.

(e) Report on the new system of setting priorities

472. A report on the operation of the new system of setting priorities, highlighting any problems encountered, should be submitted to the General Assembly, through CPC in 1984.

2. Proposed programme budget for the biennium 1982-1983

(a) Foreword 33/

473. The Committee concluded that it was necessary for the General Assembly to renew its instruction, contained in its resolution 32/206, that all programmes must identify programme elements representing approximately 10 per cent of the resources requested and to which the highest priority is to be assigned as well as programme elements representing approximately 10 per cent of the resources requested and to which the lowest priority is to be assigned.

474. The Committee recommends that in subsequent proposed programme budgets each section should show a detailed publications programme (man-hours, pages, date of issuance, type of printing (external or internal), languages, cost).

475. The Committee recommends that the foreword to the proposed programme budget should, in future, include a table showing, both in terms of dollars and percentage, the distribution of resources (regular budget and extrabudgetary resources) under different sectors for the following four categories of activities:

- (a) Policy-making organs;
- (b) Executive direction and management;
- (c) Programmes of activity;
- (d) Programme support.

(b) Sections 1, 4, 5A, 8, 28, 29, 30, 31 and 32 of the proposed programme budget for the biennium 1982-1983 34/

476. The Committee decided not to consider the following sections of the proposed programme budget for the biennium 1982-1983: 35/

33/ For the Committee's discussion of the subject see chap. V, paras. 103-111.

34/ For the relevant conclusions of the Committee, see the Committee's recommendations on the setting of priorities in chap. V, paras. 451-470.

35/ For the Committee's discussion of the subject see chap. V, paras. 112-118.

- Section 1 Over-all policy-making, direction and co-ordination;
- Section 4 Policy-making organs (economic and social activities);
- Section 5A Office of the Director-General for Development and International Economic Co-operation;
- Section 8 Office of Secretariat Services for Economic and Social Matters;
- Section 28 Administration, finance and management;
- Section 29 Conference and library services;
- Section 30 United Nations Bond Issue;
- Section 31 Staff assessment;
- Section 32 Construction, alteration, improvement and major maintenance of premises.

(c) Political and Security Council affairs; peace-keeping activities (section 2) 36/

477. The Committee considered that the Department itself had the expertise for which consultants were requested in paragraphs 2.18, 2.26 and 2.37 in section 2 of the proposed programme budget. The Committee therefore recommends that these requests should be rejected.

478. The Committee recommends that a review take place on the efficiency of maintaining the United Nations Supply Depot at Pisa, Italy.

479. The Committee recommends that programme element 3.4 (Conventional disarmament) and the related request for consultants should be deleted for want of legislative mandate.

480. The Committee recommends that the Department should co-ordinate its training activities with those of UNITAR.

481. The Committee recommends to the General Assembly that it should consider an evaluation of the effectiveness of disarmament studies carried out in the United Nations.

(d) Department of International Economic and Social Affairs (section 6) 37/

(i) Programme 1 - Development issues and policies

482. The Committee recommends that:

(a) The Secretary-General should supplement the output of programme element 1.1 (Perspective studies) by the following:

36/ For the Committee's discussion of the subject see chap. V, paras. 119-131. For an observation and reservations by delegations, see para. 132.

37/ For the Committee's discussion of the subject see chap. V, paras. 138-167. For the observations and reservations by delegations, see paras. 168-170.

"Preparation of an over-all socio-economic perspective of the development of the world economy up to the year 2000, with special emphasis on the period up to 1990";

(b) The Department of International Economic and Social Affairs should try in all instances not to duplicate the work carried out by UNCTAD;

(c) Requests for consultants under programme element 5.1 (World energy situation and prospects) should be deleted;

(d) Higher priority should be attached to programme elements 4.4 (Institutional innovations to lessen constraints on the development of human resources) and 6.3 (Mobilization of personal savings in developing countries).

(ii) Programme 4 - Social development and humanitarian affairs

483. The Committee recommends the deletion of programme element 2.3 (Welfare of migrant workers and their families) as duplicative of work carried out by ILO.

(iii) Programme 5 - Statistics

484. The Committee recommends that:

(a) The Economic and Social Council should request the Statistical Commission to review and evaluate the general policy of publication of statistics which are more than three years old;

(b) The programme should accurately reflect decisions of the Council on the question of technical assistance to developing countries for the development of energy statistics.

(e) Department of Technical Co-operation for Development (section 7) 5 /

485. The Committee decides to undertake at its twenty-third session an in-depth evaluation of the work of the Department of Technical Co-operation for Development.

486. The Committee recommends that:

(a) Programme element 2.3 (Informatics for development) in the programme Policies and resources planning should be deleted as a marginal activity;

(b) High priority should be given to programme element 2.4 (Standardization of definitions and terminology) in the programme Natural resources and energy.

