

**REPORT OF THE COMMITTEE  
FOR PROGRAMME AND CO-ORDINATION  
ON THE WORK  
OF ITS EIGHTEENTH SESSION**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS: THIRTY - THIRD SESSION

SUPPLEMENT No. 38 (A/33/38)



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**UNITED NATIONS**

New York, 1978

## NOTE

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

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## ABBREVIATIONS

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Co-ordination
CESI	Centre for Economic and Social Information
CPC	Committee for Programme and Co-ordination
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
ECWA	Economic Commission for Western Asia
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ILO	International Labour Organisation
IMF	International Monetary Fund
IOB	Inter-Organization Board for Information Systems and Related Activities
JIU	Joint Inspection Unit
JUNIC	Joint United Nations Information Committee
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
UNFPA	United Nations Fund for Population Activities



ABBREVIATIONS (continued)

UNHCR	Office of the United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
UNRWA	United Nations Relief and Works Agency for Palestine Refugees
WFC	World Food Council
WFP	World Food Programme
WHO	World Health Organization
WMO	World Meteorological Organization



## CHAPTER I

### CONCLUSIONS AND RECOMMENDATIONS

#### A. Working methods and future work programme of the Committee

##### 1. Documentation

1. The Committee adopted the following resolution concerning the documentation for its future sessions (see chap. VIII, para. 315, below):

##### The Committee for Programme and Co-ordination,

Recalling that it had agreed to consider the sections of the medium-term plan for the period 1980-1983 at the second part of its eighteenth session to facilitate submission of documents to the reorganized Secretariat,

1. Deplores the unacceptable delay in the submission of documents, which in its view, has prevented the Committee from reviewing satisfactorily all sections of the plan and thus carrying out its mandate in full, and has caused the extension of its present session,

2. Recommends to the Economic and Social Council that it review for the Committee for Programme and Co-ordination during its organizational and first regular session each year the situation with respect to documentation and issue the necessary directives in order to ensure that all the required documents are available to the Committee in all the official languages of the United Nations at least six weeks before the beginning of the session of the Committee, in accordance with paragraph 4 of rule 13 of the rules of procedure of the Economic and Social Council.

##### 2. In-depth study of the planning process

2. The Committee recalled that the General Assembly, in resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system, had called for the development of co-operative and, wherever possible, joint planning in the United Nations system. In that connexion the Committee emphasized that United Nations planning efforts should be tailored to the needs of system-wide joint planning.

3. The Committee agreed that it would carry out an in-depth study of the planning process at its next session, on the basis of a report to be prepared by the Secretary-General in co-operation with the organization of the United Nations system, and a report by the Joint Inspection Unit.

### 3. Programmes to be evaluated in 1979 and 1980

4. The Committee decided to evaluate at its nineteenth session in 1979 the programme on transnational corporations. It also decided, provisionally, to evaluate the manufactures programmes and the programme on human settlements at its twentieth session in 1980, on the understanding that that decision would be reviewed at its nineteenth session.

### 4. Cross-organizational programme analyses in 1979 and 1980

5. The Committee decided that at its nineteenth session in 1979 it would carry out cross-organizational analyses of the energy programme and resume its cross-organizational programme analyses of information systems in the United Nations system of organizations. The Committee further decided, provisionally, to carry out at its twentieth session in 1980 cross-organizational analyses of rural development and of the programme in statistics on the understanding that that decision would be reviewed at its nineteenth session.

## B. Evaluation

### 1. Programming and evaluation in the United Nations <sup>1/</sup>

6. It was considered necessary to examine in greater detail the whole sequence in which the subsidiary bodies should deal with the planning and programming documents and to determine what kind of documentation was needed at each stage of the sequence and for each of the bodies involved in programme planning and the evaluation process.

7. The Committee considered that, among the three levels of planning and programming, the medium-term plan constituted the core of the system of planning, programming and budgeting in the United Nations, as it contained the objectives for the medium-term at the subprogramme level and the strategies for achieving them. It would have gained considerably in value if it had contained alternative ways of attaining the objectives, thus providing to policy-making organs a broader choice in their decisions. The Committee considered that the extension of the current planning, programming and budgeting system to the operational level should be actively pursued.

8. The Committee expressed support for an effective evaluation system in the United Nations. Evaluation was perceived by the Committee as a management tool for a broad examination of the impact of the actions of the United Nations on the problems at which those actions were aimed, and for the improvement of working methods and programme design.

9. The directions in which the Committee felt that progress in evaluation should be further striven for were summarized as follows:

- (a) Medium-term objectives should be more precise and specific;
- (b) There should be greater precision in the description of outputs;
- (c) Estimates of inputs should be more precise;

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<sup>1/</sup> For the Committee's discussion of the subject, see chap. III, paras. 120-166.

- (d) Steps should be taken to expand the use of the concept of clientele;
- (e) The difficulties in devising achievement indicators should be overcome;
- (f) Greater reliance should be placed on qualitative indicators;
- (g) There should be more versatility and flexibility in evaluation methodology;
- (h) Bearing in mind the need to co-operate with recipient countries, methods for evaluating the effectiveness of technical co-operation activities should be developed; and
- (i) Methods for ensuring the objectivity of internal evaluation reports should be explored.

10. The Committee concluded that there was agreement on the intent behind recommendation No. 1, entitled "Format of descriptions of subprogramme objectives in the medium-term plan; adoption of a system of time-limited objectives" in the report of JIU (E/1978/41 and Corr.2, chap. VII). I therefore recommend that the Secretary-General proceed with selected programmes in the economic and social sectors to try out the feasibility of the recommendation and that he submit the results of the exercise to the Committee in the presentation of the draft medium-term plan for the period 1982-1985. Following the proposals of the Secretariat on possible programmes, the Committee decided to select the following for reformulation along the lines of recommendation No. 1 of the JIU report:

Department of International Economic and Social Affairs

Population programme

Statistics programme

Department of Technical Co-operation for Development

Subprogramme 4 of the natural resources and energy programme: surveying, mapping and international co-operation in cartography.

Statistics programme

UNCTAD

Programme 2: Commodities

Programme 5: Transfer of technology

UNIDO

Programme 1: Policy co-ordination

Programme 3: Industrial operations

UNEP

Subprogramme 3: Terrestrial ecosystems

Subprogramme 5: Oceans

Subprogramme 6: Energy

Subprogramme 8: Supporting measures

Centre on Transnational Corporations

Transnational corporations programme

e 11. With regard to recommendations Nos. 2-6 (ibid.), 2/ the Committee decided to request the Secretary-General to proceed with them taking into account the specific proposals in the Secretary-General's comments (E/1978/41/Add.1) on the JIU report.

12. Considering chapter II ("The need for time-limited objectives and stages of implementation") of the report of JIU, and chapter IV, section A, of the report of the Secretary-General on programme evaluation for the period 1974-1977 (E/AC.51/91), entitled "Issue one: complexity and lack of precision of legislative authority", the Committee generally felt that, for programming purposes it would be desirable to have greater precision in the legislative mandates. In the opinion of the Committee, the Secretariat should submit to intergovernmental bodies, through CPC, proposals on obsolete programme elements with a view to their termination or the consolidation of resolutions, in accordance with General Assembly resolution 31/93. That should be done as part of the review of the legislative mandates of subprogrammes and the process of formulation of the medium-term objectives.

## 2. Recommendations concerning programmes evaluated in 1978

### (a) Ocean economics and technology 3/

13. The Committee emphasized the importance of involving users in any assessment exercise to provide feedback for the programming process.

14. The Committee expressed general satisfaction with the quality of the relevant section of the report of the Secretary-General (E/AC.51/91/Add.1 and Corr.1) and in particular its frankness, supported the approach used in the report to the consolidation of legislation and endorsed the specific suggestions contained therein.

### (b) Public administration and finance 4/

15. The Committee felt, in the light of its review of the evaluation of the programme on public administration and finance, that information on technical assistance activities of the programme (E/AC.51/93/Add.1) should be included, as had been done in the JIU report (E/1978/42 and Corr.1 and Add.1), in future evaluations of programmes with large technical co-operation components.

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2/ The JIU recommendations are:

- Recommendation No. 29: System of identifying "outputs" in programme budgets
- Recommendation No. 3: Establishment of internal work programmes in divisions
- Recommendation No. 4: Information process for ongoing programme implementation and output costing
- Recommendation No. 5: Monitoring of programme budget performance
- Recommendation No. 6: Evaluation methods and the use of built-in achievement indicators

3/ For the Committee's discussion of the subject, see chap. III, paras. 167-180.

4/ For the Committee's discussion of the subject, see chap. III, paras. 181-200. For the Committee's consideration of the proposed programme in public administration and finance in Part Two of the proposed medium-term plan for the period 1980-1983 (A/33/6(Part 22)), see chap. VIII, paras. 588-599.

16. With respect to the level of methodological sophistication achieved in the analysis of international programmes, it was agreed that the efforts of JIU represented an important step forward.

17. The Committee expressed its intention to have the over-all policies and problems in connexion with recruitment, publications and technical assistance reviewed in the near future.

18. The Committee recommended that the future thrust of the programme be more in the direction of technical assistance and, for that purpose, future research activities also be oriented in that direction so as to establish an optimum relationship between the two clusters of activities.

19. Regarding co-ordination between the programme and other organizations in the United Nations system, the Committee noted with concern that the documentation presented evidence of unsatisfactory relations in that respect with the ILO, and possibly with other agencies. The Committee agreed that it might be worth while for ACC to review the question of co-ordination between the programme and other organizations in 1979 in order to take stock of the changing situation.

20. In connexion with the question of the relationship of the non-operational aspects of the programme with those of the regional commissions, the Committee recognized that the possibilities of regionalization of the programme were limited.

(c) Social development and humanitarian affairs 5/

21. The Committee felt that the internal evaluation report (E/AC.51/91/Add.2 (Part I), Add.2 (Part II) (English only) and Add.2 (Part III) (English only)) submitted by the Centre for Social Development and Humanitarian Affairs was essentially a compilation of outputs and did not sufficiently outline the relationship between the past and future work of the Centre. The Committee was of the view that the activities of the programme were too dispersed, and required a central policy control to give the entire programme some sense of direction.

22. On the question of performance indicators, the Committee was of the view that the Centre's method of using indicators devised ex-post, did not yield a sufficiently objective result. The Committee was not satisfied with the Centre's methods for establishing priorities in its future work in the event of resource reductions.

23. The Committee considered that the report revealed much about evaluation methodology, and in particular about problems to be solved when undertaking future evaluation of programmes of comparable size and complexity.

24. The Committee noted that the internal evaluation had confirmed with respect to the programme of the Centre for Social Development and Humanitarian Affairs on programming and evaluation in the United Nations the gaps in the programming system identified by the JIU report (E/1978/41 and Corr.2). Of particular significance for future planning in the Centre were (a) the setting up of time limits for subprogramme objectives; (b) better identification of outputs to assist future monitoring and evaluation exercises; and (c) increase in the use of the concept of clientele and of indicators of achievement in subprogramme objectives.

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5/ For the Committee's discussion of the subject, see chap. III, paras. 201-235.

25. The Committee welcomed the classification of outputs by the Centre for 1974-1977 into eight categories thus permitting the identification of recommendations for improvements in identifying and satisfying the needs of users. The Committee endorsed the following findings without prejudice to the future structure of the programme of work of the United Nations in the social sector:

(i) Reports to policy-making bodies

There should be a clear distinction between reports intended exclusively for the use of United Nations legislative bodies and other users so that the studies and reports could better satisfy their needs from a global perspective. More than simply building up a more detailed mailing list, it involved the matching of appropriate programme elements and their policy reports - with the appropriate policy constituency at those levels.

(ii) Information bulletins and bibliographies

There should be a more co-ordinated approach regarding both the up-grading of format and coverage as well as better and more systematic collection, distribution and evaluation of those bulletins and bibliographies with the assistance of JUNIC and CESI at the global level, and the United Nations information centres and field offices of UNDP at the country level.

(iii) Research publications with sales numbers

The comments under (ii) above also apply to research publications.

(iv) Intergovernmental, expert group, and interagency meetings

While noting the great benefit derived by participants from the discussions at meetings of this nature co-ordinated and planned by the Centre, the agenda of future such meetings should be focused on a limited number of specific issues in accordance with the priorities established by the intergovernmental organs concerned.

(v) Grants and fellowships

The Fellowship Section should invite comments from Governments in their evaluation of the skills and experience gained by fellows. The Fellowship Programme should be better publicized with a view to its full implementation and other improvements introduced.

### C. Co-ordination

#### 1. Cross-organizational programme analyses 6/

(a) Guidelines for future analyses

26. The Committee recommended that future cross-organizational programme analyses should include, inter alia, the following:

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6/ For the Committee's discussion of the subject, see chap. IV, paras. 236-274.



(a) A condensed account of organizations' legislative interpretations of their mandates;

(b) A broad indication of the level of resources committed by organizations to the activities in question, to the nearest thousand dollars;

(c) An analysis of interorganizational problems, with alternative solutions for Governments to consider;

(d) An indication of areas where there should be joint planning and joint activities.

27. The Committee recommended that methodologies for cross-organizational programme analyses should be developed along the lines proposed by the Assistant Secretary-General for Programme Planning and Co-ordination (see chap. IV below, paras. 262-264).

28. The Committee recommended that the Director-General for Development and International Economic Co-operation should be associated in the preparation of the cross-organizational programme analyses, and that aspects that had policy implications should be prepared under his guidance.

(b) Recommendations on cross-organizational programme analyses carried out at the eighteenth session

(i) Information systems within the United Nations family 7/

29. The Committee noted that it had been able to carry out only a preliminary review of the co-ordination of activities in the area of information systems, pending the findings of JIU and the report to be issued by ACAB pursuant to General Assembly resolution 31/94 B.

30. The Committee expressed regret at the absence of even indicative, approximate cost estimates of information systems activities in the United Nations system, especially financial data regarding the CORE project (the interorganization register of programmes and projects of the United Nations system).

31. The Committee reaffirmed the importance of co-operation among organizations relating to information systems and the need for more effective co-ordination of activities with a view to minimizing duplication and ensuring maximum utilization of the total resources available to the system in that area and to achieving interchangeability of information relevant to economic and social development.

32. The Committee attached particular importance to ensuring that the information needs of international institutions were not the only criterion of relevance in designing information systems. The needs of users at the national level were an even more important criterion. In that context the Committee recalled General Assembly resolution 32/178 on the establishment of a network for the exchange of technological information and the industrial and technological information bank.

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7/ For the Committee's discussion of the subject, see chap. IV, paras. 238-256.

33. The Committee noted the wide variety in the usefulness of the information systems being developed by the organizations of the United Nations family. It recommended that the less successful systems should be phased out, while those that were really serving a useful purpose should be taken as models for others.

34. The Committee expressed the hope that IOB would play an increasingly active role in co-ordinating the information systems activities of the United Nations family and recommended that IOB should reflect more fully in its plans activities related to the co-ordination of the development and the actual development under its direction, of common or compatible information systems in the United Nations. The Committee drew the attention of ACC to the need to assist IOB in carrying out its present mandate and recommended that it should call upon the heads of the specialized agencies and organizations in the United Nations system to give the necessary assistance and support to the activities of IOB. In that connexion, it was urged that organizations should make every effort to inform IOB of their plans for the development of new systems, pursuant to paragraph 4 of the Board's mandate. On the other hand, the Committee requested that intergovernmental bodies should be similarly informed of action taken by IOB to harmonize and ensure compatibility of information systems when new systems were introduced by individual organizations.

35. Although some members of the Committee considered that the terms of reference of IOB should be strengthened in view of the fact that the reports of JIU and ACABQ were still pending, and ACC was in the process of reorganizing its subsidiary machinery in response to the General Assembly's restructuring recommendations, the Committee did not feel that it was appropriate to make any recommendation on the subject in 1978. It nevertheless urged that ACC should bear in mind the need for a continued mechanism with a strong mandate in that area when it decided on the structure of its subsidiary machinery.

36. The Committee expressed the hope that the World Bank, IMF, ICAO and IAEA would become members of IOB.

37. There was general agreement on the need for closer intergovernmental direction of the co-ordination of organizations' information systems activities. The Committee accordingly recommended that ACC should:

(a) Present regular reports on progress being made in the co-ordination of such activities to the Economic and Social Council through CPC;

(b) Report to the governing bodies of organizations on the action taken by the organizations in support of IOB.

38. The Committee recommended that the organizations of the system should develop a co-ordinated approach to the application of new technologies.

39. The Committee was concerned over the lack of progress being made in the CORE project. The absence of information on the costs and more specific indications of its benefits for development activities made it impossible at its current session to reach conclusions as to whether the utility of that project justified its continuance. The Committee recommended that IOB present information on expenditure connected with activities in the field of information systems in various parts of the United Nations system and, in particular, financial data for CORE projects for an all-round study of the question of United Nations information systems at its nineteenth session. The Committee expected to receive before the end of 1978 advance financial information for CORE II.

40. The Committee considered that there was a general need for information systems activities being carried out by organizations outside the system to be tied in more closely with those of the United Nations family.

41. The Committee decided to pursue at its next session the cross-organizational analysis of information systems within the United Nations system, notably in the light of the reports of JIU and ACABQ. To that end, the Committee recommended that the Economic and Social Council request ACC to remedy the omissions noted in chapter IV, paragraph 241 below. That question could also usefully be considered at the Joint Meetings of CPC and ACC in 1979.

(ii) The activities of organizations concerned with the application of science and technology for development 8/

42. The Committee expressed regret that the paper entitled "Overview of activities of organs, organizations and programmes of the United Nations system" (A/CONF.81/PC/19 (Part I)) did not constitute a basis for cross-organizational programme analysis of activities in the area of science and technology. It expressed regret that the report constituted a catalogue of activities and that no attempt had been made to analyse or assess the work that was being carried out by the organizations of the systems in that area. It further noted that there was a lack of quantification and of indications of the order of magnitude of resources spent on activities. In addition, the report failed to bring out the interrelationships between different organizations' activities when they were involved in the same area of activity, or the interconnexions between various aspects of the work being carried out in using and promoting science and technology for development.

43. The Committee did not, therefore, review the substance of the report, since it was not possible to arrive at any conclusions about the activities of the system in this area on the basis of the information presented.

44. The Committee agreed that consideration should be given to the preparation of a new report in a more circumscribed cross-organizational area. That report should be made available for consideration by the United Nations Conference on Science and Technology for Development.

(iii) Economic co-operation among developing countries 9/

45. The Committee found that the concept of economic co-operation among developing countries was not sufficiently defined in operational terms to permit, as yet, the most effective co-ordination and it hoped that the forthcoming meetings of the UNCTAD Standing Committee on Economic Co-operation among Developing Countries, as well as the results of the United Nations Conference on Technical Co-operation among Developing Countries currently proceeding in Buenos Aires, would assist agencies in more effectively contributing to greater clarity in defining the activities of the United Nations system and in the field of economic co-operation among developing countries and recommended that ACC continue its efforts to arrive at better operational concepts.

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8/ For the Committee's discussion of the subject, see chap. IV, paras. 257-267.

9/ For the Committee's discussion of the subject, see chap. IV, paras. 268-274.

## 2. Harmonization of programme budgets and medium-term planning 10/

46. The Committee welcomed the progress made in the harmonization of programme-planning documents. While many of the smaller technical agencies had not adopted programme budgeting, it was hoped that they might gradually do so. The Committee also welcomed the intention of ACC to keep governing bodies informed of interorganizational agreements on the harmonization of programme-planning documents. In addition, it noted that ACC had agreed that any major changes of presentation contemplated by individual organizations would henceforth be reviewed by all organizations.

47. When considering the compendium of introductions to programme budgets, it was stressed that information on resources should be provided at the programme level and that all organizations should provide the numbers of their Professional and General Service staff.

48. The Committee agreed that the compendium of introductions to the programme budgets of the agencies (E/AC.51/89) in its present form was not very useful. The Committee found that the idea of an overview of the objectives and plans of organizations (see E/1978/43/Add.2 para. 39) should be pursued in the context of the General Assembly's request in resolution 32/197 to develop joint planning and thematic approaches which would lead to the implementation of over-all priorities established by the Assembly.

49. The Committee in its recommendation:

(a) Considered that further harmonization should now not only be directed at the structure and form of programme documents, but also at the substance of programmes, with special attention to programme narrative;

(b) Decided that the compendium of introductions to programme budgets is unlikely to meet the purposes originally envisaged and should accordingly not be continued; and

(c) Requested the ACC to present to the Council at one of its future sessions, through the Committee for Programme and Co-ordination, a further analysis with detailed proposals for securing an overview of the objectives and plans of the organizations of the system, taking fully into account the operation of existing modalities such as cross-organizational programme analyses.

## 3. Report of ACC on long-term development objectives

50. With regard to the Committee's consideration of the report of ACC on long-term development objectives (E/1978/43/Add.1), the Committee drew the attention of the Economic and Social Council and the General Assembly to the relevant section of the present report (see chap. VII, paras. 291-312 below). Attention was also drawn to the report of the Chairmen of CPC and ACC on the Joint Meetings of the two Committees on 3 and 4 July 1978 (E/1978/93).

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10/ For the Committee's discussion of the subject, see chap. VI, paras. 279-290.