487. During its consideration of sections 7 and 24, the Committee tried to determine what criteria had governed the allocation of the resources of the regular budget for technical co-operation. It appeared that the apportionment of technical co-operation funds among the various United Nations programmes was based essentially on historical criteria (e.g. Economic and Social Council resolution 1334 (XLVIII)). The Committee recommends the inclusion in each major programme of programme elements financed by the regular technical assistance budget. That would

38/ For the Committee's discussion of the subject, see chap. V, paras. 171-186.

indicate more clearly the programmes carried out within the framework of the Department of Technical Co-operation for Development.

488. Concerned delegations were unable to obtain a precise reply to the question of who, in fact, decided the approval of projects executed in the context of technical co-operation. The Committee recommends that the criteria determining the allocation of resources among subprogrammes and the basis for project approval and attribution should be clarified in subsequent programme budget presentations.

(f) Transnational corporations (section 9) 39/

489. The Committee recommends that:

(a) Programme element 2.2 (Corrupt practices) should be deleted for lack of legislative mandate;

(b) The costs of programme elements 1.10 (ECA/ECLA/ESCAP interregional project on transnational corporations in export-oriented industries), 1.15 (Transnational corporations in export-processing zones) and 1.17 (Operations of transnational corporations in the Pacific Island countries (1983)), should be borne by the regional commissions, since the outputs are designed exclusively for the use of the regional commissions and are not a part of the programme of research of the Centre for Transnational Corporations.

(g) Economic Commission for Europe (section 10) 40/

490. The Committee recommends the deletion of programme element 1.6 (Population issues) of the programme Development issues and policies, for lack of legislative mandate.

491. Under programme element 2.2 (Identification of all kinds of obstacles to the development of trade and steps that can be taken within ECE for reduction or progressive elimination of those obstacles) of subprogramme 2 (Removal of obstacles to intraregional trade) of programme International trade, the Committee recommends that an investigation should be made of the question of tariff and non-tariff barriers obstructing East-West trade.

492. The Committee recognizes that priorities are not well established, especially at the subprogramme level, and recommends that ECE speedily rectify this situation.

(h) Economic and Social Commission for Asia and the Pacific (section 11) 41/

493. The Committee concluded that no legislative authority existed for the transfer of personnel from the Industrial development programme to the Science and technology programme and that such a transfer would be deleterious to the work of the Industrial development programme, and recommended that it should not take place.

39/ For the Committee's discussion of the subject, see chap. V, paras. 187-198.

40/ For the Committee's discussion of the subject, see chap. V, paras. 199-209.

41/ For the Committee's discussion of the subject, see chap. V, paras. 210-229.

(i) Economic Commission for Africa (section 13) 42/

494. The Committee recommends that the transport programme of ECA should take into account the recommendations of the Conference of Ministers of Transport of the African Region, held in March 1981, which included the fixed-link between Africa and Europe through the Straits of Gibraltar and the implementation of the Programme of Action for the United Nations Transport and Communications Decade in Africa.

(j) United Nations Conference on Trade and Development (section 15) 43/

495. With regard to programme 2 (Commodities), the Committee agreed that work on the Integrated Programme for Commodities should be integrated within the Commodities Division of UNCTAD, in accordance with paragraph 2 of section IV of UNCTAD resolution 124 (V).

496. With regard to programme 3 (Manufactures and semi-manufactures), the Committee stressed again the importance it attached to the continuation of UNDP technical assistance to developing countries in the context of the work of UNCTAD on the Generalized System of Preferences.

497. The Committee agreed that, in the future, all substantive official documents prepared by the UNCTAD secretariat for intergovernmental meetings of limited membership would be distributed or made available, as appropriate, to all Member States in accordance with the established rules of the United Nations.

(k) International Trade Centre (section 16) 44/

498. The Committee found it impossible to make any comments on the programme aspects of section 16, concerning the International Trade Centre, because the section was presented without any description whatsoever of the International Trade Centre programme.

499. The Committee recommends that an addendum to section 16, presenting the International Trade Centre programme in a proper manner, should be submitted for review by the General Assembly at its thirty-sixth session.

(l) United Nations Industrial Development Organization (section 17) 45/

500. The Committee expressed support for the work done thus far on a follow-up evaluation of the technical co-operation activities of UNIDO and requested a progress report at its twenty-second session, in 1982, before the submission of the final report on the subject in 1983.

42/ For the Committee's discussion of the subject, see chap. V, paras. 241-259.

43/ For the Committee's discussion of the subject, see chap. V, paras. 262-306.

44/ For the Committee's discussion of the subject, see chap. V, paras. 307-310.