D. Recommendations on the proposed medium-term plan for the period 1980-1983 (A/33/6) 11/

1. Introduction to the proposed medium-term plan 12/

51. The Committee recommended that the introduction to the proposed medium-term plan be drafted as a self-contained document, providing in conformity with the policy decisions of the legislative bodies concerned an overview of activities of the Organization and the strategy for their implementation in a form usable by the Economic and Social Council and the General Assembly.

52. The Committee further recommended that the Director-General for International Economic Co-operation and Development, under the authority of the Secretary-General, be entrusted with the preparation of such a document pursuant to his responsibilities as described in General Assembly resolution 32/197.

2. Relative growth rates 13/

53. The Committee recommended that the General Assembly:

(a) Affirm that the relative growth rates determined by the Economic and Social Council and the General Assembly in the light of the advice of CPC are intended to be guidance to the Secretary-General on the priorities to be accorded to programmes in the preparation of the programme budget proposals, and that a measure of discernment in their interpretation may be necessary in some cases, with the understanding that the growth rates of certain programmes could be brought to zero or negative.

(b) Provide an analysis of relative rates of real growth in the proposed budget in comparison with the ratings adopted by the General Assembly on the basis of the recommendations in the table below.

(c) Specify that approval of real resource growth for programmes must depend on demonstration that a given level of resource inputs is required to achieve the desired level of programme outputs.

(d) Stress the importance of consultation between the Chairman of ACABQ and CPC in pursuance of paragraph 4 of the annex to Economic and Social Council resolution 2008 (LX) and section VI, paragraph 48, of the annex to General Assembly resolution 32/197.

54. The Committee recommended to the General Assembly the adoption of the following relative real growth rates in regular budget allocations for the period 1980-1981:

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11/ Subsequently to be issued as Official Records of the General Assembly, Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1)

12/ For additional observations of the Committee on chap. I of the proposed medium-term plan (A/33/6 (Part I)), see chap. VIII, paras. 334-362 below.

13/ For additional observations by the Committee, see chap. VIII, paras. 375-377 below.

Proposed relative real growth rates

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

a/ It is recognized that the Disarmament programme may require an above-average growth in order to implement the decisions of the tenth special session of the General Assembly.

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

c/ This rating is tentative, since the new organizational arrangements for the programme had not been completed at the time of the adoption of the Committee's report.

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

e/ The requirements resulting from the fifth session of UNGCTAD in 1979 may affect this rating.

f/ The rate of growth for this programme is subject to the recommendations of the United Nations Conference on Science and Technology for Development.

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

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

### 3. Financial data 14/

55. The Committee had before it information on financial aspects of the medium-term plan (A/33/6 (Part 3)) provided by the Secretary-General in response to General Assembly resolution 31/93, paragraph 3(a), which it considered to be a reference document. Accordingly the Committee recommended that chapter III should not be included in the medium-term plan for the period 1981-1983 and decided to consider at its next session the application of General Assembly resolution 31/93, paragraph 3(a), in the context of its review of the planning process in the United Nations.

### 4. International justice and law 15/

56. With regard to programme 2 (International agreements), the Committee expressed concern about the substantial backlog in the publication of treaties.

57. The Committee recommended to the General Assembly that, after the completion of supplement No. 4 to the Repertory of Practice of United Nations Organs (the Charter Repertory), covering the period 1 September 1966 to 31 December 1969, which was currently under preparation, further supplements should be recast so as to record primarily those actions, mainly of principal organs, that bore directly on the interpretation of any provision of the Charter.

### 5. Disaster relief 16/

58. The Committee requested that the nature and scope of the envisaged joint activities in section B (Co-ordination) of the proposed medium-term plan (A/33/6 (Part 8)) should be more clearly stated.

59. The Committee noted that the structure of the plan for disaster relief was loosely conceived and that the interrelationship of the subprogrammes was unclear.

60. The Committee stressed the need for greater clarification of the distinction between special and general programmes and of the sources of funding for each.

### 6. Human rights 17/

61. With respect to chapter IX, paragraph 9.1 (a), in part two of the medium-term plan (A/33/6 (Part 9)), the Committee pointed out that a clear distinction should be made between intergovernmental or policy-making organs and other bodies.

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14/ For the Committee's discussion on the subject, see chap. VIII, paras. 378-379.

15/ For the Committee's discussion of the proposed programme, see chap. VIII, paras. 394-398.

16/ Idem, paras. 403-415.

17/ Idem, paras. 416-430.

## 7. International drug control 18/

62. The Committee felt that in chapter 10 of the medium-term plan (A/33/6 (Part 10)) the questions concerning marginal activities were not adequately covered, that there was a lack of information on the completion of programmes and that the output was not described in terms of specific activities.

63. The Committee called for more clarity in the use of terminology in subprogramme 2 (Drug demand and information). Reservations were expressed concerning possible duplication of technical assistance activities under subprogrammes 2 and 5 (Operations).

64. The Committee also felt that subprogramme 2 (Drug demand and information) should be drafted to reflect adequately the two dimensions of the drug problem, namely, supply and demand.

65. The Committee reiterated its request to the Commission on Narcotic Drugs in Economic and Social Council resolution 2017 (LXI) to continue to monitor the possibility of streamlining the administration of the services concerned, bearing in mind the need for economy and efficient management.

66. The Committee emphasized the need to exercise strict control over the projects initiated by the United Nations Fund for Drug Abuse Control, to make the maximum use of resources for substantive activities and to reduce administrative costs.

## 8. International protection and assistance to refugees 19/

67. The Committee agreed that, while it was difficult for UNHCR to foresee all the activities over a four-year period or even over a relatively shorter term, given the nature of its work, certain activities under subprogramme 1 (International protection: international instruments relating to the status of refugees or otherwise benefiting refugees) and 2 (International protection: effective implementation of refugee rights) (A/33/6 (Part 11)), did lend themselves to a higher degree of programming than was currently the case.

## 9. Public information 20/

68. The Committee stressed the need for chapter 12 of the proposed medium-term plan (A/33/6 (Part 12)) to identify target audiences as a first step towards measuring the feedback of public information. While recognizing that measurement of the actual impact of information activities was very complicated and, in certain cases, very difficult, the Committee pointed out that the statements on impact left much to be desired. It was further stressed that the Office should make a greater effort to identify activities of marginal usefulness.

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18/ Idem, paras. 431-442.

19/ Idem, paras. 443-448.

20/ Idem, paras. 449-460.



69. The Committee expressed its concern about the continued delays in the timely publication of the Yearbook of the United Nations and recommended to the General Assembly that it request the Secretary-General to instruct the substantive divisions to send in their submissions within a period of two months after the end of the year.

70. The Committee pointed to the lack of system-wide co-ordination (subprogramme 4, System-wide co-operation), and stressed the necessity for such co-ordination through the machinery of JUNIC. The Committee recommended that the Office of Public Information, in the framework of its current activities, should consider publishing, as it had in the past, an annual list of United Nations organs and committees showing their legislative authority, organizational structure and current membership.

#### United Nations publications

71. The Committee felt that it was necessary to study in a comprehensive manner the question of the United Nations publications, with particular reference to the effectiveness of their impact. The Committee requested the General Assembly, at its thirty-third session, to decide on procedures for that study and the type of documents to be submitted by the Secretary-General for that purpose.

#### 10. Environment 21/

72. The Committee noted that the medium-term plan presentation by UNEP (A/33/6 (Part 14)) was consistent with the decisions of its Governing Council but it requested that such presentations be accompanied in future by comments of the Governing Council.

73. The relationship between the programming process undertaken under the aegis of the Governing Council and the process relating to the preparation of the environment chapter of the medium-term plan should be clarified, and the two processes should converge.

74. The medium-term plan presentation should mention the complementary activities being undertaken by the various members of the United Nations system to implement the Environment Programme, as was already the case in the Programme document put to the Governing Council.

75. The decision of the UNEP Governing Council, in pursuance of General Assembly resolution 32/197, to move to a System-wide Medium-term Environment Programme based on thematic joint programming and in harmony with over-all system-wide co-ordination efforts, was a development to be encouraged. The Committee wished to be kept informed of progress towards that end, and would advise as necessary.

76. The Committee noted that the Governing Council of UNEP had stressed project and programme evaluation and was anxious to encourage the Governing Council's efforts in that regard.

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21/ Idem, paras. 487-498.

## 11. Food and agriculture 22/

77. The Committee recommended that, in future, the statement of expected impact should be more closely related to objectives and that concrete results should be specified.

78. Programme 1 (World Food Council) on the proposed programme on food and agriculture (A/33/6 (Part 15)) suffered from a lack of specificity regarding activities of the Council secretariat designed to achieve objectives.

79. The Committee recommended that the World Food Council secretariat should specify the activities to be included in its planned programme to enable more effective co-ordination of its activities with those of other programmes.

80. The Committee emphasized the need for care in ensuring the close relationship between activities under programme 1 and those of other major issues and the need to avoid duplication with work of the specialized agencies. In particular, consideration of food and agriculture within the context of broader approaches to rural development should be given.

81. The Committee believed that it would be desirable to explore the possibilities for greater co-ordination between the International Fund for Agricultural Development and the regional commissions.

82. The Committee reiterated the importance of the analysis and promotion of agrarian reform and co-operative institutions in the context of work on food and agriculture as underscored by recent legislative enactments. It recommended that the regional commissions bear in mind, as appropriate, the inclusion of the subject in their work on food and agriculture in the preparation of the next programme budgets. It was recommended that care be exercised to assure a balanced approach to food and agriculture which would include attention to such key issues as food storage and the prevention of waste.

## 12. Industrial development 23/

83. The Committee recommended that UNIDO develop more objective criteria for setting clear priorities in programmes and subprogrammes contained in chapter 17 of the medium-term plan (A/33/6 (Part 17)).

84. The Committee expressed the hope that in future UNIDO would make every effort to identify any programmes that were of marginal usefulness.

85. The Committee recommended that UNIDO should assign greater concentration to priority activities that would have the maximum impact on the acceleration of industrial development and that it should avoid the diffusion of limited resources.

86. The Committee recommended that UNIDO continue to strengthen its programme of evaluation, particularly so that marginal activities could be more clearly

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22/ Idem, paras. 499-514.

23/ Idem, paras. 520-538.

identified in future medium-term plans. In that connexion it was considered that internal evaluation had not so far proved successful in the United Nations, particularly when it was carried out by the officials responsible for the projects. It was suggested that arrangements might be made for an external evaluation of activities.

87. The Committee urged that administrative expenditure and programme support costs should be maintained at a minimum so that resources could be diverted to programmes.

### 13. International trade <sup>24/</sup>

88. The Committee found that the descriptions of the programmes and the problems that they addressed (A/33/6 (Part 18)) could have been more concise and that there should be an indication of the level of priority that had been attached to each programme and subprogramme by the relevant intergovernmental body. Some delegations also stressed that the descriptions of the anticipated impact of subprogrammes could have been improved.

89. The Committee recommended

(a) That greater attention be paid to identifying fully those elements of proposed programmes which are of marginal usefulness in relation to other elements;

(b) That the Trade and Development Board consider requesting the UNCTAD secretariat to undertake internal evaluations of selected programmes;

(c) That where close co-ordination between UNCTAD and other organizations of the United Nations system is necessary for effective implementation of programmes, the roles of all organizations concerned should be clearly indicated in order to facilitate identification of possible areas of duplication.

90. The Committee requested the Secretary-General of UNCTAD to indicate the percentage of the allocation of resources for programme 2 (Commodities) in the medium-term plan for the period 1980-1983 on the basis of activities described in chapter XVIII, paragraphs 18.63 and 18.70 (A/33/6 (Part 18)) and the objectives contained in UNCTAD resolution 93 (IV), <sup>25/</sup> and to report on the question to the General Assembly at its thirty-third session.

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<sup>24/</sup> Idem, paras. 539-563.

<sup>25/</sup> See Proceedings of the United Nations Conference on Trade and Development, Fourth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.76.II.D.10), part one, sect. A.

14. Public administration and finance 26/

The Fifth Meeting of Experts in Public Administration and Finance 27/

91. The Committee recommended to the Council the adoption of the following draft resolution, without prejudice to the Council's streamlining of its subsidiary bodies pursuant to General Assembly resolution 32/179 on restructuring of the economic and social sectors of the United Nations system:

"The Economic and Social Council,

"Recalling its resolution 1978/6 of 4 May 1978 entitled 'Public Administration and Finance for Development in the 1980s' in general, and paragraph 6 in particular,

"Requests the Secretary-General to convene the Fifth Meeting of Experts in Public Administration and Finance early in 1980 with the following terms of reference:

"(a) Based on the work carried out by the Secretariat as required in Economic and Social Council resolution 1978/6, paragraph 3, and General Assembly resolution 32/179, the Meeting shall make recommendations on appropriate measures in conjunction with the preparatory work for the international development strategy for the 1980s;

"(b) The Meeting shall review the modalities of programme implementation in the light of the changing circumstances, the relevant decision of the legislative bodies, and the evaluation conducted by the Joint Inspection Unit (E/1978/42 and Corr.1 and Add.1); and

"(c) The Meeting shall recommend substantive priorities for the programme for the 1980s in order to assist in the formulation of future medium-term plans and programmes."

15. Transnational corporations 28/

92. The Committee noted that the Commission on Transnational Corporations had not received and discussed chapter 25 of the medium-term plan for the period 1980-1983 (A/33/6 (Part 25)); it noted that the Commission had accorded the highest priority to the work on the code of conduct; it also noted that the Centre was giving substantive support to decisions of the Economic and Social Council, such as work on illicit payments.

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26/ For additional observations of the Committee on the proposed programme, see chap. VIII, paras. 588-599 below. See also the recommendations in chap. I, paras. 15-20. For the Committee's evaluation of the programme, see chap. III, paras. 181-200.

27/ See chap. VIII, paras. 596-599.

28/ For the Committee's discussion on the proposed programme, see chap. VIII, paras. 618-629.

93. The Committee noted the statement by the representative of the Centre on Transnational Corporations that the Centre was expected to reach its planned level of activities during the period 1980-1983, assuming that no major new projects were to be assigned to it.

16. Transport 29/

94. The Committee recommended that the General Assembly adopt the medium-term plan on transport, as set out in chapter XXVI of the medium-term plan (A/33/6 (Part 26)), with the reservations contained in chapter VIII below, section Z, paragraphs 630-638.

95. The Committee recommended that the General Assembly approve the proposed additions to the transport programmes of the regional commissions listed in paragraph 69 of the related report of the Secretary-General (E/AC.51/96 and Corr.1), on the assumption that those additions could be undertaken within the resources to be made available to the commissions by transfers arising from the adoption of the relevant recommendations of CPC at its seventeenth session. 30/

17. Chapter 27 of the proposed medium-term plan for 1980-1983 (A/33/6 (Part 27))

96. The Committee expressed its disagreement with the programme's change of title.

97. The Committee concluded that the suggestions contained in the discussion of chapter 27 would be referred to the Economic and Social Council and the General Assembly so that those organs could take a decision on the title and structure of the programme (see chap. VIII below, paras. 639-657; see also chap. VIII, paras. 321-325 and 330-333).

98. The Committee drew the attention of the Council to the conclusions and recommendations in its evaluation of the Centre for Social Development and Humanitarian Affairs (see paras. 21-25 above); in view of the difficulties it had experienced in examining chapter 27 of the proposed medium-term plan, however, it was unable to conduct an analysis of the scope envisaged in Economic and Social Council resolution 1978/35, entitled "Reinforcing the social development sector within the United Nations", in evaluating the United Nations programme in social development and humanitarian affairs.

E. Reports of the Joint Inspection Unit

99. At its 548th meeting, on 14 September 1978, the Committee decided to take up consideration of the reports of JIU on some aspects of the backstopping of

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29/ Idem, paras. 630-638.

30/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38), chap. I, sect. C, para. 14 (4).

technical co-operation activities in the United Nations system (DP/302) and on the role of experts in development (DP/334 and Add.1-2) following the completion of the consideration of those reports by the Governing Council of UNDP.

100. The Committee also decided to request JIU to submit its annual list of documents so that the Committee could take a decision on which reports it would consider at a given session (see paras. 275-278 below).

- F. Progress report of the Committee to the General Assembly at its thirty-third session, through the Economic and Social Council, pursuant to paragraph 7 of General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system

101. The progress report of the Committee on the above subject is contained in chapter IX, paragraph 675 of the present report (for the discussion of the subject, see chap. IX, paras. 673-675 below).

## CHAPTER II

### ORGANIZATION OF THE SESSION

102. In view of the ongoing restructuring process in the Secretariat, the Economic and Social Council, by its decision 1978/38, para 1 (a), decided, on the recommendation of the Committee, to divide the eighteenth session of the Committee for Programme and Co-ordination into two parts, the first part to be held from 22 May to 9 June 1978 and the second part from 28 August to 15 September 1978.

103. The Committee held the first part of its eighteenth session at United Nations Headquarters from 22 May to 9 June 1978. The second part was held from 28 August to 27 September 1978.

104. The agenda for the eighteenth session (E/AC.51/92), adopted by the Committee at its 491st meeting, is reproduced in annex I below. The list of documents before the Committee is contained in annex II.

105. At its 491st meeting, on 22 May 1978, the Committee re-elected by acclamation Mr. Peter Hansen (Denmark) Chairman. At the same meeting, the Committee elected by acclamation Mr. Christo Kossev (Bulgaria) and re-elected by acclamation Mr. Angel María Oliveri-Lopez (Argentina) and Mr. Michael Okeyo (Kenya), Vice-Chairmen. The Committee also elected Mr. Terusuke Terada (Japan) Rapporteur.

106. At its 519th meeting, on 28 August, the Committee elected by acclamation Mr. André Pirson (Belgium) Chairman. 1/

107. At the 491st meeting, the Committee adopted its programme of work contained in document E/AC.51/L.88, as revised, and decided not to request summary records. At its 547th meeting, on 14 September, the Committee decided to request summary records for a meeting to be held after the adoption of its draft report in order to provide an opportunity for delegations who wished to do so to make statements for the record. The summary record of that meeting, held on 27 September 1978, is contained in document E/AC.51/SR.564.

108. The following States members of the Committee were represented: Argentina, Belgium, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Chile, Colombia, Denmark, France, Ghana, India, Indonesia, Japan, Kenya, Pakistan, Sudan, Uganda, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland and United States of America.

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1/ During the second part of the session, Mr. Hansen could not serve as Chairman owing to his appointment to the post of Assistant Secretary-General for Programme Planning and Co-ordination.

109. The following States Members of the United Nations were represented by observers: Algeria, Australia, Austria, Canada, German Democratic Republic, Germany, Federal Republic of, Netherlands, Norway, Spain, Sweden, Trinidad and Tobago and Yugoslavia.

110. The following specialized agencies were represented: the ILO, FAO, UNESCO, WHO, the World Bank and IMF. IAEA was also represented.

111. Present also at the session were the Under-Secretary-General for International Economic and Social Affairs, the Under-Secretary-General for Inter-Agency Affairs and Co-ordination,\* the Under-Secretary-General for Technical Co-operation for Development, the Executive Director of the United Nations Centre on Transnational Corporations, the Deputy Executive Director of the United Nations Environment Programme, the Assistant Secretary-General for Programme Planning and Co-ordination, the Assistant Secretary-General for Social Development and Humanitarian Affairs, and other senior officials of the United Nations Secretariat, as well as representatives of the regional commissions. Representatives of UNCTAD, UNIDO, UNEP, UNDP, UNDRO, UNHCR, UNRWA, WFC and IOB also attended the session.

112. At the invitation of the Committee, Mr. Maurice Bertrand of JIU participated in the Committee's discussion on programming and evaluation in the United Nations system, and evaluation of the programme in public administration and finance.

#### Adoption of the Committee's report

113. The Committee considered and adopted its draft report (E/AC.51/L.89 and Add.1-11, Add.12/Rev.1, Add.13-18, Add.18/Corr.1, Add.19-20, Add.21/Rev.1 and Add.22-60), as orally revised, at its 518th, and 549th to 563rd meetings, held on 9 June and between 15 and 27 September 1978.

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\* At the first part of the session.



## CHAPTER III

### EVALUATION

114. The Committee considered agenda item 3, entitled "Evaluation", at its 503rd to 516th meetings, held between 31 May and 8 June, 527th and 528th meetings on 1 September, and 543rd to 545th meetings on 13 September 1978.

115. At its seventeenth session, the Committee had decided to consider in depth at its eighteenth session the following programmes: (a) ocean economics and technology; (b) public administration and finance; and (c) social development and humanitarian affairs. 1/

116. The Committee, at its sixteenth session, had decided to review in depth in 1978 the programme on development planning, projections and policies. 2/ In view of the likelihood that the programme would be significantly affected by the restructuring of the economic and social sectors of the United Nations system, the Committee decided at its seventeenth session that no evaluation report would be required for it, although the chapter in the medium-term plan dealing with that major programme would be considered in depth. 3/

117. In connexion with its consideration of evaluation methodology and procedures, the Committee, at its seventeenth session, 4/ had before it, inter alia, the report on evaluation in the United Nations system prepared by JIU (E/6003). The report had been submitted to the Committee for its "preliminary observations" at the request of the JIU, as the Secretary-General, ACC and ACABQ had not had an opportunity of commenting on the report in time for the Committee's session. At the current session, the Committee had before it, in addition to the report of JIU on evaluation, the comments of ACC thereon (E/1978/12), as well as another report on programming and evaluation in the United Nations, prepared by JIU (E/1978/41 and Corr.2).