45/ For the Committee's discussion of the subject, see chap. V, paras. 311-338.

(m) United Nations Environment Programme (section 18) 46/

501. With regard to the programme Environment, the Committee recommends that:

(a) Output (b) (Technical publication on the radical transformation of tropical forest ecosystem) of programme element 1.2 (Assessment of basic human needs in relation to outer limits) of subprogramme 1 (Environmental assessment), should be deleted to avoid duplication of work;

(b) In the output of programme element 3.2 (Tropical woodlands and forest ecosystems) of subprogramme 3 (Terrestrial ecosystems), the words "plan of action for tropical forests" should be deleted and replaced by the words "programme of activities for tropical forests"; and the words "conference on tropical forests" should be deleted and replaced by the words "relevant meetings";

(c) Provision for the meeting of the ad hoc expert group under programme element 9.1 (To consider the further role of UNEP in the conservation and harmonious exploitation of shared natural resources) in paragraph 18.45 should be deleted, since the ad hoc group has already completed its work, as stated in paragraph 1 of General Assembly resolution 34/186;

(d) Programme element 9.1 (Environmental law) of subprogramme 9 (Environmental management, including environmental law) and its output should be deleted owing to the absence of a legislative mandate.

(n) United Nations Centre for Human Settlements (Habitat) (section 19) 47/

502. The Committee recommends that, because subprogrammes 1 (Settlement policies and strategies) and 2 (Settlement planning) overlap, they should be merged. Any resources which are consequently released should go towards strengthening the capacities of the regional commissions in the field of human settlements.

(o) Office of the United Nations High Commissioner for Refugees (section 21) 48/

503. The Committee recommends that the programmable portions of section 21, and especially paragraph 21.19, should be redrafted before presentation to the General Assembly, setting out precise objectives expressed in terms of time-limited outputs.

504. The Committee recommends that budgetary data in section 21 should cover all aspects of UNHCR programmes. Revisions to the document presented to the Committee should be undertaken before it is presented to the General Assembly.

(p) Human rights (section 23) 49/

505. The Committee recommends that obsolete outputs I, II, III and IV described in paragraph 23.18 of section 23 of the proposed programme budget should be deleted in accordance with the relevant decisions and resolutions adopted by the Economic and Social Council at its first regular session of 1981.

46/ For the Committee's discussion of the subject, see chap. V, paras. 339-353.

47/ For the Committee's discussion of the subject, see chap. V, paras. 354-366.

48/ For the Committee's discussion of the subject, see chap. V, paras. 372-378.

49/ For the Committee's discussion of the subject, see chap. V, paras. 392-403.

(q) Regular programme of technical co-operation (section 24) 50/

506. The Committee recommends that, if a description of past work is to be included in section 24 in coming biennia, an introductory statement giving the reasons for such inclusion should be presented in the body of the text.

507. In order to determine better the nature of advisory services available under section 24, the Committee recommends that in future programme budget submissions a staffing table of the interregional and regional/subregional advisers, by sector and by level, together with an indication of the proportion of time spent in the field, should be presented.

508. The Committee recommends that subsection 3 (Training) of part A (Sectoral advisory services) should be supplemented by the seminars, workshops and symposia to be held in socialist countries in 1982-1983.

(r) Legal activities (section 26) 51/

509. The Committee recommends the deletion of outputs (ii) to (viii) of programme element 1.1 (Substantive servicing of meetings) of subprogramme 1 (Direction and co-ordination of the process of codification and progressive development of international law; study of legal questions and elaboration of codification instruments) in paragraph 26.36, for lack of legislative mandate.

(s) Public information (section 27) 52/

510. The Committee recommends that future medium-term plan and programme budget proposals in the field of information should be presented in terms of objectives rather than in terms of organizational units.

511. A separate document on the co-ordination of information work between the Department of Public Information and all other substantive units of the Secretariat should be presented together with the Department's programme submission for the proposed medium-term plan for the period 1984-1989.

512. All priorities established by intergovernmental bodies for the Department's work, and particularly those set out in General Assembly resolution 35/201, should be fully reflected in medium-term plan and budget submissions. Priorities among programme elements should also be proposed by the Secretary-General in the future, as stipulated by Assembly resolution 32/206.

513. The Committee agreed that the Department's Planning, Programming and Evaluation Unit should carry out the work described in paragraph 27.11 of section 27.

514. The Committee requests that an in-depth evaluation on the work of the Department should be presented to the Committee at its twenty-third session, in 1983.

50/ For the Committee's discussion of the subject, see chap. V, paras. 404-416.

51/ For the Committee's discussion of the subject, see chap. V, paras. 419-423.

52/ For the Committee's discussion of the subject, see chap. V, paras. 424-439.

E. Provisional agenda for the twenty-second session
of the Committee 53/

515. 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 Assembly for their review the provisional agenda for its twenty-second session, together with the requested documentation:

Provisional agenda for the twenty-second session
of the Committee

1. Election of officers
2. Adoption of the agenda and organization of work
3. Proposed medium-term plan for the period 1984-1989

Documentation:

Proposed medium-term plan for the period 1984-1989;

Report of the Secretary-General on procedures for proposed programme budget review;

Report of the Secretary-General on the co-ordination of information work between the Department of Public Information and all other substantive units of the United Nations Secretariat;

Report of the Secretary-General on draft official rules and regulations governing programme planning, the programme aspects of the budget, performance monitoring and evaluation procedures.

4. Cross-organizational programme analysis

Documentation:

Report of the Secretary-General on the cross-organizational programme analysis of public administration and finance activities of the United Nations system;

Note by the Secretary-General on future areas for cross-organizational programme analysis.

5. Evaluation

Documentation:

Report of the Secretary-General on in-depth evaluation of the mineral resources programme of the United Nations;

53/ For the Committee's discussion of the subject, see chap. VI, paras. 440-443.

Report of the Secretary-General on progress in in-depth evaluation of the technical co-operation activities of UNIDO.

6. Regional co-operation and development

Documentation:

Report of the Secretary-General on improved distribution of tasks and activities between the regional commissions and other United Nations units, programmes and organs in the fields of environment and water.

7. Reports of the Administrative Committee on Co-ordination

Documentation:

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

8. Adoption of the report of the Committee

ANNEX I

Agenda for the twenty-first session of the Committee

1. Election of officers for 1981
2. Adoption of the agenda and organization of work
3. Cross-organizational programme analysis
4. Reports of the Administrative Committee on Co-ordination
5. Regional co-operation and development
6. Proposed programme budget for the biennium 1982-1983
7. Provisional agenda for the twenty-second session of the Committee
8. Adoption of the report of the Committee

ANNEX II

List of documents before the Committee at its twenty-first session

- A/36/6 Proposed programme budget for the biennium 1982-1983
- A/36/73 Report of the Joint Inspection Unit on the evaluation of the Office of the United Nations Disaster Relief Co-ordinator - Note by the Secretary-General
- A/36/73/Add.1 Comments of the Secretary-General on the report of the Joint Inspection Unit
- A/36/171 Report of the Joint Inspection Unit on the setting of priorities and the identification of obsolete activities in the United Nations - Note by the Secretary-General
- A/C.5/35/40 and Add.1 Identification of activities that have been completed or are obsolete, of marginal usefulness or ineffective - Report of the Secretary-General
- A/C.5/36/1 Setting explicit priorities among United Nations programmes - Report of the Secretary-General
- E/1981/16 and Corr.1 Summary report of the Secretary-General on international efforts to meet humanitarian needs in emergency situations
- E/1981/37 and Corr.1
(Section V and annex IV) Annual report of the Administrative Committee on Co-ordination for 1980-1981
- E/AC.51/1981/1 Provisional agenda
- E/AC.51/1981/1/Add.1 Report on the state of preparedness of documentation for the session
- E/AC.51/1981/2 Cross-organizational programme analysis of youth activities of the United Nations system - Report of the Secretary-General
- E/AC.51/1981/3 Distribution of tasks and responsibilities between the regional commissions and other United Nations units, programmes and organs, in the fields of water resources and the environment - Note by the Secretary-General

- E/AC.51/1981/4
Implementation of recommendations on the manufactures programme made by the Committee for Programme and Co-ordination at its twentieth session - Note by the Secretariat
- E/AC.51/1981/5
The feasibility of a cross-organizational programme analysis of marine affairs - Note by the Secretariat
- E/AC.51/1981/6
Special review of the ongoing work programme of the United Nations - Note by the Secretary-General
- E/AC.51/1981/L.1
Agenda and organization of work
- E/AC.51/1981/L.2
and Add.1 to 23
Draft report
- E/AC.51/1981/L.3
Programme budget implications contained in paragraph 5 of document A/AC.51/1981/6 - Statement submitted by the Secretary-General
- E/AC.51/1981/L.4
Programme budget implications of the recommendation contained in chapter V, paragraph 20, of the draft report of the Committee for Programme and Co-ordination (E/AC.51/1981/L.2/Add.2) - Note by the Secretary-General
- E/AC.51/1981/CRP.2
Cross-sectional review of selected programmes in the proposed 1982-1983 programme budget - Note by the Secretariat
- E/AC.51/1981/CRP.4
Question of the alternative to CORE/2: A country assistance - Note by the Secretariat
- E/AC.51/1981/CRP.5
Draft provisional agenda for the twenty-second session of the Committee for Programme and Co-ordination