118. For its consideration of the item, the Committee had before it the following documents:

E/6003	Report of JIU on evaluation in the United Nations system
E/1978/11	Report of the Secretary-General on public administration and finance for development for the 1980s

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1/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/8), chap. I, para. 4.

2/ Ibid., Thirty-first Session, Supplement No. 38 (A/31/38), chap. I, para. 45.

3/ Ibid., Thirty-second Session, Supplement No. 38 (A/32/38), chap. I, para. 7 (b).

4/ Ibid., paras. 6 and 67-68.

E/1978/11/Add.1	Report of the Fourth Meeting of Experts on the United Nations Programme in Public Administration and Finance (submitted to the Committee pursuant to Economic and Social Council resolution 1978/6)
E/1978/12	Comments by ACC on the above report
E/1978/41 and Corr.2 and Add.1	Report of JIU on programming and evaluation in the United Nations, and comments of the Secretary-General thereon
E/1978/42 and Corr.1 and Add.1	Report of JIU on the United Nations public administration and finance programme, 1972-1976
E/1978/42/Add.2	Comments by the Secretary-General on the above report
E/AC.51/91	Report of the Secretary-General on programme evaluation for the period 1974-1977
E/AC.51/91/Add.1 and Corr.1	Report of the Secretary-General on programme evaluation for the period 1974-1977: Ocean economics and technology
E/AC.51/91/Add.2 (Part I) Add.2 (Part II) (English only) and Add.2 (Part III) (English only)	Report of the Secretary-General on programme evaluation for the period 1974-1977: social development and humanitarian affairs
E/AC.51/93	Note by the Secretariat on activities of the United Nations system related to the United Nations programme in ocean economics and technology
E/AC.51/93/Add.1	Note by the Secretariat on activities of the United Nations system related to the United Nations programme in public administration and finance
E/AC.51/93/Add.2	Note by the Secretariat on activities of the United Nations system related to the United Nations programmes in social development and humanitarian affairs

119. The Committee agreed to hold a general discussion on the concepts and methodology of programming and evaluation in the United Nations before discussing the three reports evaluating individual programmes.

A. Programming and evaluation in the United Nations

120. As the basis for a general discussion on the concepts and methodology of programming and evaluation in the United Nations, the Committee agreed, at the suggestion of the Chairman, that it would consider simultaneously the relevant chapters of the report of JIU on programming and evaluation in the United Nations

(E/1978/41 and Corr.2) and the report of the Secretary-General on programme evaluation for the period 1974-1977 (E/AC.51/91). The Committee considered those reports at its 503rd to 504th meetings on 31 May and 527th and 528th meetings on 1 September 1978.

121. At the invitation of the Committee, the meetings were attended by Mr. Maurice Bertrand, Inspector, JIU, who made a statement introducing the report on programming and evaluation in the United Nations and setting out his general approach and views on the methodology of programme evaluation. The Inspector stated that his analysis of the current programming system of the United Nations revealed serious gaps, which disrupted the apparent logic of the entire programming-evaluation cycle; corrective actions would therefore be necessary to assure proper coherence between the various stages of the cycle. He identified the following gaps:

(a) Objectives were not identified with sufficient precision, and target dates were not specified;

(b) Outputs were not defined in sufficient detail;

(c) Information on inputs (resources) for corresponding outputs was not reliable and not monitored adequately so that there was no possibility for determining actual costs;

(d) There was no sufficiently developed detailed internal planning at division and section levels, and programmes were not fully implemented within the prescribed target periods;

(e) The monitoring of programme performance was inadequate;

(f) The objectives did not have built-in achievement indicators; in the absence of systematic evaluation, there was no feedback from evaluation as a guide for the future development of the programme.

122. In order to bridge those gaps, the report of JIU made recommendations (E/1978/41, chap. VII), <sup>5/</sup> the implementation of which would permit the United Nations to have a complete and consistent programming system. As a general point, the Inspector emphasized that the absence of time-limited objectives could be characterized as the one defect that dominated the others.

5/ The JIU recommendations are:

Recommendation No. 1: Format of descriptions of subprogramme objectives in medium-term plan; adoption of a system of time-limited objectives

Recommendation No. 2: System of identifying "outputs" in programme budgets

Recommendation No. 3: Establishment of internal work programmes in divisions

Recommendation No. 4: Information process for ongoing programme implementation and output costing

Recommendation No. 5: Monitoring of programme budget performance

Recommendation No. 6: Evaluation methods and the use of built-in achievement indicators

123. The report of the Secretary-General on evaluation (E/AC.51/91) and the two internal programme evaluation reports (E/AC.51/91/Add.1 and Corr.1, and Add.2 (Part I), Add.2 (Part II) (English only) and Add.2 (Part III) (English only)) were introduced by the representative of the Office of Financial Services, who put special emphasis on the procedural and methodological issues raised in them. He stated that the work by the Secretariat on these reports was designed to:

(a) Ensure that the internal evaluation reports served the purposes and focus the Committee had specifically set out;

(b) Incorporate the general recommendations of the Committee for the improvement of programme evaluation in the United Nations; and

(c) Improve the analytical content and clarity of the reports and programme evaluation methodology in general.

124. Section IV of the report of the Secretary-General (E/AC.51/91) set out unresolved issues hindering the development of programme planning and evaluation in the United Nations and contained suggested solutions to those issues. Some of the issues in the report were virtually the same as the gaps identified in the report of JIU, while in the case of others the points raised in the two reports were complementary.

125. The representative of the Office of Financial Services said that the report of JIU required extensive and careful study on the part of the Secretariat, but that, after a preliminary analysis, it could be stated that there was no disagreement on the general intention of its recommendations, in spite of differences on details and different assessments of practicability. Formal comments on the part of the Secretariat would be produced in due course.

126. The Under-Secretary-General for International Economic and Social Affairs also made some preliminary comments on the report of JIU and characterized it as stimulating, concrete and constructive. In particular, the Under-Secretary-General fully agreed with the assertion that there could not be any satisfactory evaluation without good programming and vice versa. He agreed that, in a theoretically perfect programming system, realistic and dated objectives were necessary conditions of good evaluation as well as of good programming. At the same time, he expressed caution regarding the suggestion that the Secretariat interfere in the formulation and interpretation of the resolutions of the Economic and Social Council and the General Assembly in order to achieve greater precision of objectives, as the political process through which the resolutions were formulated was not simply aimed at formulating precise, modest and dated mandates.

127. The Under-Secretary-General explained the difficulties of applying medium-term programming to activities which involved analysis and research generally and, more specifically, such activities in the United Nations. He also referred to the fact that programmes and subprogrammes could be "continuous" yet change significantly over a period of time without being brought to completion.

128. On the whole, the Under-Secretary-General acknowledged the validity of many criticisms and the usefulness of many recommendations, but found that those recommendations needed to be studied in greater depth, in order to be certain that methodological improvements would not further reduce the narrow margin of flexibility available to his Department to adapt its activities to the decisions of

political organs. He had especially strong reservations on the possibility of characterizing the majority of subprogrammes as lending themselves to the application of dated objectives. He assured the Committee that the comprehensive comments on the report of JIU would be submitted by the Secretariat to the Committee at the second part of its session and that those comments would contain specific suggestions for immediate action as well as suggestions for experimentation.

129. In its discussion of evaluation methodologies and procedures, the Committee focused on the following issues, which affected the whole system of planning, programming and budgeting in the United Nations:

(a) General improvements needed in the planning and programming in the United Nations;

(b) Which intergovernmental bodies should consider planning and programming documents;

(c) The relationship between the three levels of planning and programming, namely, the medium-term, biannual and implementation (operational) levels;

(d) The role of evaluation in the programming cycle.

130. In discussing those issues, the Committee adopted an open-ended approach so that all problems could be examined broadly with a view to preparing ground for specific recommendations by the Committee at its resumed session, when the comments of the Secretariat would be available, rather than proceeding immediately to seek to formulate immediate solutions.

131. With regard to the general improvements in the methods of planning and programming in the United Nations, it was felt that the system still lacked coherence. Furthermore, it applied to only a fraction of United Nations activities and left aside very significant areas, such as conference services, administrative and general services. On the other hand, it was also felt that, owing to the political nature of many activities of the United Nations, it was very difficult to establish a more specific and realistic planning and programming system. In that context, the question of the duration of the medium-term planning cycle was discussed and the relative merits and disadvantages of alternative time-frames and approaches (rolling versus fixed-term) to planning were weighed. The opinion of the Committee seemed inclined towards maintaining for the time being the current four-year cycle and rolling basis of the medium-term plan. The advantages of a six-year cycle appeared to be countered to a certain degree by the difficulties and uncertainties involved in planning over a longer perspective, because of the political nature of the organization and its rapidly changing environment. The shorter the planning horizon, the greater would be the precision and specificity in planning and programming. Serious thought would need to be given to the implications for the United Nations of the ACC recommendation that organizations of the United Nations system should adopt six-year fixed-term plans. Some delegations noted that maintaining the existing nature of the plan might hamper progress towards harmonizing medium-term plans and budgets.

132. Some delegations stated that the planning and programming documents of the United Nations, being policy-oriented and political in their nature, should be examined by the principal policy-making organs of the United Nations, namely, the Economic and Social Council, the General Assembly and its Main Committees dealing with political and economic and social questions.

133. With regard to the role of the subsidiary bodies in planning and programming, the Committee felt that it was only CPC that was charged with the functions of over-all review by specific resolutions and that it should exercise those functions effectively. <sup>6/</sup> At the same time, it was considered worth while to examine in greater detail the whole sequence in which the subsidiary bodies should deal with the planning and programming documents and to determine what kind of documentation was needed at each stage of the sequence and for each of the bodies involved in programme planning and the evaluation process. The overload in documentation to be processed by the Committee, in brief, constituted a problem of how such a sequence could be designed to define more precisely the requirements for planning and programming documents and their reviews at all levels of the programming process.

134. With regard to the relationship between the three levels of planning and programming, the Committee considered the medium-term plan as the core of the system of planning, programming and budgeting in the United Nations. It contained the objectives for the medium term at the subprogramme level and the strategies for achieving them. The medium-term plan would have gained considerably if it had contained alternative ways of attaining the objectives, thus providing to policy-making organs a broader choice in their decisions. At the same time, it was the most general planning and programming document and, as such, should be designed with a view to providing adequate stability and validity for its objectives over the period of the medium-term plan, balanced by some flexibility to allow for changes in response to the actions of the policy-making bodies subsequent to the approval of the plan. Some degree of flexibility was assured by the rolling nature of the plan, which was revised and reformulated every two years, but it was questionable whether that provided a sufficient degree of responsiveness to new or changing demands and priorities of intergovernmental policy-making bodies.

135. The issue of the relationship between the medium-term plan and the biennial programme budget was discussed. While it was agreed that the medium-term plan should serve as the framework of the biennial programme budget, it was recognized that the relationship between these two levels in planning and programming depended to a large extent on the level of specificity at which the plan was elaborated. Those problems, which had been identified at the Committee's seventeenth session, had not yet found their final solution, but their identification in itself should contribute to reducing the problems of rigidity versus responsiveness involved in the present planning methodologies. It was reiterated that the programme budget represented the second level of programming, where subprogramme objectives and strategies of the plan should be translated into precisely described and, in so far as was possible, dated outputs designed to implement the medium-term strategy in the biennium. It should also show the inputs (resources) required for the production of those planned outputs. It was at that level of programming that the list of outputs to be used for subsequent evaluation was laid down: it was the only level where the test of efficiency was possible, since the inputs and outputs were brought into a definite relationship.

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<sup>6/</sup> The Committee bore in mind the relevant sections of Economic and Social Council resolutions 2006 (LX) of 13 May 1976 and 2098 (LXIII) of 3 August 1977, and General Assembly resolutions 31/93 of 14 December 1976, 32/197 of 20 December 1977 and 32/206 of 21 December 1977.

136. With regard to the operational level of programme planning, the Committee considered that the extension of the current planning, programming and budgeting system to that level should be actively pursued. It was pointed out by some delegations that the gains from the implementation of the relevant recommendations (JIU recommendations Nos. 3, 4 and 5 2/), however, should be real. The additional burden imposed on the programme managers should not outweigh the benefits, or else the management and reporting system would be too cumbersome and costly. They stated that it would be advisable to see whether the suggested recommendations would be applicable to the programmes outside the economic and social area and to what extent those recommendations would still be valid in the light of the recommendations of the General Assembly on restructuring. Several members of the Committee felt that there were very few subprogrammes that would lend themselves to precise quantification of outputs and inputs and that comprehensive recommendations on that account might overwhelm the Secretariat. They considered, therefore, that introducing those recommendations on a step-by-step basis into the subprogrammes that could be adapted to meet them would be more realistic.

137. The question of the role of evaluation in the programme cycle attracted considerable attention. Evaluation was perceived by the Committee as a management tool for a broad examination of the impact of the actions of the United Nations on the problems at which these actions were aimed, and for the improvement of working methods and programme design. The Committee expressed support for an effective evaluation system. Some delegations recognized the existence of numerous conceptual and procedural difficulties with which the United Nations would still have to grapple in order for its evaluation system to become fully operational and effective.

138. In that context, it was stated that the United Nations had only begun to build its evaluation system on an experimental basis as an integral part of the programming cycle. There was general agreement in the Committee that, without effective evaluation, any planning, programming and budgeting system would be incapable of functioning properly but, at the same time, the success of evaluation would depend largely on good planning and programming.

139. The directions in which the Committee felt that progress in evaluation should be further striven for were the following:

- (a) Medium-term objectives should be more precise and specific;
- (b) There should be greater precision in the description of outputs;
- (c) Estimates of inputs should be more precise;
- (d) Steps should be taken to expand the use of the concept of clientele;
- (e) The difficulties of devising achievement indicators should be overcome;
- (f) Greater reliance should be put on qualitative indicators;
- (g) There should be more versatility and flexibility in evaluation methodology;
- (h) Bearing in mind the need to co-operate with recipient countries, methods for evaluating the effectiveness of technical co-operation activities should be developed; and
- (i) Methods of ensuring the objectivity of internal evaluation reports should be explored.

At the suggestion of the Chairman, it was agreed that detailed consideration of the methodological evaluation reports would be conducted on the basis of the report of JIU (E/1978/41 and Corr.2), drawing upon the corresponding parts of the report of the Secretary-General (E/AC.51/91) where relevant.

140. Considering chapter I (Defects in the present programming and evaluation system) of the JIU report, the Committee generally agreed with the diagnosis of the "gaps" of the problem areas in the programming cycle made in the report, which identified six such gaps (see para. 8 above). In order to arrive at an assessment of the JIU recommendations for bridging those gaps, however, the Committee emphasized the need to have the comments of the Secretary-General before coming to any conclusions. The Committee was assured by the representative of the Department of International Economic and Social Affairs that those comments would be prepared on the basis of the replies received from other departments of the Secretariat and would be issued by 15 August 1978 (see E/1978/41/Add.1) (see paras. 153-165 below).

141. Considering chapter II (The need for time-limited objectives and stages of implementation) of the JIU report and chapter IV, section A, of the Secretary-General's report (A/AC.51/91) entitled "Issue one: Complexity and lack of precision of legislative authority", the Committee generally felt that for programming purposes it would be desirable to have greater precision in the legislative mandates. In the opinion of some delegations, since the policy-making process could not be constrained by technical programming parameters, in interpreting the intent of resolutions into programmes, the Secretariat often had to exercise some discretion, in order to achieve greater coherence of the programme plan, and to formulate suggestions on activities that were obsolete. However, some delegations felt that the degree of discretion exercised by the Secretariat would be too circumscribed to enable it to solve such problems on its own. Some other delegations expressed the opinion that the Secretariat should not interpret resolutions of intergovernmental bodies at its own discretion. It was pointed out by the Chairman that the terms of reference of the Committee contained in Economic and Social Council resolution 2008 (LX) specifically provided the Committee with a role in seeing that the legislative mandates had been correctly interpreted and in giving the Secretariat guidance on them. More specifically, the Committee was empowered to review resolutions adopted five or more years before. The Committee should endeavour to exercise that responsibility more fully in the programming process. In that context, the Secretariat should provide fuller support than had been the case in the past.

142. In the opinion of the Committee, the Secretariat should submit to intergovernmental bodies, through CPC, proposals on obsolete programme elements with a view to terminating them or consolidating resolutions, in accordance with General Assembly resolution 31/93. That action should be taken as part of the review of the legislative mandates of subprogrammes and as part of the process of formulating medium-term objectives. Some members of the Committee, in agreeing on the need to consolidate legislative mandates by making that a specific duty of the Secretariat, stated that such a practice existed in some of the specialized agencies. Some members felt that the General Assembly and other policy-making bodies could help to develop the consolidation process.

143. Some members of the Committee felt that the problem of obsolete mandates was not very serious and that only a few mandates might fall into that category.

144. There was agreement on the desirability of having time-limited (dated) objectives. It was, in fact, recalled that the Committee had agreed at its



seventeenth session on the need to identify time-phasing of the activities and specific outputs. While no final recommendation could be made before the Committee had considered the comments of the Secretary-General on the proposals in the JIU report, the hope was expressed that the Secretariat would select for implementation those aspects of the recommendations on which the Committee had agreed in the past.

145. The question of setting priorities was raised by some members of the Committee, who felt that what was needed was an identification of elements constituting the 10 per cent of every programme that was assigned the lowest priority. However, they considered it necessary to give more precise instructions to the Secretariat on that matter in general and, more particularly, on whether the 10 per cent should be applied to all the resources available to the subprogramme or only to the regular budget resources. In the latter case, in their opinion, it might be desirable to specify that the 10 per cent of regular budget resources would be interpreted to mean only direct costs and would not include the apportioned costs of common services. Conversely, the 10 per cent of the highest priority of the resources requested in the budget for the proposed subprogramme or programme components should, they stated, also be identified.

146. The consideration of chapter III (The need to improve output identification) of the report of JIU and the related section of the report of the Secretary-General, entitled "Classification of output" (E/AC.51/91, para. 20) raised the question of a conflict between the output classification in the Secretary-General's report and the proposals of JIU. The representative of the Office of Financial Services stated that the list in paragraph 20 of the Secretary-General's report was a suggested set of output categories, whereas the suggestion in chapter III, section III.2, of the report of JIU was for a standardized set of attributes by which outputs could be described. The Committee felt that the effectiveness and efficiency of the Secretariat could be assessed without an undue increase in reporting. In that connexion, it was observed that what was needed was not always quantification, but precision, a requirement that could be largely satisfied by clear descriptions of output.

147. Considering chapter IV (The need for internal work programmes and for a system of output costing) of the JIU report and "Issue three: Operational work plans and budgets" and "Issue five: Utilization of resources at the subprogramme level" of the report of the Secretary-General (E/AC.51/91, sect. IV, subsects. C and E), the Committee commented on the limitations of "work-months" as measures of input, since different persons made very different contributions to output. There was agreement on the need to avoid mechanistic approaches to the measurement of output.

148. Mr. Bertrand stated that his proposals were purposely strict in order to counteract the extreme flexibility of the current system. He also stated that such discipline could improve morale.

149. Opening the discussion of chapter V (Monitoring of programme implementation by intergovernmental organs) of the report of JIU and "Issue six: Systematic internal performance reporting and evaluation" of the report of the Secretary-General (ibid., subsect. F), Mr. Bertrand said that he thought it would be difficult for the Committee to review that chapter, which was the most technical in the report, without the detailed comments of the Secretary-General and ACABQ. Those comments would be available for the resumed session of the Committee.

150. The Secretariat was asked for its views on the proposal in chapter V, section V.3 (c) of the report of JIU. Both the Under-Secretary-General and the representative of the Office of Financial Services responded by stating that for various reasons, such as timing, the report proposed would be difficult to prepare.

151. The question of the participation of the Internal Audit Service and the Administrative Management Service was raised, and it was agreed that their participation in evaluation studies was desirable.

152. A number of representatives and the Under-Secretary-General noted the practical problems associated with specifying achievement indicators as proposed in chapter VI (Evaluation methods - objectives with built-in achievement indicators) of the report of JIU. Mr. Bertrand agreed that the reservations expressed regarding achievement indicators pointed to real problems, but said that a positive attitude was needed if such aid to evaluation were to be given an opportunity to be developed.

153. The Committee resumed its discussion of the JIU report on evaluation, together with the comments by the Secretary-General on the report as a whole and on each recommendation (E/1978/41/Add.1) at its 527th and 528th meetings, on 1 September 1978, during the second part of its session.

154. In introducing the Secretary-General's comments, the Assistant Secretary-General for Programme Planning and Co-ordination stated that the comments were the product of intensive review and discussion within the Secretariat, both at Headquarters and at the regional commissions, and with other parts of the United Nations. On the whole, the Secretariat agreed with the intent of the recommendations and to a large extent planned to implement the specific actions called for. The Assistant Secretary-General stressed that the differences that did exist were primarily those of degree, timing and mode of application rather than any other fundamental differences of principle. In most cases where different modes of application were suggested, it was with a view to accommodating the recommendations to certain practical realities and limitations of a procedural nature.

#### 1. Time-limited objectives

155. There was, however, an apparent lack of agreement with respect to the feasibility of implementing recommendation No. 1 on time-limited objectives for subprogrammes. The Assistant Secretary-General stressed that, while the Secretariat accepted the concept of time-limited objectives, it was not clear how and at what level such time-limits could be applied within the existing format of medium-term plans. He pointed out that one could arrive at objectives of the subprogrammes either by deductive derivation from objectives at the programme level or by inductive aggregation of projects and activities at the programme-element level. In the first case, the subprogramme objectives would be conceived as integral components of the programme objectives, and consequently would be equally difficult to limit with respect to time. In the second case, the possibility of time limitation depended on the time-limits of the constituent programme elements. The higher the level of aggregation and the higher the heterogeneity of the subprogramme, the greater would be the difficulties of setting time-limits on objectives, and vice versa. In fact, neither approach was explicitly applied and guidance as to which one was preferred by CPC would facilitate the Secretariat's efforts to arrive at the optimum subprogramme structure, since the methodology used would, to a large extent,

determine the character and degree of precision of the subprogramme and its objective. He felt that the main conceptual problem was to bring into alignment the programme hierarchy with the activity hierarchy, that is, a problem of means-ends relationship. Clarity on that point was necessary to determine at what levels of aggregation of activities the various steps of the programme hierarchy would be defined, and hence the feasibility of time-limited objectives at the subprogramme level. He expressed the hope that the Committee would be able to give the Secretariat guidance on this point.

156. At the Committee's invitation, Mr. Maurice Bertrand made a statement on the comments of the Secretary-General. Mr. Bertrand confirmed that, although there were some differences, he had no difficulty in accepting the Secretary-General's suggestions on the implementation of recommendations Nos. 2-6. He felt, however, that there was a serious misunderstanding of recommendation No. 1 on time-limited objectives, which was fundamental to the proper working of a complete planning and programming evaluation system. In his view, time limitations for subprogramme objectives were an essential link between the programmes as expressed in the medium-term plan and the programme elements that were reflected in the budget. Currently, the subprogramme objectives and strategies failed to link the general objectives at the first level with specific activities and outputs at the third level. He felt that the primary purpose of a planning and programming system was to provide this link through a careful strategy, which was capable of evaluation, and that without it the medium-term plan could not be considered an effective management instrument.

157. Some delegations expressed their support, in particular, for recommendation No. 1 and for Mr. Bertrand's explanation on the need for a clear definition of strategies. Those delegations felt that, although it was a prerogative of States Members of the United Nations to approve or disapprove the strategies proposed in the medium-term plan, they could not currently exercise their prerogative because there was no systematic description of strategies; it was not, therefore, possible for them to know how the general objectives of the programmes were put into action, or to understand how the outputs were obtained.

158. Since the only significant difference between the two reports was apparently confined to recommendation No. 1 of the report of JIU, the Chairman suggested that the Committee give priority attention to that set of problems. In discussing that point, the Committee agreed that it might be difficult to provide precise time-limited objectives for every subprogramme, given the wide differences in over-all programmes and in subprogrammes themselves. It was recognized that a distinction must be drawn somewhere in the hierarchy (of programme, subprogramme and programme elements) between matters that required a political determination, which was the exclusive responsibility of the intergovernmental bodies, and those concerning the implementation of governmental decisions, the responsibility for which rested with the Secretariat.

159. It was generally felt that the existing definition of a subprogramme within the programme hierarchy was not adequate and that it was necessary to clarify that important step in the planning-programming process. In that connexion, it was recognized that further thought must be given to the level of aggregation at which subprogrammes were formulated and that there were substantial differences in the scope and level of specificity of subprogrammes in the current document.

160. The Committee was of the view that, since there was no disagreement on the intent behind recommendation No. 1 of the Joint Inspection Unit, the most practical solution would be to proceed with some selected programmes. The Committee therefore

requested the Secretariat to suggest several programmes in the economic and social sectors representing a typical array of problems at the subprogramme level, from which it would select a limited number that would be reformulated along the lines of recommendation 1 in the report. That was to be done before the end of the Committee's eighteenth session.

## 2. Evaluation methods and internal work programmes

161. With regard to other recommendations in the report of JIU, the Assistant Secretary-General summarized the action that was planned, both on recommendations to be implemented immediately and on recommendations on which it was proposed to move first on an experimental basis. In that connexion, he pointed out that the recommendation on internal work programmes (recommendation No. 3) was being followed up and the Secretariat expected to have a suitable methodology available for the next programme-budget cycle.

162. The Committee accepted the general approach outlined in the Secretary-General's comments, but also emphasized certain specific aspects of recommendations that were felt to be particularly urgent. For example, the Committee emphasized that the concept of identifying user or clientele groups suggested in recommendation No. 1 was important and urged the Secretariat to proceed as rapidly as possible with the implementation of recommendation No. 3 on internal work programmes, as well as with the method for output-costing suggested in recommendation No. 4.

163. The Committee also indicated that it would look forward with interest to the performance and evaluation reports which the Secretariat planned to prepare under recommendation No. 5.

164. With regard to recommendation 6, the Committee emphasized that it was essential to continue efforts to develop the techniques necessary to provide an evaluation of the impact of United Nations activities.

165. The Committee was aware of the obligation of the United Nations to have full consultations with other organizations on changes proposed for programming and budgeting formats and methods. It was felt that, before any final decisions were made to modify the United Nations approach, due regard should be given to the further harmonization of the plans and programmes of organizations within the system.

166. The Committee unanimously expressed to Mr. Maurice Bertrand its appreciation of the work he had done.

## B. Ocean economics and technology

167. The Committee reviewed the programme evaluation of the programme on ocean economics and technology for the period 1974-1977 at its 505th and 506th meetings, on 1 June 1978. For its consideration of the programme, the Committee had before it the report of the Secretary-General on programme evaluation for the period 1974-1977: Ocean economics and technology (E/AC.51/91/Add.1 and Corr.1) and the note by the Secretariat on activities of the United Nations system related to the United Nations programme in ocean economics and technology (E/AC.51/93).

168. The Acting Assistant Director of the Ocean Economics and Technology Office, in his introductory statement, briefly reviewed the development of the programme, noting that it served a catalytic and co-ordinating role within the United Nations system and implemented activities not falling within the sectoral mandates of other United Nations organizations. He stated that the evaluation report was critical and straightforward in acknowledging short-comings. Noting that needs which could not be anticipated, ranging from additional time required to take measures to ensure the quality of outputs to ad hoc requests from Governments for assistance, had imposed constraints on work programme implementation and hence necessitated adjustments in time-tables and deadlines, he emphasized the need for flexibility in programme formulation and implementation.

169. The Committee was informed by a representative of the Secretariat that the Preparatory Committee of ACC had chosen the Sub-Committee on Marine Affairs to be the subsidiary body responsible for implementing, on an experimental basis, new measures for joint planning. He added that, unlike previous exercises in joint planning, which had been limited to ad hoc and specific activities, the Sub-Committee had been asked to undertake joint planning on an across-the-board basis and within the framework of the various medium-term planning exercises. He informed the Committee that the procedure of prior consultations had been in existence for over a decade and that recently an improvement in the procedure was being implemented on the recommendation of the Preparatory Committee, whereby comments made under prior consultations would be made available to the Sub-Committees of ACC for the identification of problem areas, so that such problems could be discussed and resolved.

170. In the course of its discussion, the Committee expressed general satisfaction at the quality of the evaluation report (E/AC.51/91/Add.1 and Corr.1), and in particular its frankness.

171. Turning to various issues raised in the report, the Committee agreed that the operative paragraphs, rather than the preambular ones, should have been cited in the description of legislative authority. That would have made it possible for them with references to legislation in subsequent sections.

172. The Committee supported the report's approach to the consolidation of legislation and endorsed the specific suggestions made in the report. It indicated that the particular formula presented might be generally applicable and welcomed the inclusion of information on legislation that possibly gave rise to activities that were obsolete or of marginal usefulness.

173. In its discussion of current evaluation procedures and programme formulation and development, the Committee recognized the difficulties in maintaining continuity between medium-term plans, programme budgets and implementation. The Committee also noted the indications in the report that certain problems of planning and programming would in time be partially overcome, as well as the positive references both to the usefulness of the existing system of performance reporting and to the potential utility of operational work programmes.

174. Regarding the causes of and possible solution to certain of the difficulties involved, the Committee discussed the level of specificity at which the medium-term plan was required to be drafted, and the question of precision and time-limitations in relation to objectives.

175. The Committee welcomed the inclusion in the report of information on the impact on the programme of a hypothetical increase or decrease of 20 per cent in funding for the programme. It noted, however, that the reference to extrabudgetary funds was clearly contrary to the Committee's expressed intentions at its seventeenth session. 7/

176. On the subject of users and the distribution of outputs, the Committee devoted considerable discussion to the effectiveness of channels of distribution in relation to primary users. In that regard, the Committee emphasized the importance of involving users in any assessment exercise to provide feedback for the programming process.

177. Noting the large volume of outputs distributed free of charge under the programme, the Committee discussed the matter of publications at length, raising a number of questions concerning the process by which outputs were submitted for, and approved as, sales publications, and the role of the substantive office and its department in that process. The Committee agreed that, while the matter could not be examined in depth at its current session, the question of publications should be the subject of separate consideration in the future.

178. The Committee noted that certain specific difficulties in evaluating the impact of outputs under the ocean economics and technology programme stemmed from the fact that many of those outputs, in the period under review, had been directed to intergovernmental bodies. Furthermore, certain problems with the assessment of impact arose in the case of outputs that were provided as inputs into joint activities of other organizations such as UNEP; in such cases it was practically impossible to isolate the relative contribution of each individual organization to the end product.

179. In the case of technical co-operation, it was noted that impact could only be measured after the operational phase of a project had been reached and not in terms of bringing a project to its operational phase, as the report suggested. In that connexion, it was further noted that the assessment of impact could be carried out successfully only in co-operation with the Government or Governments concerned. It was pointed out that the "reviewer concept" mentioned in the report as a measure taken to ensure the quality of outputs in their preparation could be extended by involving a group of countries in the assessment of the quality and impact of an output already prepared.

180. The view was expressed that it would have been useful if the Committee had had before it a final section of the report consisting of a summary of findings and, where appropriate, recommendations. The view was also expressed that, while the Committee itself was acting as the "external" evaluator of an "internal" evaluation report, the head of the department, under whose auspices the internal evaluation was carried out, should be involved in the preparation of that section.

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7/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38), paras. 30 and 63-66.

C. United Nations programme in public administration and finance for development

181. The Committee reviewed the programme evaluation of the United Nations programme in public administration and finance for the period 1974-1977 at its 506th to 511th and 543rd to 545th meetings, held between 1 and 6 June and on 13 September 1978. For its review, the Committee had before it the following documents: the report of JIU on the United Nations public administration and finance programme, 1972-1976 (E/1978/42 and Corr.1 and Add.1, and the comments thereon by the Secretary-General (E/1978/42/Add.2); a note by the Secretariat on activities of the United Nations system related to the United Nations programme in public administration and finance (E/AC.51/93/Add.1); the report of the Fourth Meeting of Experts on the United Nations Programme in Public Administration and Finance (E/1978/11/Add.1), pursuant to paragraph 5 of Economic and Social resolution 1978/6; and the report of the Secretary-General on public administration and finance for development in the 1980s (E/1978/11). 8/

182. The report of JIU was introduced by its author, Mr. Maurice Bertrand. 9/ In discussing the relative merits of internal and external evaluation, he noted that the Secretariat tended to perceive external evaluation as a mechanism to control their efficiency. While that was an integral part of evaluation, it was not, in his opinion, the most important. Essentially the primary purpose that evaluation should serve was to help ensure that the activities of organizations were corresponding optimally to the objectives set for them. Evaluation constituted such a means by linking activities of organizations to plans through constructive criticism. That could provide for better adaptability of activities to plans and could help overcome what he felt was the main weakness of United Nations programmes and plans; the "eternal" nature of several United Nations activities, which could be attributed to the failure to translate medium-term goals into time-limited activities that were designed to produce specific, verifiable outputs. He pointed out the methodological and informational constraints he had met in carrying out the assignment. He emphasized that there was no standard evaluation methodology available for the evaluation of international programmes and, consequently, he had had to develop and use an experimental methodology. In fact, the development of a methodology was as important a part of the exercise as the evaluation of the programme itself. He recognized that the use of the questionnaire method in eliciting responses from the users of the programme outputs was not perfect, and that it should be combined with other methods that

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8/ In paragraph 5 of its resolution 1978/6 entitled "Public administration and finance for development in the 1980s", the Council "Requests the Committee for Programme and Co-ordination, when it makes an in-depth study of the work programme of the Division of Public Administration and Finance at the first part of its eighteenth session, to take into account the recommendations of the Meeting of Experts and submit its recommendations to the Council at its second regular session of 1978". During the first part of its session, the Committee decided to consider those questions during the second part of its session when reviewing the proposed medium-term plan on the programme.

9/ For reasons beyond his control, Mr. Bertrand was unable to participate in the discussion of the report. He responded to the questions raised by delegations during the second part of the session of the Committee (see paras. 198-200 below).

would be evolved as part of future exercises. They had, however, supplied useful data, which, after taking account of problems of validity and representativeness, provided valuable insights into users' perceptions of the products of the programme. Naturally the results of any analysis relying partly on methodological experimentation had to be taken cautiously, as he had kept in mind in reaching his conclusions.

183. The Inspector also pointed out that many of the problems he had identified were not unique to the public administration and finance programme, but were the result of the over-all policies and practices of the Organization. He had, accordingly, submitted a separate report on programming and evaluation in the United Nations (E/1978/41), which would be taken up separately by the Committee, the decisions on which would automatically apply to the programme under review. With regard to the public administration and finance programme specifically, he mentioned three main points:

(a) The rate of implementation of the programme was unsatisfactorily low and needed to be improved by concentrating on selected activities of high priority:

(b) The conception of the programme needed to be changed to emphasize the development of manuals and methodologies for analysing public administration and finance problems in the developing countries and the task involved should be carried out in collaboration with the network of institutions and organizations concerned with problems of public administration and finance;

(c) The internal working methods and management of the Division of Public Administration and Finance needed to be streamlined to bring about greater integration between technical assistance and research work and to design better the assignments of sections and individuals.

184. The Director of the Division of Public Administration and Finance welcomed the review of the programme by the Committee at that juncture because of various developments, including the evaluation of the programme by JIU, the review of the report of the Fourth Meeting of Experts on the United Nations Programme in Public Administration and Finance by the Economic and Social Council at its first regular session and the adoption of Council resolution 1978/6 on 4 May 1978 and General Assembly resolution 32/179 of 19 December 1977, as well as the ongoing process of restructuring the economic and social sectors of the United Nations system. The Director explained his views on the methodology used by the Inspector and his findings and indicated that there was a considerable divergence of views between the Inspector and the Division on those questions.

185. In reviewing the programme, the discussions in the Committee, which are set forth below, focused on several main themes.

#### 1. Nature of the evaluation report

186. The Committee welcomed the open and frank manner in which the analysis was presented in the report of JIU. While some members felt that the language was occasionally too harsh, others thought that the report identified significant opportunities for improving the work of the Division and that its findings were reported in dispassionate terms. Some delegations queried whether the report had



been prepared in full conformity with the statute of JIU and, particularly, whether it represented the collective views of the JIU. (For Mr. Bertrand's response see para. 199 below.)

187. With respect to the level of methodological sophistication achieved in the analysis of international programmes, it was agreed that the efforts of JIU represented an important step forward. However, it was an experimental exercise, and many limitations resulted from the difficulties of identifying clearly the clientele of the programme.

188. Another methodological difficulty in evaluating a single programme pertained to its being locked in with over-all organizational procedures and practices. It was recognized that, while some of the difficulties identified by the report of JIU pertained to the programme itself, others were basically the result of organization-wide problems, as pointed out in the report. Those difficulties would require action at that level. For example, the question of publications, recruitment and technical assistance could only be tackled at the level of general policies applying to those areas. The situation in regard to recruitment was viewed as a serious problem. Some delegations were of the view that the methods used in the report for measuring the work output were unsatisfactory because they assumed that all individual work outputs were equal. Some delegations felt that the existence of a large number of vacancies in the Division was a major factor in the unsatisfactory rate of implementation of the programme. The Committee expressed its intention to have the over-all policies and problems reviewed in the near future and to take steps to eliminate the bottle-necks.

189. The JIU report indicated that the future thrust of the programme should be in the direction of technical assistance. In that connexion, it was pointed out that there were also other tasks assigned to the programme which were equally important. Examples included Economic and Social Council resolution 1978/6, in which the Council, inter alia, requested the Secretary-General to monitor continually changes and trends in public administration and finance with a view to identifying institutional and managerial dimensions of development under different circumstances, and to publish results for the use of national authorities and international agencies. Another example was General Assembly resolution 32/179 on the role of the public sector in promoting the economic development of developing countries, in which the Assembly invited the Secretary-General to continue studying the subject and to submit reports to it. The two tasks, it was agreed, were essentially complementary and an over-all review of changing conditions and problems of public administration and finance was important, not only in response to the request of the legislative bodies, but also to serve better the needs of the developing countries through technical assistance in those areas.

190. With regard to the relationship between research and technical assistance activities of the programme, the Committee was presented with two opinions. On the one hand, the report of JIU had pointed out the lack of interaction between those two components of the programme. The Secretary-General's report, on the other hand, claimed the existence of a close working relationship between the two and the constant enrichment of each by the other. It was realized that the two opinions of the programme were a result of different points of view. One took an independent outside view, while the other represented day-to-day programme management.

191. Questions were also raised about the implications of the ongoing restructuring process of the economic and social sectors of the United Nations system for the technical assistance and research activities of the programme. While the organizational matters were at the exclusive discretion of the Secretary-General, the Committee understood that the future location of the public administration and finance programme as a whole would have a bearing on its orientation and activities. Some delegations were in favour of orienting the programme more towards the implementation of resolution 32/179. It was expected that the future thrust of the programme would be more in the direction of technical assistance, as recommended by JIU and, for that purpose, future research activities would also be oriented in that direction so as to establish an optimum relationship between the two clusters of activities.

### 3. Co-ordination

192. The Committee reviewed the institutional framework of the programme, which included a large number of national, regional and interregional institutions concerned with problems of public administration and finance. It also included specialized agencies and institutions in the United Nations system that dealt with related problems.

193. Regarding co-ordination between the programme and other organizations in the United Nations system, the Committee noted with concern that the documentation, including the note by the Secretariat on activities of the United Nations system related to the United Nations programme in public administration and finance (E/AC.51/93/Add.1), presented evidence of unsatisfactory relations in that respect with the ILO, and possibly with other agencies. In response, the representative of the Division referred to a report of ACC of 1970 (E/4840), which stated that close co-operation existed between the Division of Public Administration and Finance, the United Nations Secretariat and the relevant units in other organizations. Existing informal arrangements to achieve co-operation and co-ordination were satisfactory in the opinion of the representative of the Division, and he felt no need to change the existing situation. The Committee, however, agreed that it might be worth while for ACC to review the question of co-ordination in 1979 in order to take stock of the changing situation.

194. In response to questions about the work of the programme in the area of public finance, the Committee received assurances that it did not represent any duplication or overlap either with the work of other units in the Secretariat or of IMF. The Committee was informed that the programme's activities in that field were concentrated on financial management (for example, budgeting, accounting, auditing and tax administration) rather than public finance per se, which was the responsibility of another unit in the Secretariat. Similarly, the work of IMF was different in nature and scope. In appropriate cases, the Division and the Fund had co-operated in joint projects.

195. The second question about co-ordination referred to the relationship of the programme with the programmes of the regional commissions and the possibilities of regionalizing the programme. In that connexion, the Committee recognized the limitations of regionalization and agreed that any decision about those questions in general would mutatis mutandis apply to the public administration and finance programme. In the meantime, the Committee received assurances of the existence of

close working relationships between the Headquarters programme and the few regional commissions which had activities within the programme area. The Committee took note of the statement by the representative of the Division with respect to the extremely limited resources available to the regional programmes and the consequent smallness of those programmes. While some delegations expressed the hope that such programmes could be strengthened, other delegations contested that point of view.

196. The third question in the area of co-ordination referred to the relationship of the programme with national, regional and interregional institutions that had come into existence in the last few years. The Committee agreed that the problem of co-ordination in that respect was different from the two questions discussed above, because most of the institutions in that cluster were not United Nations institutions. In such cases, therefore, co-ordination could be achieved only through informal and professional contacts governing issues of mutual interest. The Committee supported the JIU recommendation that the existing network of institutions should be further developed and better utilized in the implementation of the programme.

#### 4. Recommendations of JIU

197. After a thorough discussion of the specific recommendations of JIU and the comments thereon by the Secretary-General, the Committee was satisfied to note that the Secretary-General had accepted all the recommendations in the report. Some of those recommendations had apparently been anticipated by the Secretariat and the Secretary-General's comments showed that, in some aspects, he had already taken action to adapt existing practices to the recommendations. On some other recommendations, the Secretariat indicated its readiness to pursue their implementation in the light of the discussions in the Committee. It was further recognized that some recommendations would have to await decisions on larger issues. For instance, part of recommendation No. 1 concerning the definition of programme objectives and subobjectives, recommendation No. 4 concerning the presentation of publications and recommendation No. 7 referring to internal restructuring of the relevant sections of the Division were dependent on decisions taken in a broader context.

198. The Committee resumed its consideration of item 3 and continued its discussion of the report of JIU on the United Nations public administration and finance programme, 1972-1976 (E/1978/42 and Corr.1 and Add.1) and the comments thereon by the Secretary-General (E/1978/42/Add.2), at its 543rd to 545th meetings on 13 September 1978.

199. Mr. Bertrand explained the statute of JIU, which gave it the authority to evaluate various programmes, and pointed out that the programme in public administration and finance had been evaluated at the request of CPC itself. As to the finalization of the JIU report, he stated that the draft of that report had been circulated to other members of JIU for comments, as was the case with all JIU reports, and that the report reflected the "common wisdom of the Unit". He further explained the methodology used in carrying out the evaluation of the programme and the difficulties encountered in that regard. Some delegations did not come to any definite conclusions on questions regarding the methodology used by the Inspector.

200. The Committee expressed its appreciation of the work carried out by Mr. Bertrand in evaluating the programme.

#### D. Social development and humanitarian affairs

201. The Committee reviewed the programme evaluation of the programme on social development and humanitarian affairs for the period 1974-1977 at its 508th and 512th to 516th meetings, between 2 and 8 June 1978.

202. For its review, the Committee had before it the report of the Secretary-General on programme evaluation for the period 1974-1977 relating to social development and humanitarian affairs (E/AC.51/91/Add.2 (Part I), Add.2 (Part II) (English only) and Add.2 (Part III) (English only)); and the note by the Secretariat on activities of the United Nations system related to United Nations programmes in social development and humanitarian affairs (E/AC.51/93/Add.2).

203. The Committee's attention was drawn to Economic and Social Council resolution 1978/35, entitled "Reinforcing the social development sector within the United Nations". In paragraph 1 of the resolution, the Council requested "the Committee for Programme and Co-ordination, at its eighteenth session, in evaluating the social development and humanitarian programme of the United Nations, to study the effectiveness of social development activities and report thereon to the General Assembly at its thirty-third session, through the Economic and Social Council, bearing in mind particularly the need to co-ordinate better the social and other development activities within the United Nations".

204. The Assistant Secretary-General for Social Development and Humanitarian Affairs, in her introductory statement, recalled that, at its seventeenth session, the Committee had decided that the in-depth evaluation of the programme on social development and humanitarian affairs, which should be prepared internally, should focus on the legislative mandates in that area with a view to consolidating legislation and identifying activities of marginal usefulness. 10/ The Centre for Social Development and Humanitarian Affairs had also been requested to prepare an analysis of outputs of the programme and its related parts. She mentioned that the report of the ad hoc Working Group, established under Economic and Social Council resolution 2079 (LXII) to study the reinforcement of the social development sector within the United Nations, was not included in the documents because the Council had decided to postpone the convening of the Working Group pending the outcome of the restructuring exercise.

205. She noted that, under the section on relative growth rate discrepancies, the Committee, in its report, had made a number of recommendations on specific programme elements in the proposed programme budget for 1978-1979 for the Centre for Social Development and Humanitarian Affairs and the Division of Social Affairs at Geneva. 11/ She stated that the report before the Committee represented the most comprehensive account of legislative mandates and related activities ever assembled for United Nations activities in social development and humanitarian affairs. She said that, even though the comprehensive nature of the document might make it difficult to assimilate, the Committee might agree that the scope and nature of the programme for which the Centre was responsible made it impossible to present the in-depth review in a brief document.

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10/ Official Records of the General Assembly, Thirty-second session, Supplement No. 38 (A/32/38), chap. I, sect. A, para. 7 (d);

11/ Ibid., sect. D, paras. 22-23.

206. In concluding, she pointed out that, because there were several specialized bodies whose decisions had direct bearing on the work of the Centre and in view of the fact that the legislative mandates and related programmes had been in existence for a number of years, the cumulative legislative history of work done in social development and humanitarian affairs was "massive and diverse". She suggested that, although the Centre had not itself attempted to rationalize, codify and consolidate the mandates, the Committee might consider the designation of one of its members as a special rapporteur to work with the Centre during the next year on such an exercise.

## 1. General discussion

### (a) External versus internal evaluation

207. In its consideration of external versus internal evaluation, the Committee stressed that any internal evaluation exercise had the weakness of painting a too positive picture of the impact of its work programmes. Internal evaluation, however, had the advantage of involving staff members in a critical examination of their own work. On the other hand, external evaluations were more likely to look at the issue under review more objectively. In internal evaluation, there was likely to be an absence of fundamental criticism of achievements and clear delineation of functional linkage of programmes. Thus, it was stated that evidence of weakness in internal evaluation could be found in the sections presented by the Secretariat on the impact of possible reductions, where internal evaluations tended to avoid making hard choices. It was also suggested that shortcomings of the internal evaluation report submitted by the Centre could not be attributed to the Centre alone, but were partly due to the Committee, whose guidelines were "not sufficiently precise".

#### (i) Co-ordination

##### Within the United Nations Secretariat

208. It was pointed out that the evaluation report did not specify the volume of work done in the social field by other parts of the United Nations Secretariat and it was stressed that such information was necessary in order to facilitate a meaningful evaluation of the work in that sector, particularly on performance criteria and on the working relationships of the Centre for Social Development and Humanitarian Affairs with other units of the Secretariat dealing with the same subject matter. The Committee noted that the restructuring exercise currently under way in the social and economic fields of the work of the United Nations system might help to improve programme co-ordination. In responding, the representative of the Centre noted that it was responsible for less than half of the total work of the Department of International Economic and Social Affairs in the social field and that the Centre for Development Planning, Projections and Policies handled about 14 per cent, human settlements 13 per cent, population 10 per cent and statistics 7.5 per cent. He agreed that, in order for information to be meaningful, it would be necessary to show the kind and degree of relatedness between the work of the Centre in the social field and that of other units of the Secretariat.

##### With other parts of the system

209. Some representatives noted that the Centre's subprogrammes 1 (Popular

participation and institutional development), 2 (Services for social integration and welfare), 4 (Integration of women in development) and 5 (International instruments relating to the status of women and the participation of women in international co-operation and maintenance of peace) touched on work concurrently carried out by other agencies of the United Nations system. That was particularly true of subprogramme 1.

210. Some delegations suggested that issues in the social field should be distributed among specific units of the system instead of having all of them carry out similar programmes at the same time. Also it was observed that there might be too much emphasis on meetings. In reply, the representative of the Centre pointed out that meetings of substantive staff on related programmes were necessary if executive heads were to be assisted in their task of harmonizing planned activities on social questions before final decisions were made. He said that social development within the system was never authoritatively defined but did reflect the harmonization of a broad category of activities through annual meetings of ACC on economic and social questions. Currently, the task force for joint planning in the United Nations system had the responsibility for subject matter co-ordination in the social field.

(ii) Consolidation of legislative mandates

211. The predominant opinion of the Committee was that the compendium of legislative mandates contained in the report of the Centre would have been more useful if the Centre had adopted measures to identify obsolete elements of subprogrammes. Some delegations considered that the Secretariat could also have suggested ways of eliminating the diffusion of effort caused by overlapping legislation and by mandates of marginal usefulness and had suggested ways of consolidating existing mandates imaginatively. With regard to the proposal to consolidate mandates, the view was expressed that those tasks could not be carried out by the Secretariat on its own, and needed active guidance and direction from intergovernmental bodies; that would make it necessary for Governments to familiarize themselves with the data provided by the Centre on its work over the years before any further action could be suggested. Views were also expressed that that was the task of the mandating bodies themselves and that perhaps more specific guidelines should be given to identify those mandates which led to the duplication of the Secretariat's work programme and those that led to duplication in the work of intergovernmental bodies. At the suggestion of the Chairman, it was decided that the question of the review of legislative mandates would be postponed until the second part of the Committee's eighteenth session, scheduled to take place from 28 August to 15 September 1978. He observed that the issues of whether special rapporteurs would be appointed should also be taken up at the second part of the Committee's session. However, lack of time prevented the Committee from considering that question.

(iii) Focus of the programme

212. In considering the focus of the programme on social development and humanitarian affairs, the Chairman noted that one of the basic reasons for the Committee's in-depth review of the Centre's programme was not "the growth rate issue", but the fact that the Centre had not set its priorities adequately. It was noted that the Centre's internal evaluation report reflected the lack of an overview of the general direction of the programme as a whole, even though it provided valuable details at the subprogramme level. In addition, it was noted that the programme elements and the subprogrammes were not sufficiently unified

and that they also needed a clearer definition of target, better direction and greater coherence. The programme, it was felt, did not sufficiently reflect the notion that social development was not restricted to special population groups, such as youth; the aging and the handicapped; it also included elements such as food, clothing, shelter and health. Thus, it was necessary for units dealing with social affairs in the United Nations to adopt a unified approach on social questions and to link that approach with the tasks of other agencies in the United Nations system dealing with related subjects. The Chairman noted that there was a need for greater coherence in programme policy formulation, since different aspects of the Centre's work had to be viewed within the broad context of socio-economic development as a whole and against the work of other units of the United Nations and the agencies in that area.

213. In response to queries regarding the effect of the restructuring exercise on the work programme of the Centre, the representative of the Centre indicated that programme changes were being considered and would be reflected in the forthcoming proposed medium-term plan for the period 1980-1983. For example, subprogramme 1 in future might be treated within the context of the unified approach of the Department of International Economic and Social Affairs. Such a change would also have implications for the over-all orientation of the Centre's other subprogrammes, but that would also be clarified in the discussion of the forthcoming plan.

214. In the course of the general debate, a number of questions were raised with respect to the contents of tables I/b and I/c in the report by the Secretary-General (E/AC.51/91/Add.2 (Part I)). Concern was expressed, in particular, about the high proportion of resources allocated to programme formulation and management as indicated in table I/c.

## 2. Review of subprogrammes

### (a) Subprogramme 1 (Popular participation and institutional development)

215. Several questions were raised concerning the general orientation of subprogramme 1 as well as its relationship to other activities. Moreover, some delegations pointed out that much of the work by the Centre appeared to duplicate work undertaken elsewhere in the United Nations system. Some felt, for example, that the activities in the area of rural development and popular participation might not belong within the subprogramme and that the subject could be better dealt with elsewhere. Other members of the Committee disagreed with those views and felt strongly that an attempt to subdivide the programme and to remove some of its subprogrammes would affect its thrust and impact. It was explained by the representative of the Centre that one reason for some apparent duplication was that subprogramme 1 was multidisciplinary in scope, whereas the other subprogrammes of the Centre dealt with more specific subjects and groups.

216. It was noted that the Centre had played an active role in the co-ordinating mechanisms of ACC in the area of rural development and that there was not, in fact, any duplication; but rather, the relative roles of the United Nations and the specialized agencies were complementary in both form and content.

217. The question of legislative mandates was not discussed in specific terms, but there was a general expression of the view that the activities appeared to be

widely dispersed. For example, some members of the Committee questioned whether the United Nations should deal with co-operatives at all and whether land reform and rural development could not be better handled elsewhere in the system. Other members of the Committee recalled the relevant Economic and Social Council and General Assembly resolutions on land reform and the co-operative movement with reference to the United Nations (Council resolution 1707 (LIII) entitled "Agrarian reform", and General Assembly resolution 31/37, entitled "National experience in promoting the co-operative movement").

218. Achievement indicators for subprogramme 1 were not discussed in depth, but it was noted that the means by which achievement indicators had been presented did not facilitate an in-depth review by the Committee. Several delegations questioned the statements in the evaluation report concerning the impact of the subprogramme, in particular the Centre's suggestion that improved co-ordination with the Office of Public Information would improve its impact. That was felt to be overly optimistic, in view of an earlier review of the public information programme by the Centre.

219. The discussion of the section concerning future directions in terms of possible curtailment or expansion of resources focused on the suggestion by the Centre that curtailment would result in reduction of work in the areas of co-operatives, land reform and information exchange concerning youth. Several members of the Committee disagreed with the Centre's choice of subjects for possible curtailment.

220. In the course of general observations on subprogramme 1, one delegation, while noting the lack of emphasis on radical socio-economic changes in the subprogramme, stated that basic social transformation should receive its share of attention.

(b) Subprogramme 2 (Services for social integration and welfare)

221. Members took a generally favourable view of the orientation of the subprogramme, particularly in terms of its focus on special groups. It was noted in that context that the work dealing with social welfare was important. It was also noted, however, that in terms of the descriptions given in the interagency part of the report, work of other agencies appeared to duplicate that of the Centre. In that regard, the question of migrant workers was mentioned. It was suggested that there was duplication of work on migrant workers between the Centre and the ILO, as well as duplication in the activities for the disabled between the Centre and the work of both the ILO and WHO. With respect to the rehabilitation of the disabled, the work of the United Nations in the area of orthoprosthesis was questioned by one delegation since it came within the area of competence of WHO. In that connexion, the representative of the Centre stated that that technical work was not a major feature of the subprogramme, whose concern was primarily with broad issues of orientation of and opportunities for disabled persons as a group. Some members of the Committee favoured transferring work in connexion with disabled persons to the ILO and WHO in accordance with their terms of reference, with a view to eliminating duplication. Other delegations cited legislative authority for the United Nations to carry out such activities.

222. The representatives of the Centre, the ILO and WHO stated that those were areas in which a rational distribution of work among the agencies had been made



and co-ordination was effective. The question of legislative mandates was not discussed in that context. With reference to work on social welfare, the question was raised whether or not work within the regions was uniform. It was noted that co-ordination had taken place primarily with those regions in which social welfare research and training institutions had already been established and that co-ordination with other regions would improve as new institutions were established.

223. In discussing achievement indicators, questions were raised concerning the statements with respect to the presumed impact of the subprogramme, particularly the suggestion of the Centre that a long period was required for the impact of programmes to emerge. It was suggested that more precise indicators could have been used and elaborated.

224. With regard to future directions, the Committee questioned the conclusion reached by the Centre that only an across-the-board reduction was possible, and expressed the view that more specific activities for possible curtailment could have been indicated. It was explained by the representative of the Centre that that position was owing to the interdependence among various activities in the subprogramme, which made it difficult to suggest one activity for reduction rather than another. Several delegations criticized the report's implication that more travel and more meetings were necessary to promote co-ordination.

(c) Subprogramme 3 (Crime prevention and criminal justice)

225. The Committee noted that the work on crime prevention and criminal justice was strictly a United Nations responsibility and that there was thus no duplication or overlapping of activities carried out under it. With regard to the specific mandates defining the work of subprogramme 3, however, it was noted that closer co-ordination was needed with respect to certain areas of common concern, such as human rights. It was pointed out that there already existed a certain division of responsibilities and that further co-ordination would result from the implementation of General Assembly resolutions 32/60 and 32/130, adopted by the General Assembly at its last session.

226. In the analysis of impact, the role of the subprogramme in alerting Member States to the importance of crime prevention and criminal justice planning was stressed, as was the need for indigenous solutions to crime problems. The impact of certain activities, such as training courses and seminars, could perhaps be further increased by directing them at those users who could most profit from them, but it was recognized that Governments had the prerogative of nominating candidates, thus influencing the selection process and eventual benefit to be derived from the subprogramme. A decrease in operational funds available for the subprogramme, in spite of its new additional mandates, was noted by several representatives, who hoped that that did not mean that lower priority would be accorded to it. The representative of the Centre, in his reply, pointed out that the apparent decrease in resources was a relative decline attributable to the expansion of other activities, which reduced the subprogramme's share of the total resources. He also noted that the subprogramme drew heavily on academic institutions and researchers in order to maximize its efforts and that the financial constraints made it all the more important that the contribution of outside resources, such as universities, be fully used. A better definition of priorities and a clear statement concerning the areas suggested for possible curtailment or expansion were deemed desirable in order to identify adequately the direction of the subprogramme.

(d) Subprogramme 4 (Integration of women in development)

227. Several representatives, while stressing the importance of subprogramme 4, indicated that the resources allocated to it should not be reduced. One delegation felt that the impact of the subprogramme was not sufficiently clear and suggested that JIU should be requested to conduct an external evaluation of the whole programme concerning women. He suggested that the findings of such an inspection might then be submitted to the World Conference of the United Nations Decade for Women, to be held in Iran in 1980, as a means of establishing priorities and providing concrete suggestions for intergovernmental policy-makers at that Conference. Other delegations, however, recognizing the usefulness of external evaluation by JIU, stated that such inspection should not be limited to that subprogramme alone, but should cover all the subprogrammes of the Centre.

228. Closer co-operation with other departments and agencies in programmes, including operational ones, relating to the integration of women in development was recommended.

229. More information was requested on the criteria for the fellowship programme and on the allocation of funds from the Voluntary Fund for the United Nations Decade for Women.

(e) Subprogramme 5 (International instruments relating to the status of women and the participation of women in international co-operation and the maintenance of peace)

230. Some delegations asserted that it was unjustified for the Secretariat to combine subprogramme 4 (International instruments relating to the status of women), and subprogramme 5 (The participation of women in international co-operation and the maintenance of peace) of the current medium-term plan into a single subprogramme in document E/AC.51/Add.2 (Part I).

231. The importance of the Centre's work on subprogramme 5 was stressed by one representative, who also hoped that the work would be further strengthened. Another representative suggested that subprogrammes 4 and 5 should be kept separate, and stated that priority should be given to subprogramme 4. Questions were raised concerning the division of work between the Centre and the Division of Human Rights regarding the draft Convention on the Elimination of Discrimination against Women (see A/32/218 and Add.1 and 2). The representative of the Centre replied that women's questions were handled by the Centre from the general point of view and were not limited to legal points.

(f) Subprogramme 6 (Division of social affairs at Geneva)

232. Some delegations expressed their opposition to the singling out of the activities of the European social development programme as a separate subprogramme, as had been done in document E/AC.51/91/Add.2 (Part I). Other delegations felt that programmes in the social field being carried out for the benefit of Europe alone should be discontinued, because European experiences could not be easily applied to other regions. They drew attention to the relevant recommendations of the Committee at its seventeenth session. <sup>12/</sup> Others felt that the European

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<sup>12/</sup> Ibid., para. 23 (b).

social development programme was very important for Europe, and support for it was stressed at the Sixth European Social Development Planning Conference.

233. Some delegations felt that to have the programmes discontinued simply because they concerned only Europe would be unfair and unfortunate, since the status of the programmes would involve public opinion in European countries with regard to United Nations programmes as a whole.

234. The representative of the Centre, in reply, stated that the Division of Social Affairs at Geneva, in addition to other functions, was responsible for certain global project activities and made specific inputs to four other areas of the work of the Centre: research pertaining to youth, co-operatives, demographic aspects and support for the European social development programme, as well as the work on aging and general social welfare issues.

235. The Chairman, recalling his statement to the Fifth Committee at its 18th meeting on 17 October 1977 (see A/C.5/32/23 and A/C.5/32/SR.18), in which he clarified the intent of paragraph 23 (b) 13/ of the report of the Committee on its seventeenth session, stated that the point was not that the European programme was to be discontinued, but that its purely European aspects should be continued within the Economic Commission for Europe if the European countries so wished, and accordingly should not be funded through the Headquarters' budget.

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13/ In its report on its seventeenth session (*ibid.*), the Committee recommended to the General Assembly that: "Programme elements 1.6 (Assessing the needs and aspirations of youth at Headquarters), 1.1 (Participation of youth in development) and 2.1 (Policies and programmes relating to the aging) and any other activities at the Geneva Office of the Division of Social Affairs concerned solely with Europe should be terminated".

## CHAPTER IV

### CROSS-ORGANIZATIONAL PROGRAMME ANALYSES

236. At its seventeenth session, the Committee decided to review the following programme areas on a United Nations system-wide basis at its eighteenth session: 1/

(a) Activities of the United Nations in support of economic co-operation among developing countries;

(b) Information systems within the United Nations system; 2/

(c) The activities of organizations concerned with the application of science and technology to development.

Section II of Economic and Social Council resolution 2098 (LXIII) of 3 August 1977 read as follows:

/"The Economic and Social Council,"

"1. Decides to discontinue the submission of analytical summaries of the reports of the specialized agencies requested in its resolution 1458 (XLVII) of 8 August 1969 and related resolutions;

"2. Endorses the recommendations of the Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination concerning in-depth studies on the basis of the programme-sector-by-programme-sector approach to co-ordination; 3/

"3. Invites the Administrative Committee on Co-ordination to submit annually to the Committee for Programme and Co-ordination the relevant elements and selected information for the selection of programme sectors to be reviewed in depth on a United Nations system-wide basis;

"4. Invites the specialized agencies to co-operate actively, through the

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1/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38), chap. I, sect. F, para. 31.

2/ As stated in paragraph 37 of the Committee's report on its seventeenth session, the Committee decided to study the question at its current session, "in the light of the conclusions of the Advisory Committee on Administrative and Budgetary Questions, of the report which the Committee requested the Inter-Organization Board for Information Systems (IOB) to prepare for it and of the observations on the subject so that all steps which might prove necessary may be taken without delay, at the system level, to ensure coherence and compatibility of the information systems existing within the United Nations family".

3/ E/6009 and Corr.1, paras. 26-30.

machinery of the Administrative Committee on Co-ordination, in the preparation and timely submission of reports on United Nations system-wide programme sectors for consideration by the Committee for Programme and Co-ordination".

237. For its consideration of the item, the Committee had before it the following documents:

(a) Report of ACC on information systems within the United Nations family (E/AC.51/90);

(b) Report of the Administrative Committee on Co-ordination on economic co-operation among developing countries (E/AC.51/90/Add.1 (Part I) and Corr.1, and Add.1 (Part II) and Corr.1 and 2);

(c) Report prepared jointly by the Secretary-General of the United Nations Conference on Science and Technology for Development and ACC entitled "Overview of activities of organs, organizations and programmes of the United Nations system" (A/CONF.81/PC/19 (Part I));

(d) Report of ACC on the application of science and technology to development: education in science and technology (E/AC.51/94).

A. Information systems within the United Nations family

238. The Committee considered the information systems within the United Nations family at its 519th to 522nd meetings, on 28 and 29 August 1978. The Committee had before it a report on information systems within the United Nations family prepared by ACC (E/AC.51/90) and three directories produced by IOB: the Directory of United Nations Information Systems and Services, the Directory of United Nations Administrative Support Systems and the Directory of United Nations Computer Facilities. The report on information systems within the United Nations family (E/AC.51/90), together with the Directory of United Nations Information Systems and Services, was intended to constitute the cross-organizational programme in the area of information systems that CPC had requested ACC to prepare as part of its new practice of reviewing the organizations' activities in selected areas on a system-wide basis, rather than agency-by-agency.

239. The Committee noted that two other reports, a report by ACABQ prepared in response to General Assembly resolution 31/94 B and a report of JIU on IOB, which were likely to be of considerable importance in any review of information systems and the work of IOB, were still in the process of preparation and therefore could not be taken up.

240. The Committee concentrated its discussion on the following main themes: the ACC report on information systems within the United Nations family (E/AC.51/90); the need to achieve effective co-ordination of organizations' information system activities, including the need to develop a co-ordinated approach to the application of new technologies; the importance of ensuring that organizations' activities in the field of information systems were relevant to the needs of the developing countries; the functions of IOB; participation in IOB; the IOB work programme; and the question of the interconnexions between information systems activities in the United Nations system and those of other organizations, as well as the relationship

between IOB and information system exercises in specialized sectors concentrating on activities at the national level.

1. Report of ACC on information systems within the United Nations family

241. The Committee considered that the report on information systems within the United Nations family (E/AC.51/90) was generally useful, particularly in that it dealt with the problems involved in a direct and frank way and did not attempt to hide the difficulties that had been encountered in co-ordinating information system activities. The Committee did not, however, feel that the report provided a sufficient basis for a cross-organizational analysis of information systems, as it only dealt with the interagency aspects of information systems, with the result that only a partial analysis of the area as a whole could be undertaken. Another factor limiting the usefulness of the report as a tool for analysing organizations' activities relating to information systems was the lack of financial data on expenditure by organizations on information system activities. In that context it was noted that the actual computer costs were only a fraction of the total costs involved: the manpower costs involved in the collection of information and its processing for computer use was currently the most expensive part of the operation and, since that work was not measured in a uniform manner in the different organizations, it was not possible to make even an indicative calculation of the costs.

2. The need to achieve effective co-ordination of organizations' information systems activities

242. In reviewing the report, the Committee emphasized the need to achieve effective co-ordination of organizations' information systems activities where appropriate through IOB. Apart from the obvious advantages of increasing efficiency in the use of resources and of improving the effectiveness of programmes, this was particularly important in view of the growing awareness of the multidisciplinary nature of economic and social development problems, which made it essential for the United Nations system to develop an increased cross-organizational capability for dealing with them.

243. The Committee noted that over 100 information systems had been initiated by the organizations of the United Nations family, constituting a vast store of information of great potential value to Member States. That store of information, however, was contained in systems with varying characteristics and capabilities, and the products and services offered to Governments and the general public were of mixed quality and often little developed or promoted. As a result, many systems were little used. In addition, the systems had not been developed in any coherent fashion and so could not meet the multidisciplinary requirements of countries or of the United Nations system itself. Furthermore, a major obstacle to interconnecting systems was the lack of indexing tools which spanned the activities of the United Nations family.

244. The Committee also noted that, while 10 years earlier the main objective of co-ordination had been to avoid the uneconomic use and proliferation of equipment, now that the cost of equipment had decreased that criterion had become less

important and an even greater need for co-ordination derived from the fact that the most costly part of establishing and operating information systems was currently related to software, and in particular to staff time. It was necessary to gain the maximum benefits from such staff time, inter alia, by providing for the possibility of the highest feasible degree of interchangeability among the systems. In that connexion, the Committee also considered that it was necessary to develop a co-ordinated approach by the organizations of the system to the application of new technologies. It was noted that that entailed the acquisition of new equipment, such as mini-computers and word-processing machines and, more importantly, represented a new phase in the utilization of computers in administrative and programming processes. The Committee further agreed that there was considerable scope for economies and co-ordination of the use of new techniques deriving from new technologies, for example, in the electronic transmission of documents over long distances. It was noted that the need for co-ordination was a separate issue from authorization of further purchases. The Committee strongly emphasized the need to achieve savings in the field of information systems.

3. The importance of ensuring that organizations' activities relating to information systems are relevant to the needs of the developing countries

245. Members of the Committee also placed considerable emphasis on the importance of ensuring that the information system activities of the various organizations were relevant to the needs of the developing countries and not simply geared to the requirements of organizations. That implied that it was necessary first to find out what the needs were of users at the national level. It was urged that greater efforts should be made in that respect.

4. Mandate and functioning of the Inter-Organization Board for Information Systems

246. With the above considerations in mind, the Committee devoted considerable attention to the functions of IOB and its work programme. It was noted that the Board had made little progress during the first six years of its existence, but had made a new start following the revision of its terms of reference in 1976. The Committee requested that governing bodies should be similarly informed of action taken by IOB to harmonize and ensure compatibility of information systems when new systems were introduced by individual organizations.

247. Questions were raised regarding the implementation of paragraph 4 of the terms of reference of IOB, under which each participating organization, prior to the development of a new information system, was to inform the Board of its plans, and the Board was to express its views "as to how proposed systems should be related to existing systems and made compatible therewith" (E/AC.51/90, annex I, para. 4). In that connexion, the Committee recalled that ACC had undertaken to inform governing bodies of intergovernmental agreements on the harmonization of programme budget presentation (E/1978/43/Add.2, para. 11).

248. Some members of the Committee felt that the terms of reference of IOB needed to be strengthened, although some other members considered that it was too early to review the mandate of IOB since it had not yet exhausted the possibilities of its present terms of reference.

249. There was general agreement on the need for closer direction at the intergovernmental level of the work of IOB and that reporting procedures should be designed accordingly.

5. Participation in the Inter-Organization Board for Information Systems

250. The Committee also discussed the question of participation in IOB and noted with regret that not all organizations of the United Nations system had yet become members; it considered that full participation by all the organizations of the system was desirable. In that context, the representative of IAEA outlined the information systems used by his organization, and indicated that, chiefly owing to the technical nature of the work of IAEA, participation in IOB did not seem to be appropriate at that time. The representative of the World Bank stated that, while it did not contribute to the budget of IOB, it attended all meetings of the Board and contributed substantially to its work. The Committee urged that those two organizations, as well as ICAO and IMF, should become members of IOB.

251. The Committee further noted that only five organizations were represented on the Standing Committee, but recognized that that was not a reflection of any unwillingness on the part of other organizations to participate. The representative of FAO stated that, although his organization was not a member of the Standing Committee, it was co-operating fully with IOB, especially with regard to the presentation and dissemination of data of interest to agriculture. In that connexion, he made reference to two FAO information systems, the International Information System for the Agricultural Sciences and Technology (AGRIS) and the Current Agricultural Research Information System (CARIS).

6. Work programme of the Inter-Organization Board for Information Systems

252. With regard to the work programme, the Committee was informed that the Board had adopted a three-stage approach to activities to promote the co-ordination of information systems. First, there was the question of accumulating knowledge of the current and planned activities of the organizations of the United Nations system; secondly, there was the need to formulate policy guidelines for the consideration of ACC and the governing bodies of the organizations concerned; and thirdly, there was the question of devising methods of implementing decisions when consensus action was not possible.

253. In general, the Committee expressed approval for the new orientation of the work programme of IOB; some members felt, however, that, although some progress was being made, a more intensive effort was required. The Committee in particular expressed concern over the slow progress which had been made in the CORE project (the interorganization register of programmes and projects of the United Nations system), which was the main activity in the work programme aimed at supporting economic and social development work. The expectations with which it had been launched had not in any way been fulfilled; IOB had now simplified the work on CORE, but organizations were having difficulty in carrying out even the present limited exercise. While regretting that no financial data were yet available on the costs



of CORE, the Committee noted that, by the end of 1978, IOB hoped to have a preliminary financial analysis available for the second phase of the project, CORE II.

7. Relationship between information systems within the United Nations family and those of other organizations

254. Finally, the Committee discussed the question of the interconnexion between activities carried out by organizations outside the system and those of the United Nations system. It was noted that a number of different organizations were taking initiatives with regard to information systems and it was agreed that efforts should be made to ensure that these were tied in with the activities of the United Nations family.

255. One delegation expressed concern regarding the Integrated Systems Improvement Project currently being implemented by UNDP and inquired whether it would not be possible to incorporate it into other management information systems existing or being set up in other bodies of the United Nations system.

8. The establishment of a network for the exchange of technological information

256. A similar type of question concerned the interrelationship between the work and activities of IOB and activities aimed at promoting the establishment and use of information systems at the national level and, in specialized sectors, for example, the activities involved in the implementation of General Assembly resolution 32/178 on the establishment of a network for the exchange of technological information. Members of the Committee raised the question why the work required in implementing that resolution was not included in the work programme of IOB, and it was explained that the resolution covered all ongoing information systems relating to the specialized field of technological information and was aimed, *inter alia*, at promoting the exchange of information between countries on this subject, while the function of IOB was to co-ordinate the information systems of the United Nations system. The Committee was informed of the arrangements being made to implement the resolution through the ACC Sub-Committee on Science and Technology and noted that IOB was represented on the Sub-Committee and that the Directory of United Nations Systems and Services prepared by IOB represented one of the first steps in the development of the network called for in the resolution.

B. Application of science and technology to development

257. The Committee considered the cross-organizational programme analysis in science and technology at its 522nd meeting on 29 August 1978.

258. The Committee had before it a report prepared jointly by the Secretary-General of the United Nations Conference on Science and Technology for Development and ACC entitled "Overview of activities of organs, organizations and programmes of the United Nations system" (A/CONF.81/PC/19 (Part I)), which was intended to serve as a cross-organizational analysis of activities in the area of the application of

science and technology to development. The second part of the report, containing information on the mandates of organizations, was not ready for issuance in time for the Committee's session. The Committee also had before it a report of ACC on the application of science and technology to development: science and technology education (E/AC.51/94).

259. The debate in the Committee focused on two major themes: the nature of the report (A/CONF.81/PC/19 (Part I)), and the question of the methodology for the preparation of future cross-organizational programme analyses and the type of information that should be provided therein.

### 1. General nature of the report

260. The Committee agreed that the report did not provide an adequate basis for its consideration of the system's activities in science and technology. While recognizing the difficulties involved in preparing a cross-organizational analysis in that very broad area, and noting that the report had been intended for a dual purpose (for both Preparatory Committee for the Conference and for CPC), it expressed regret that the report constituted a catalogue of activities and that no attempt had been made to analyse or assess the work that was being carried out by the organizations of the system in that area. It further noted that there was a lack of quantification and of indications of the order of magnitude of resources spent on activities. In addition, the report failed to bring out the interrelationships between different organizations' activities when they were involved in the same area of activity, or the interconnexions between various aspects of the work being carried out in using and promoting science and technology for development.

261. The Committee did not therefore review the substance of the report, since it was not possible to arrive at any conclusions about the activities of the system in that area on the basis of the information presented. Suggestions were made regarding a possible revision of the report and it was also suggested that a further report might be prepared.

### 2. Coverage and methodology for future cross-organizational programme analyses

262. The Assistant Secretary-General for Programme Planning and Co-ordination outlined the methodological problems involved in the preparation of cross-organizational programme analyses and made suggestions regarding the type of methodology that could be developed for that purpose. He noted that it was necessary to elaborate an analytical framework into which information on activities could be fitted. That required a programme structure which would make it possible to link objectives with actual activities at the programme or subprogramme level. An ideal programme structure would be one that would allow for the amalgamation of activities into "building blocks".

263. There were a number of difficulties in elaborating such a framework. One was that organizations' programme objectives were often described in vague terms so that it was sometimes difficult to see how programmes were geared to objectives. It was also hard to arrive at self-contained programme amalgamates. Further difficulties included that of defining the level of aggregation at which the analysis should be

carried out, the need for detailed information combined with the need to keep the volume of information within limits, the question of the time-frame to be used for the description of activities, and the problems involved in providing cost estimates and financial data.

264. Nevertheless, if the right kind of framework could be developed, that type of synoptic presentation would make it possible to undertake an analysis of programme coverage, to identify any gaps as well as any areas of overlapping to see where programme reinforcement in multidisciplinary areas was needed, and what constraints were hampering international organizations in carrying out their programmes. He concluded by saying that if intergovernmental committees wished methodologies to be developed for the preparation of such reports, the analytical work involved would be much greater than in the case of compendia of information.

265. The Committee took note of the statement of the Assistant Secretary-General and made a number of suggestions regarding future exercises.

266. It was recalled that the question of cross-organizational programme analyses had been referred to at the 1978 Joint Meetings of CPC and ACC, when it had been considered that the CPC needed to be more specific in terms of what it expected from future cross-organizational programme analyses, and it had been suggested that "in addition to relating such analyses to the broad lines of legislative authority, broad indications of the volume of resources were required, so as to enable the identification of gaps, duplication or misplaced priorities. Furthermore, ACC should provide an analysis of the actual state of co-ordination, rather than a mere description of activities, and might indicate fields which might be susceptible to joint programme planning. Such reports would be most useful to CPC if they were analytical in nature and contained recommendations for action." (E/1978/93). It was stressed that in future there should be an analysis of problems encountered by organizations in carrying out their mandates, and an indication of any bottle-necks. It was suggested that the reports should include inter alia a condensed account of organizations' legislative interpretations of their mandates; a broad indication of the level of resources committed by organizations to the activities in question, to the nearest thousand dollars; a proper analysis of interorganizational problems with alternative solutions for Governments to consider; an indication of areas where there should be joint planning and joint activities.

267. During the debate it was suggested that the Director-General for Development and International Economic Co-operation would be in a position to provide advice on future cross-organizational programme analyses. It was agreed that those aspects of the reports that had policy implications would be prepared under his guidance.

### C. Economic co-operation among developing countries

268. The Committee considered the cross-sectoral analysis of economic co-operation among developing countries at its 532nd meeting on 6 September 1978. It had before it the report of ACC on economic co-operation among developing countries (E/AC.51/90/Add.1 (Part I) and Corr.1; and E/AC.51/90/Add.1 (Part II) and Corr.1 and 2). For background information, the Committee also had available the summary records of the Joint Meetings of CPC and ACC and the report of the Chairmen of CPC

and ACC on co-ordination on the Joint Meetings of the two Committees (E/1978/93). The cross-sectoral analysis of economic co-operation among developing countries was one of the two items discussed at the Joint Meetings on 3 and 4 July 1978.

269. The Committee focused on the following issues: (a) a conceptual basis for the cross-sectoral analysis; and (b) the improvement of cross-sectoral methodologies.

1. Conceptual basis for the cross-sectoral analysis

270. In introducing the renewed discussions in the context of developments that had taken place since the issue had been discussed at the Joint Meeting of ACC and CPC at Geneva in July 1978 (E/1978/93), the Assistant Secretary-General for Programme Planning and Co-ordination recalled that the report was considered to have had both conceptual and methodological weaknesses and that many of those items had been discussed at the Joint Meetings.

271. In presenting the report, the representative of UNCTAD acknowledged the difficulties and weaknesses in the report. He said that the report was a reflection of the existing co-ordination mechanisms and should be considered a preliminary piece of work. The report, he noted, was in two parts of which the second part, the annex, was basically a compilation of agency activities. The report itself was only a beginning in the attempt to summarize international action in the field. He noted that international action in the area of economic co-operation among developing countries had to be seen from two slightly different perspectives: the issues directly raised by the Conference on Economic Co-operation among Developing Countries held at Mexico City in 1976 and the substance of work undertaken within the broad conceptual framework of the Mexico Conference. He noted that the Mexico Programme of Action itself only required specific action from a few organizations. Consequently, the follow-up given by agencies varied significantly. In some cases the result was a major institutional decision such as that of UNCTAD to establish the Standing Committee of economic co-operation among developing countries with a specifically defined work programme. In some other cases, the follow-up involved a supplement to existing programmes whereas in others it consisted of a new orientation of existing work towards certain topics relevant to economic co-operation among developing countries.

272. The representative of UNCTAD further stated that the ACC Task Force was a new body, which intended to take into account the orientation given by the UNCTAD Committee on Economic Co-operation among Developing Countries as well as decisions of the developing countries on their own priorities in order to arrive at a more operational definition of the concept.

273. Discussions took place concerning the relationship between economic co-operation among developing countries and technical co-operation among developing countries and it was felt that the documentation could have made a more careful attempt to distinguish clearly between the two. In response to a question it was explained that the cross-sectoral analysis had not been considered by the UNCTAD Standing Committee on Economic Co-operation among Developing Countries of UNCTAD but that a report would be provided for its next meeting on interagency co-ordination. Several members of the Committee suggested that under that programme a study of the adverse consequences of transnational corporations for economic co-operation among developing countries should be undertaken jointly with the United Nations Centre on Transnational Corporations.

(a) Improvement of cross-sectoral methodologies

274. The Chairman indicated his hope that conclusions would be drawn on how to improve the methodologies for dealing with cross-sectoral analysis which had been a major concern in the Joint Meeting of ACC and CPC. It was noted that a more specific focus was difficult if the intention was to reflect faithfully the activities of the whole system and reconcile those with the policies of the various intergovernmental bodies concerned. Criteria to narrow the focus would have to be developed and this in turn would require more careful elucidation of priorities by the developing countries and by the respective intergovernmental bodies. It was pointed out that classifying the objectives of economic co-operation among developing countries would help to circumscribe the field and therefore assist in resolving the methodological issues. For example, the difference between economic co-operation among developing countries and those activities which were by nature regional in scope was not clear. Also, the analysis had not taken into account the types of factors limiting the expansion of economic co-operation among developing countries.

## CHAPTER V

### REPORTS OF THE JOINT INSPECTION UNIT

275. With regard to item 5 of its agenda, entitled "Reports of the Joint Inspection Unit", at its 491st meeting, on 22 May 1978, the Committee decided, owing to the constraints on its time, not to hold separate discussions on the report of the Joint Inspection Unit entitled "Africa and Western Asia: report on the technical co-operation provided by the United Nations system to regional and subregional integration and co-operation movements" (E/6061), on the understanding that delegations could refer to it in connexion with the Committee's consideration of other items on its agenda, if they so wished.

276. The Committee also had before it JIU reports on some aspects of backstopping of technical co-operation activities in the United Nations system (DP/302) and on the role of experts in development (DP/334 and Add.1 and 2). In view of the fact that the two last reports were to be considered by the Governing Council of the UNDP at its twenty-fifth session in June 1978, the Committee decided to postpone its consideration of those reports to a later session.

277. At its 548th meeting, on 14 September 1978, the Committee decided to take up its consideration of the JIU reports in documents DP/302 and DP/334 and Add.1 and 2 after completion of its consideration of those reports by the Governing Council of UNDP.

278. The Committee also decided to request JIU to submit its annual list of documents so that the Committee could take a decision on which reports it would consider at a given session.

## CHAPTER VI

### HARMONIZATION OF PROGRAMME BUDGETS AND MEDIUM-TERM PLANNING

279. The Committee considered agenda item 6 (Harmonization of programme budgets and medium-term planning) at its 501st and 502nd meetings, on 30 May 1978.

280. Section III of Economic and Social Council resolution 2098 (LXIII) of 3 August 1977 read as follows:

"The Economic and Social Council,

"...

"1. Requests the Administrative Committee on Co-ordination to specify the obstacles involved in further harmonizing programme budgets and medium-term plans and to make proposals for overcoming them to the Council at its ... /second regular session, 1978/, through the Committee for Programme and Co-ordination, with a view to deriving the maximum benefits from such harmonization;

"2. Requests the Secretary-General, in his capacity as Chairman of the Administrative Committee on Co-ordination, to provide the Committee for Programme and Co-ordination at its eighteenth session with a compendium of introductions to the most recent programme budgets of agencies and organizations within the United Nations system;

"3. Requests the Committee for Programme and Co-ordination to consider the compendium's potential utility, together with that of the annual report of the Administrative Committee on Co-ordination on expenditures in relation to programmes, with a view to developing for Member States instruments for promoting United Nations system-wide harmonization of programme budgets and medium-term planning, as well as for providing a concise and informative survey of programmes and policy objectives pursued by the United Nations system;

"4. Requests the Administrative Committee on Co-ordination to give its views on the compendium for the purposes stated in paragraph 3 of this section, and on the way in which its value to Member States can be enhanced."

281. For its consideration of the item, the Committee had before it the following documents:

(a) Part three of the annual report of ACC for 1977/78: statement by ACC on harmonization of programme budgets and medium-term plans (E/1978/43/Add.2);

(b) Compendium of introductions to the budgets of agencies and organizations within the United Nations system: report of the Secretary-General (E/AC.51/89);

(c) Report of ACC on expenditures of the United Nations system in relation to programmes (E/6012);

(d) Report of ACABQ on administrative and budgetary co-ordination of the United Nations with the specialized agencies and IAEA (A/32/315), transmitted to the Committee pursuant to General Assembly decision 32/415 of 2 December 1977.

282. In his introductory statement, the representative of the Office for Inter-Agency Affairs and Co-ordination pointed out that the statement by ACC on the harmonization of programme budgets and medium-term plans covered the work of the working party of programme planners of the Consultative Committee on Administrative Questions up to the end of 1977. He stated that encouraging progress had been made in harmonizing the presentation of the programme budgets of the major organizations, citing, as an example, the agreement on a programme hierarchy comprising major programmes, subprogrammes and programme elements, which had been largely implemented in the latest round of programme budgets. Numerous further measures that had been agreed at the session of the working party of the Consultative Committee on Administrative Questions held in February 1978 would be implemented by organizations in the next round of programme budgets. The medium-term plans were, on the other hand, still in an experimental stage in the United Nations system, with both secretariats and governing bodies exploring various avenues and testing possible approaches. He further stated that the differing concepts of the purposes and contents of those documents held by the governing bodies constituted a serious obstacle to any harmonization of their presentation.

283. The Committee welcomed the progress made in the harmonization of programme-planning documents. While many of the smaller technical agencies had not adopted programme-budgeting, it was hoped that they might gradually do so. The Committee also welcomed the intention of ACC to keep governing bodies informed of interorganizational agreements on the harmonization of programme-planning documents. In addition, it noted that ACC had agreed that any major changes of presentation contemplated by individual organizations would henceforth be reviewed by all organizations.

284. As regards the problem of the trade-off between optimum design of programme-planning documents in respect of the different requirements of individual organizations and the advantages of system-wide comparability, the Committee observed that it was for Governments to decide how far their representatives in the various governing bodies should press for harmonization.

285. The Committee noted that the secretariats often played an important role in evolving conceptions for the programme-planning documents for adoption by their governing bodies. The Committee stressed that too much emphasis must not be placed on the presentational aspects of harmonization and that substance deserved due attention.

286. The Committee also discussed the degree of financial information to be included in medium-term plans of agencies, bodies or organizations of the United Nations system. Some delegations sought more financial information, notably on the order of magnitude of resources required to give effect to the plans. Such information should be provided at the programme level. Information on inflation factors and currency fluctuations should be provided, and all organizations should provide a breakdown between Professional and General Service staff. Non-recurring



items should be included in the summary tables of financial information and anticipated sources of extrabudgetary funds should be identified. Other delegations did not agree that information on inflation factors as well as currency fluctuations should be included in medium-term plans. One delegation stated that financial information should not be included in medium-term plans, but only in programme budgets. In that connexion, the Committee noted that the financial data to be included in the United Nations medium-term plan for the period 1980-1983 was enumerated in General Assembly resolution 31/93.

287. In discussing the recommendation of ACC that all organizations should adopt a six-year plan with a fixed horizon, the Committee felt that the proper duration should not be determined in the abstract but depended upon the nature of an organization's activities. It was felt by some delegations that longer-term planning might be more feasible for the activities of other organizations than for those of the United Nations. It was stated that the optimum length for the planning period was dependent upon the amount of detailed programme description and financial information to be included in the plan.

288. In reply to a question, the Assistant Director-General of FAO, in his capacity as Chairman of the Consultative Committee on Administrative Questions (Finance and budget), recalled that the concept of a six-year plan period had originated in a recommendation of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies, which had suggested that the plan should cover the programme budget period with projections for the next two biennia. It was explained that other considerations were that the process of preparing medium-term plans was time-consuming and costly and also that there was usually not very much change in objectives and approaches, as opposed to the detailed programmes, over a period of six years. He further stated that there was no strong conceptual reason for a fixed horizon, but that the organizations with the most advanced programme-planning systems had adopted fixed horizons. The representative of the Budget Division also explained that all the major organizations except the United Nations had adopted the six-year plan with a fixed horizon.

289. With regard to co-ordination mechanisms, the Committee was informed that, while prior consultations on the programme budgets and medium-term plans served a useful purpose in promoting close co-operation and the exchange of information among agencies, further progress would be achieved through selected exercises in joint planning within specific programme areas.

290. The Committee pointed out that the compendium of introductions to the programme budgets of the agencies (E/AC.51/89) in its present form was not very useful. It was felt that while the introductions contained valuable policy statements, the information needed to be extracted and presented at a higher analytical level, with emphasis on objectives and lines of confluence of programmes. As regards the proposed "overview" of the objectives and plans of organizations (see E/1978/43/Add.2, para. 39), it was felt that a feasibility study might be necessary. It was also noted that it was necessary to work first towards harmonizing programmes within the United Nations itself. The Committee found that the idea of an overview should be pursued in the context of the General Assembly's request in resolution 32/197 to develop joint planning and thematic approaches, which would lead to the implementation of over-all priorities established by the Assembly.

## CHAPTER VII

### REPORTS OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION AND JOINT MEETINGS OF THE COMMITTEE FOR PROGRAMME AND CO-ORDINATION AND THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

291. The Committee considered item 7 (Reports of the Administrative Committee on Co-ordination) and item 8 (Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination) at its 500th, 507th 517th and 518th meetings on 26 May, 2 and 9 June 1978.

292. For its consideration of the items, the Committee had before it part one of the annual report of ACC for 1977/78 (E/1978/43) and part two of the annual report containing the report of ACC on long-term development objectives (E/1978/43/Add.1). The Committee considered part three of the annual report, containing a statement by ACC on harmonization of programme budgets and medium-term plans (E/1978/43/Add.2) under item 6 (Harmonization of programme budgets and medium-term planning) (see paras. 279-280).

#### A. Report of ACC on long-term development objectives

293. The Committee had a preliminary discussion of the report on co-ordination on long-term development objectives (E/1978/43/Add.1) and agreed to have a further discussion on the report at the forthcoming Joint Meetings of CPC and ACC.

294. The Under-Secretary-General for International Economic and Social Affairs introduced the report of ACC, noting the progress that had been made towards mobilizing the research resources of the United Nations system in a concerted direction since the creation by ACC of the Task Force on Long-term Development Objectives less than one year earlier. Early in its work the Task Force took steps to formulate a programme of work designed to meet the need of intergovernmental bodies for analytical and policy-oriented studies of interdependencies among both issues and nations. ACC expected that, that effort, in conjunction with other continuing work in the United Nations system, would generate a series of action-oriented studies to assist the Committee established under General Assembly resolution 32/174 and other relevant bodies in their deliberations on North-South co-operation and in the preparatory work for a new international development strategy.

295. The projects to be carried out under the programme, which directly involved 10 United Nations agencies and all the regional commissions, could be grouped under five major areas of concern in current North-South deliberations:

(a) Structural aspect of interdependence, focusing on the interrelationships between agricultural and industrial growth, and trade patterns and long-term financial requirements, and including an analysis of the complementarity and trade-offs between alternative development strategies (for example self-reliance, collective self-reliance and interdependence);

(b) Cyclical aspects of interdependence, focusing on the medium-term interlinkages between income fluctuations, inflation, commodity-price stabilization and countercyclical transfer of resources;

(c) Alternative development scenarios for the new international economic order, focusing on the complementarity and trade-offs between satisfaction of basic needs, income distribution, rapid industrialization, rural development, choice of technology, social participation and other qualitative aspects of development at global and national levels;

(d) Interrelationships between development, population growth, natural resources and the environment, including consideration of the long-term sustainability of alternative development targets in view of demographic trends, possible resource constraints and environmental implications;

(e) Over-all analysis of North-South interdependence issues, aiming at a synthesis of the findings emerging from the various studies with a view to integrating them into a coherent framework for assisting intergovernmental bodies in their efforts to strengthen North-South co-operation.

Models would be used or developed in carrying out the perspective studies. The role of the secretariats was to assist intergovernmental bodies and Governments by generating analysis and data on interrelations among the multiple factors of development, and on the possible impact of alternative policies and strategies, but not to present ready-made proposals.

296. The programme, which was being financed from the extrabudgetary resources made available through the generous contribution of the Governments of the Netherlands, Norway and Sweden, was expected to make a substantial contribution towards strengthening the capability for concerted research of the United Nations system, including the regional commissions. The activities to be undertaken were designed to complement elements in the regular work programmes of the agencies and regional commissions. As such the programme was expected to contribute significantly to the harmonization of the over-all work of the United Nations system.

297. In setting the future work programme of the Task Force, the Under-Secretary-General continued, a pragmatic approach was being followed, taking into account the needs and calendar of the Committee for Development Planning, the Committee established under General Assembly resolution 32/174, and the requirements of the governing bodies of the participating agencies. The Under-Secretary-General noted that the Task Force on Long-term Development Objectives was striving to organize and harmonize effectively the contribution of the United Nations system as a whole to the intergovernmental deliberations on North-South co-operation. He stressed that the concerted work of the secretariats might eventually be helpful in identifying "negotiating packages" for better assisting the intergovernmental bodies in their policy-making functions.

298. The majority of the members of the Committee welcomed the report of ACC on long-term development objectives, noting that ACC had apparently begun to exercise its co-ordinating function by supporting concerted work in the United Nations system and not engaging in work itself. The Committee noted that the co-ordinated effort would be policy-oriented to effectively provide support

services to the work of intergovernmental bodies. Moreover, the Committee welcomed the special emphasis placed on the active participation of the regional commissions in the over-all effort. Some delegations noted with satisfaction that the analytical work would rely on a number of complementary tools rather than on a single multipurpose model, an approach which implicitly recognized the limitation of models for policy analysis, and acknowledged the recognition in the report of ACC of potential problems arising from internal inconsistencies in a strategy built upon all the goals and objectives adopted in international forums. One delegation recalled that certain draft resolutions concerning preparations for a new international development strategy had been submitted to the General Assembly at its thirty-second session, 1/ and that those would provide a starting point for discussion of some aspects of the Task Force's work on long-term development objectives.

299. It was suggested, however, that the Task Force had made little progress in its work and that its membership should not have been limited to the secretariats of the agencies of the United Nations system. It was essential that the Task Force should show initiative and prepare specific proposals for the intergovernmental organs.

300. Some delegations expressed strong criticism of the tendency in the activities of the Task Force to substitute the work of the intergovernmental bodies in the field of elaboration of a new international development strategy and reserved their right to discuss the issue substantively at the forthcoming Joint Meetings of CPC and ACC in July 1978.

301. While supporting the over-all direction of the effort of ACC the emphasis given in some of the proposed interagency studies to basic needs and matters of national income-distribution was questioned by some delegations, in view of the clear rejection by several intergovernmental bodies of the suitability of those issues for international deliberation. Further, the question was also raised whether the emphasis placed on physical constraints in paragraph 25 of the report of ACC (E/1978/43/Add.1) was an indication of an attempt to go back to the now discarded "limits-to-growth" approach of the Club of Rome. Concern was also expressed about the apparent emphasis in some studies on questions of futurology centred in the year 2000. Such emphasis tended to neglect the more immediate concerns of the international community.

302. Several delegations expressed the view that the areas for work outlined in part two, paragraph 10, of the report of ACC (E/1978/43/Add.1) were too narrow, in that they did not reflect the wider framework of the New International Economic Order, within which the new international development strategy would be formulated, as an instrument for the implementation of the General Assembly's decision. It was pointed out that the list of new concepts in paragraph 16 of that part of the report had left out several concepts that were of fundamental importance to the developing countries. Furthermore, the list of areas referred to in paragraph 33 also left out several areas of importance to the developing countries and some that did not have intergovernmental legislative support.

303. The Under-Secretary-General for International Economic and Social Affairs stressed that even if the United Nations was dealing essentially with international matters, the interaction between international and national policies

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1/ See General Assembly decision 32/443 C and Official Records of the General Assembly, Thirty-second Session, Annexes, agenda item 12, document A/32/265/Add.4.

needed to be examined. He indicated that giving attention to such issues as basic needs or income distribution should not be seen as an alternative to implementing changes in the international economic order; and also that more analysis was required on the nature of the interplay between international and domestic short- and long-term policies. He explained that none of the proposed perspective studies was based on a conception of rigid limits to growth. None the less, he stressed the fact that global decisions could not go on being made as if there were no physical constraints whatsoever. Possible long-range environmental and energy constraints needed to be taken into account in policy-making at the international level. Regarding perspectives to the year 2000, he agreed that the purpose should not be to produce futuristic studies but should be to assist in the determination of policy measures required in the immediate future to reach the desired objectives.

304. In reply to other questions, the Under-Secretary-General stressed that the flexibility in the approach to fixing the programme of work of the ACC Task Force was prompted by the need to adapt the work to the needs of intergovernmental bodies, particularly in view of the various forthcoming global conferences. He also stressed the urgent need to avoid any waste of resources; it would require intensive consultations and an exchange of data and models among various agencies to avoid duplication of efforts and conflict of results. It was necessary to harmonize work in advance; it could not be done after the results were known.

#### B. Annual report of ACC for 1977/78

305. In discussing part one of the annual report of ACC for 1977/78 (E/1978/43), the Committee focused its attention on the sections dealing with rural development, public information and personnel questions.

306. With regard to rural development (paras. 32-47), several questions were raised concerning the progress of the joint planning exercise. Some delegations expressed the view that such progress had been too slow, especially at the national level, and that greater efforts were needed to identify specific areas in which more rapid progress could be made in developing joint programming. In view of the implications for the introduction of joint programme planning in other areas, the Committee stressed that it would be helpful to receive as soon as possible information on concrete results and the difficulties that had been encountered.

307. The representative of the Secretariat informed the Committee that the timing of the programming cycle and the vastness of the field of rural development had posed certain constraints on the speed with which joint programming could proceed on an over-all basis. Some progress had already been made, however, and there had been some impact on the formulation of the programme budgets and medium-term plans of organizations. It was hoped that more systematic joint programming would commence with the 1980-1983 planning documents. He said that programme proposals would be submitted to FAO for consolidation and would then be analysed for discussion that autumn in time for conclusions to be taken into account in the next round of programme budgets. The Committee was also informed by the representative of the Secretariat of the co-ordination measures being taken with regard to the preparations for the World Conference on Agrarian Reform and Rural Development.

308. Commenting on the section on public information (paras. 51-53), some members of the Committee felt that the common theme for 1978-1979 (human needs in relation to the establishment of a New International Economic Order) selected by JUNIC was so vaguely formulated and conceptually distorted as to be virtually meaningless. It was agreed that JUNIC should be informed of the concern felt.

309. When considering the section on personnel questions (paras. 54-56), several members expressed concern that one organization had withdrawn unilaterally from the position taken by the organizations in the common system to accept the General Service salary scale for Geneva recommended by the International Civil Service Commission and approved by the General Assembly in its resolution 32/200, entitled "Report of the International Civil Service Commission". The Committee agreed that those views should be conveyed to the organization concerned.

310. The Committee agreed to postpone consideration of interorganizational information systems (paras. 57-70) and the functioning of IOB until the second part of its session, when it was scheduled to take up the report of ACC on information systems within the United Nations family (E/AC.51/90) under agenda item 4 (Cross-organizational programme analyses).

#### C. Joint Meetings of CPC and ACC

311. The Chairman informed the Committee that ACC had welcomed its proposal that long-term development objectives and economic co-operation among developing countries should be the topics for consideration at the forthcoming Joint Meetings of CPC and ACC in July 1978.

312. Following an exchange of views, the Committee decided that the provisional agenda for the Joint Meetings should be limited to long-term development objectives and economic co-operation among developing countries.

## CHAPTER VIII

### MEDIUM-TERM PLAN FOR THE PERIOD 1980-1983

#### General

313. The Committee considered agenda item 9, entitled "Medium-term plan for the period 1980-1983" at its 492nd to 500th and 516th meetings between 22 May and 8 June 1978 during the first part of its eighteenth session, and at its 523rd to 526th and 528th to 548th meetings between 30 August and 14 September 1978 during the second part of its eighteenth session.

314. For its consideration of the item the Committee had before it the following documents: the proposed medium-term plan for the period 1980-1983 (A/33/6 (Parts 1 to 30)); 1/ comments received from the specialized agencies and IAEA (E/AC.51/95 and Add.1 and Corr.1 and Corr.2 and Add.2 and 3); the report of the Secretary-General on increased activity in the transport programmes of ECA, ECLA, ECWA and ESCAP; programme proposals and the financial aspects arising from General Assembly resolution 32/206, section III (E/AC.51/96 and Corr.1); a note by the Secretariat on the extract from the report of the Trade and Development Board on the second part of its seventeenth session (E/AC.51/L.90); and a note by the Secretariat on the extract from the report of the Permanent Committee of the Industrial Development Board on the work of its tenth session (E/AC.51/L.91).

315. The Committee deplored the late submission of the bulk of the chapters of the draft medium-term plan, which had hindered the Committee in carrying out fully the tasks entrusted to it by its mandate. Despite the Committee's agreement - to accommodate the Secretariat - to divide its session into two parts in order to examine the bulk of the draft medium-term plan during the second part of its session, in particular those parts that concerned the economic and social sectors, most of the draft chapters had been submitted to the Committee immediately before or during the second part of its session: one of the important reports before the Committee had been submitted only three days prior to the conclusion of the session. That deplorable situation put the Committee in an extremely difficult situation and did not provide its members with sufficient time to study the reports or to consult their Governments and regional groups. Therefore, the Committee, owing to the constraints on its time and the late submission of the documentation, could only undertake a cursory examination of the following chapters of the proposed medium-term plan: Human settlements (Part 16), Population (Part 21), Science and technology (Part 23), Statistics (Part 24), Transnational corporations (Part 25), Natural resources and energy (Part 19), as

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1/ The Committee had before it the mimeographed version of the contents of the proposed medium-term plan for the period 1980-1983. Each chapter appears in a separate part, whose number corresponds to that of the chapter. The complete document will be issued subsequently as Official Records of the General Assembly, Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1).

well as Special analyses and activities concerning integrated programmes for rural development (Part 29) and Development information services (Part 30).

Introductory statement by the Under-Secretary-General  
for International Economic and Social Affairs 2/

316. In introducing the medium-term plan for the period 1980-1983 for the Department of International Economic and Social Affairs, Mr. Ripert, the Under-Secretary-General for International Economic and Social Affairs stated that the restructuring of the economic and social sectors of the United Nations, pursuant to General Assembly resolution 32/197, had made the medium-term planning process more complex than in the past. Restructuring required the division of activities into two distinct categories: research and analysis and technical co-operation. The Under-Secretary-General noted that the division had been carried out as pragmatically as possible, but that there were still "grey areas" between research, on the one hand, and technical co-operation on the other. In addition, the Department's research activities were expected to be action-oriented to meet the requirements of the new international economic order. The Under-Secretary-General also cited limitations on the redeployment of human resources as a constraint on the Department's ability to respond to new responsibilities.

317. The Under-Secretary-General then stated that the proposed plan had been formulated in accordance with the Department's mandate to undertake interdisciplinary and intersectoral research, and to function as a focal point for programming and planning the economic and social activities of the United Nations system. He emphasized that the Department would work in close co-operation and consultation with all the organizations of the system, making full use of existing research capacities without creating new, parallel capacities. Within the United Nations Secretariat, the Department on International Economic and Social Affairs would work in close co-operation with the Department of Technical Co-operation for Development, in view of the interdependence of their respective mandates. The two Departments would make services available to each other, according to need, and where they shared common economic and social objectives, specific modalities for intensifying co-operation would be established.

318. In the area of human settlements a close working relationship would be developed with Habitat.

319. The Under-Secretary-General said that an important emphasis in the plan was on the research and analysis of long-term perspectives and on monitoring progress in establishing the new international economic order. The Department would undertake the research and analysis of major global trends and projections in regard to natural resources, particularly energy, and would recommend appropriate interregional strategies and policies. It would also carry out research and analysis in fields such as population, science and technology, and the uses of the sea and sea-bed mineral resources, within the context of the development process as a whole. In the area of statistics, attention would be focused on providing improved statistics for government planners and decision makers, with emphasis on fields such as energy, shipping, prices and environment, as well as

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2/ For a summary of the introductory statement by the Under-Secretary-General for Technical Co-operation for Development, see paras. 349-350 below.



on promoting and strengthening the statistical capabilities of developing countries, particularly in relation to household surveys and censuses.

320. In the context of the comprehensive approach to research and analysis, the Under-Secretary-General drew attention to the work of the Interagency Task Force on Long-Term Development Objectives, which was mobilizing in a concerted way system-wide efforts in that field. The Task Force's programme of work covering technical harmonization and complementarity of studies had been generally endorsed by the 1978 Joint Meetings of CPC and ACC and was being implemented. Further progress had also been made in formulating a specific programme of work relating to the preparation of a new strategy and the harmonization of technical work.

321. The Under-Secretary-General, in commenting on changes in the plan and their translation into individual programmes, said that a section on "the general outline of the programme" and other innovations in format was being presented for the first time in the medium-term plan.

322. He noted that since 1973, in accordance with intergovernmental directives, certain measures had been taken within the Secretariat to promote an integrated approach to economic and social policy issues. First, the social planning and survey functions, including the preparation of reports on the world social situation, had been transferred from the Social Development Division of the Centre for Social Development and Humanitarian Affairs to the Centre for Development Planning, Projections and Policies, to be carried out as an integral part of the programme on development planning, policies and projections. In addition, the total social development analysis content of this programme had been made more cohesive. The effect of this intra-Departmental reorganization was that macro-level social development issues had been brought closer to economic concerns with a view to analysing the development process in a unified manner. Secondly, a separate programme on problems that had a major impact on disadvantaged groups, particularly women, had been established in order to ensure that problems relating to disadvantaged groups were not submerged under other economic and social development concerns and to provide clearer focus on the potential of specific groups to participate in the development process.

323. As a consequence, two areas in the programme budget of the Centre for Social Development and Humanitarian Affairs for 1978-1979 relating to (a) popular participation in development and (b) aspects of rural development had been absorbed and integrated into a new programme category "Development issues and policies". Such a re-orientation would have marginal implications in relation to the transfer of resources between the Centre for Social Development and Humanitarian Affairs and the Centre for Development Planning, Projections and Policies, including the transfer of some five professional staff members from the Centre for Social Development and Humanitarian Affairs to the Centre for Development Planning, Projections and Policies.

324. Further shifts in emphasis in the programme had also occurred in response to new other mandates. For example, in ocean economics and technology, activities relating to uses of the sea and sea-bed mineral resources were being strengthened in response to extended marine resource jurisdictions and the need to study the conditions under which sea-bed minerals were exploited. The continuing global preoccupation with energy made it necessary for the Department to concentrate its research on long-term problems relating to energy supply and demand and the relationship to over-all global development, in close co-operation with the

Department of Technical Co-operation for Development, and to provide more reliable and timely quantitative information on energy.

325. The Under-Secretary-General noted that modifications to the Departmental plan might be necessitated by the formulation of a new international development strategy, so that it was necessary to maintain a certain degree of flexibility in the planning process. He also noted the difficulties associated with measuring the impact of a programme in quantitative terms, and undertook to continue to seek ways of dealing with that problem.

326. Referring to the recommendation concerning time-limited subprogramme objectives in the report of JIU (E/1978/41 and Corr.2), the Under-Secretary-General said that he felt that time-limited objectives would not be automatically meaningful across all subprogrammes and that the efforts required to recast the entire programme in that light might not be worth the resources and efforts required. He pledged the co-operation of the Department in testing the feasibility of implementing the concept of time-limited objectives.

327. In closing, the Under-Secretary-General suggested that the Committee might wish to have an exchange of views on over-all priorities and strategy before the beginning of the next plan formulation cycle.

328. Concerning the recommendations in the report of JIU, there was general agreement on their value. Some delegations expressed reservations regarding the feasibility of a universal application of time-limited objectives to all subprogrammes in the light of the fears raised by the Secretariat on the subject. Other delegations, however, felt that since CPC had accepted the report and its recommendations, it was incumbent upon the Secretariat to implement the recommendations.

329. In reply to points made in response to his general remarks, the Under-Secretary-General stated that he recognized that the distribution of functions between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs was not immutable and that it would be modified according to experience. Experience would indicate how best to deal with areas of overlapping functions, the so-called "grey areas".

#### Organization of the programme on social development and humanitarian affairs

330. With regard to the programme on women and special groups (chap. 27 of the proposed medium-term plan), the Under-Secretary-General invited the Committee to make suggestions regarding its title and content (for the Committee's discussion of chapter 27 of the proposed medium-term plan, see paras. 639-657 below).

331. Some delegations observed that the presentation of an item called "Women and special groups" actually meant that the programme in social affairs was being curtailed. They stressed that social affairs and the social aspects of development should be a unified programme. Some delegations noted that the presentation in chapter 27 confused human rights and social development issues. They pointed out that sex alone could not be considered a valid criterion for defining a social group. One suggestion for changing the title of chapter 27 was "Social development and human resources". It was also stressed that the Department must examine social questions in developed countries.

332. Some delegations drew the attention of the Under-Secretary-General for International Economic and Social Affairs to the fact that the budget for the Centre for Social Development and Humanitarian Affairs for 1978-1979 was based on the medium-term plan for the period 1978-1981, adopted by the General Assembly at its thirty-first session. In that connexion they questioned the legality of the Secretariat's proposal to transfer the questions of popular participation and rural development from the programme "Social development and humanitarian affairs" to the proposed new programme "Development issues and policies". In that connexion they expressed disagreement with the transfer of five professional staff members from the Centre for Social Development and Humanitarian Affairs to the Centre for Development Planning, Projections and Policies. They also drew the Under-Secretary-General's attention to the administrative and financial implications of the draft report of the Ad Hoc Committee on the Restructuring of the Economic and Social Sector of the United Nations system, submitted at the thirty-second session of the General Assembly (A/C.5/32/86), in which it was stated that the restructuring of the United Nations Secretariat should not affect the Centre for Social Development and Humanitarian Affairs in connexion with the forthcoming move to Vienna.

333. Other delegations endorsed the division of activities in the social sector decided upon by the Secretary-General. They recalled the statement of the Assistant Secretary-General for Social and Humanitarian Affairs to the effect that in the past only 50 per cent of United Nations social activities had been concentrated in the Centre for Social Development and Humanitarian Affairs (see para. 640 below). There had never been a single social programme and it would not be appropriate to institute one. The transfer of the two subprogrammes involving five professional staff members to the Development Issues and Policies Programme would strengthen the activities of the Department for International Economic and Social Affairs in the social field. Such redeployment was within the prerogative of the Secretary-General and did not conflict with legislative mandates for social activities. It had emerged as a desirable course of action from the evaluation of the Centre for Social Development and Humanitarian Affairs' activities in 1974-1977 conducted by CPC (see chap. I above, paras. 21-25, and chap. III above, paras. 201-235).

A. Problems and strategies of the United Nations  
in the medium-term future

334. The Committee reviewed the programme on problems and strategies of the United Nations in the medium-term future, contained in part one, chapter 1, of the proposed medium-term plan (A/33/6 (Part 1)) 3/ at its 523rd to 525th, 530th, 540th, 541st and 546th meetings, between 30 August and 14 September 1978. Several parts of section IV.A were discussed in conjunction with the relevant sections of the medium-term plan. 4/ In addition to the discussion of particular subsections of the document, an extensive discussion was held on the form and orientation of the document.

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3/ To be issued subsequently as Official Records of the General Assembly, Thirty-third Session, Supplement No. 6 (A/33/6/Rev.1).

4/ Environment (see paras. 487-498 below), Industrial development (see paras. 520-538 below), International trade (see paras. 539-563 below) and transnational corporations (see paras. 618-629 below).

## Form and orientation of the document

335. The Committee expressed the view that the document did not conform to the request made in paragraph 3 (a) (i) of General Assembly resolution 31/93 calling for a short statement on directions that United Nations activities should take in the medium term. In the Committee's view, the introductory statement should give an overview of the main concerns of the entire organization as expressed in the plan, and a brief explanation of what the organization intended to do during the period covered by the plan (1980-1983). It should be similar in form to the Secretary-General's annual report on the work of the Organization. In its present form, the Committee felt that document A/33/6 (Part 1) served only to highlight the medium-term plans and the views of particular programme managers. It was, therefore, essentially descriptive and did not present the type of independent survey called for by the resolution. While the document did have some value as an introduction, it should have gone beyond the descriptive function and should have borne in mind the views of delegations on medium-term strategies for the United Nations. The Assistant Secretary-General for Programme Planning and Co-ordination assured the Committee that those remarks would be taken into account in the preparation of the next plan; the next plan would be prepared by the restructured Secretariat, which would be better able to provide the sort of overview requested in General Assembly resolution 31/93, particularly through the involvement of the Director-General for Development and International Economic Co-operation.

### 1. Political and legal programmes

336. The majority of the members of the Committee welcomed the presentation of the programmes related to trusteeship and decolonization, that was in accordance with General Assembly resolution 1514 (XV), based on the principles of self-determination and territorial integrity, and regretted the persistence of colonialism and racism which hampered the efforts for international peace and co-operation and against racism.

337. While it was agreed that colonialism and racism were still threats to world peace and security, some delegations stated that small Territories, under their freely expressed wishes in accordance with the United Nations Charter, could not be an impediment to the strengthening of world peace and security and that it was necessary to differentiate between the situations in such small Territories and large Territories such as those in southern Africa. It was noted that the principle of self-determination (see General Assembly resolution 1514 (XV)) should be mentioned under the discussion of trusteeship and decolonization.

338. The question was raised whether material assistance to liberation movements should be part of the plan formulation and presented elsewhere. Different views were expressed on that question.

339. Concerning the operation of the United Nations Council for Namibia during the period covered by the plan, some delegations questioned how a continued expansion of its activities could be envisioned throughout the period, since Namibia would be becoming independent.

## 2. Humanitarian programmes

340. The Committee was given information about the UNDRO data bank at Geneva, and particularly about its nature and the financial implications of its work. The view was expressed, regarding the role of UNDRO, that it should be a co-ordinating agency and not an operational one. In that regard, the attention of the Committee was drawn to operative paragraph 2 of Economic and Social Council resolution 1978/41, recognizing the need for the effective promotion of technical co-operation for disaster preparedness and prevention in developing countries through the United Nations system.

341. Concerning activities in human rights, some delegations felt that references to the joint planning of activities with the ILO and UNESCO should appear in the document. It was also felt that there should be a more extensive reference to the discussions and decisions of the legislative body. Other delegations said that at the current stage such activities were premature.

342. Some delegations stated that their position on the human rights programme remained unchanged.

343. In the field of international drug control, it was emphasized that a new approach was needed to forms of international co-operation. Certain priorities should be set in the work undertaken by the United Nations in that broad field. Better use could be made of other organizations which had more funds and personnel at their disposal. It was suggested that the United Nations might, for example, concentrate its efforts on the most dangerous drugs and on rehabilitation and causes of drug abuse.

## 3. Public information

344. The Chairman reminded the members of the Committee that the Secretary-General would submit a report on programmes for public information which the ACABQ had recommended be submitted to CPC for its consideration. While one delegation expressed its reservation concerning paragraph 1.65 (c), other delegations expressed their satisfaction with chapter 1, section III (Public information) of part one of the proposed medium-term plan.

## 4. Economic and social programmes

345. Some delegations proposed that section IV.A in chapter 1 of the proposed medium-term plan should include a separate section entitled "Social development and humanitarian affairs".

### (a) Interdisciplinary and intersectoral research and analysis

346. Several members of the Committee inquired how the Department of International Economic and Social Affairs, in carrying out its research in various global concerns, proposed to ensure the optimum degree of co-ordination between the various activities of the United Nations organs in the economic and social field, like UNCTAD, UNIDO, UNEP, etc. General Assembly resolution 32/197, and particularly the references in it to planning, programming and evaluation at the system-wide level, were mentioned by the Committee.

347. The Assistant Secretary-General for Programme Planning and Co-ordination replied that the creation, within the Department of International Economic and Social Affairs, of the Office of Programme Planning and Co-ordination was intended to provide a mechanism for carrying out the types of functions referred to by the Committee. While the terms of reference of the Office had not yet been finalized, it would be a major function of the Office to further develop planning, programming and evaluation procedures and practices with a view to providing at the planning and programming stages a greater degree of complementarity and coherence between the activities of the various major units of the United Nations in the economic and social field. The Office would also be responsible for the important functions of substantive co-ordination inherited from the Office of Interagency Affairs and for developing, in co-operation with the specialized agencies, the ideas of joint or co-operative planning contained in General Assembly resolution 31/93. That work was still at an initial stage, to be developed further by ACC which was in the process of considering the implementation of the restructuring decisions for its working methods and organizational structures.

(b) Technical co-operation

348. The Committee considered the overview of the proposed programme of work of the Department of Technical Co-operation for Development at its 541st meeting on 12 September 1978. The Committee had before it section IV.A.2. (Technical co-operation) of chapter 1 of the proposed medium-term plan (Problems and strategies of the United Nations in the medium-term future) (A/33/6 (Part 1)).

349. The Under-Secretary-General and Commissioner for Technical Co-operation introduced the item in a statement which stressed that the newly created Department had been given a mandate, under General Assembly resolution 32/197, on restructuring, to serve as the principal mechanism through which the United Nations undertook technical co-operation activities. In executing programmes and projects financed from the United Nations regular budget, UNDP, UNFPA and extrabudgetary resources, the Department would draw upon its technical competence in its substantive spheres, undertake research and analysis related to its operational activities, and support and co-operate with the regional commissions in their technical co-operation activities. In planning and implementing its activities the policy of the Department would be flexible and responsive to the emerging needs and priorities of developing countries; it would co-operate with the Department of International Economic and Social Affairs while avoiding duplication of its programmes, and take account of the policy decisions made by member Governments through the various legislative organs of the United Nations. Evidence of the general strategies of the new Department, based on the new approaches endorsed under appropriate General Assembly resolutions (including resolution 32/197) and under decisions of the UNDP Governing Council, had been included in the medium-term plan, for consideration during the discussion of the individual medium-term plan submissions. Specific strategies would be worked out and included in the biennial programme budget.

350. The Under-Secretary-General also drew attention to the problem related to departmental medium-term planning, which arose from the fact that the preponderance of the Department's work was carried out in response to requests by Governments for assistance.

351. Some delegations recalled the relevant General Assembly resolutions mentioned

in paragraph 349 above, and said that the introduction to the proposed medium-term plan for the period 1980-1983 (A/33/6, part one, para. 1.78) referred to the following resolutions: General Assembly resolutions 3201 (S-VI) and 3202 (S-VI) and 3362 (S-VII), 2688 (XXV) endorsing the UNDP Governing Council consensus, and 3251 (XXIX) on technical co-operation among developing countries.

352. The Committee's discussions focused upon several themes, some of which had initially been raised in an earlier meeting. The topics included: (a) the scope of responsibilities of the Department of Technical Co-operation for Development; (b) relations with the Department of International Economic and Social Affairs; (c) relations with the regional commissions; and (d) relations with UNDP.

(i) Scope of the responsibilities of the Department of Technical Co-operation for Development

353. The Committee discussed how the Department proposed to implement the "unified and co-ordinated over-all responsibility for operational activities for development" mentioned in section I, paragraph 1.82 of the proposed plan. It was explained by the representative of the Secretariat that it was to be accomplished, under the terms of General Assembly resolution 32/197, through a clustering in the Department of all activities related to technical co-operation, including substantive support, management, and operational research related to programmes and projects. Evaluation of the performance of activities by the Department and its predecessor, the Office of Technical Co-operation, had been undertaken in some sectors and more was planned for the future in regard to both regular programme and extrabudgetarily funded activities. Work would also be undertaken by the Department of Technical Co-operation for Development to evolve and to evaluate policies and trends of activities with regard to technical co-operation activities generally within its spheres of competence. Information on implementation would continue to be made available in the Secretary-General's annual report on technical co-operation activities, and in participation in and presentations before various intergovernmental bodies of the United Nations system.

354. The Committee agreed that, for the sake of clarity, section I, paragraph 1.82, should be modified by adding at the end of the sentence the words "for which the United Nations is responsible and which are financed from various sources".

(ii) Relations with the Department of International Economic and Social Affairs

355. The Committee discussed the division of responsibilities and resources between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs, and the continuing co-operation that should take place between these Departments.

356. The Committee was informed that the distribution of responsibilities and resources between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs had, since the adoption of resolution 32/197, been the subject of intensive discussions between the two Departments concerned. Detailed proposals related to the subject had already been presented to ACABQ. Some of the proposals were of a tentative nature and would be subjected to further review in the light of past experience. A progress report on the topic would also be made available before the end of the

thirty-third session of the General Assembly. As regards measures aimed at the transfer of real resources for developed to developing countries, it was felt that both the Department of International Economic and Social Affairs and the Department of Technical Co-operation for Development had important roles to play within their respective programmes of work.

357. One delegation questioned the meaning of the statement contained in section I, paragraph 1.80, of part one of the proposed medium-term plan that the Department of Technical Co-operation would "seek more active participation in the policy formulation and planning of measures aimed at the transfer of real resources from developed to developing countries". The same delegation expressed the view that the question was one that fell within the mandate of the Department of International Economic and Social Affairs.

(iii) Relations with regional commissions

358. The Committee emphasized the importance of co-operation between the Department of Technical Co-operation for Development and the regional commissions and was interested to hear what progress was being made in the decentralization of responsibilities for various technical co-operation activities. It was explained that the decentralization question was currently under active review by the Department in collaboration with the regional commissions. In late September and early October 1978, a series of meetings would be organized both at the working and at the policy level to discuss the question and modalities of decentralizing responsibilities for subregional, regional and interregional programmes to the regional commissions. A progress report on those discussions and on the conclusions and agreement reached would be available before the end of the thirty-third session of the General Assembly.

(iv) Relations with UNDP

359. The Committee sought to clarify the roles of the Department of Technical Co-operation for Development and the UNDP as regards programming, inasmuch as UNDP was responsible for country programming while the Department of Technical Co-operation for Development had among its fields of competence the provision of advice and analysis regarding the development priorities of countries receiving assistance, and participation in the country programming process. It was explained by the representative of the Department of Technical Co-operation for Development that the Department and its predecessor (the Office for Technical Co-operation) had been actively engaged in the work of the UNDP/ Interagency Task Force, which, among other things had considered in great detail the subject of programming. The Department continued the responsibilities assigned to the Office for Technical Co-operation for assistance in carrying out programming exercises at the request of the developing countries themselves. The Department, along with other executing agencies, had provided advice in its respective sectors of competence that included the field of economic planning, as was clearly recognized by resolution 32/197. In paragraphs 61 (c) and 62 of the annex to that resolution, the Department was required to provide substantive support for technical co-operation activities in the economic and social sectors which were not covered by other United Nations organs, programmes or specialized agencies. Those functions included, inter alia, technical expertise in the formulation, implementation and evaluation of country and intercountry programmes and of specific projects.



360. A representative of UNDP, who had been requested by the Committee to comment on that topic, confirmed the understanding of the role of the Department, along with that of the other organizations in the country programming process as stated above. He added that the clarification provided in paragraph 354 above applied actually to the whole text of chapter 1, paragraphs 1.76-1.82, in part one of the plan (A/33/6 (Part 1)), and it was in that context that he understood the presentations made by the Under-Secretary-General in introducing the work of the Department.

361. The Committee took note of the description and explanations given regarding the Department's functions. Some delegations reserved their right to express their opinions on the question of restructuring the Department of International Economic and Social Affairs at the thirty-third session of the General Assembly.

(c) Regional issues

362. There was considerable discussion within the Committee on matters relating to regional issues within the medium-term plans of the regional commissions, particularly within ECA and ECLA where the concept of "basic needs" was mentioned. The Committee received the information that the Secretary-General, in exercise of his discretion, would issue a revision of those two subsections (ECA and ECLA) including the parts concerning "basic needs" before the draft plan was considered by the General Assembly.

B. The planning process in the United Nations

363. The Committee reviewed the programme on the planning process in the United Nations contained in chapter 2 of part one of the proposed medium-term plan (A/33/6 (Part 2)) at its 528th, 546th and 547th meetings on 1 and 14 September 1978.

364. In an introductory statement a representative of the Office of Financial Services stated that the issues raised in that chapter should be considered as an integral part of the discussion on evaluation that the Committee had engaged in, and referred to the difficulties in the planning process catalogued in paragraph 2.23 (see chap. III above).

1. Role of the subsidiary bodies in the planning process

365. The debate in the Committee focused on the role of subsidiary bodies, such as governing boards and councils and the regional and functional commissions and committees, in the planning process. It was observed at the outset that, currently, few of those subsidiary bodies in the United Nations referred to the plan in the course of their debate. After it was approved it should be referred to each time a new programme proposal was made in an intergovernmental body so that it could be seen what alteration in the plan the new proposal would require if adopted.

366. Several comments were made on the drafting of paragraph 2.45 of chapter 2 of the proposed plan, in which suggestions were made for the introduction of procedures in the review of the medium-term plan on the programme aspects of the biennial budget by subsidiary bodies. It was agreed that CPC did not have the

power to make decisions, as was implied in the current wording, but only to make recommendations to the Economic and Social Council and the General Assembly.

367. The remainder of the debate covered the role of subsidiary bodies prior to the consideration of the plan by CPC. They could submit technical comments to CPC, for example verifying that the plan was based on an accurate interpretation of legislative intent. It was pointed out, however, that there were problems of timing involved, since most of the subsidiary bodies met only once every two years. If they were asked to submit comments on the plan to CPC, within the existing framework of the meetings cycle only a few bodies would be able to examine it, while other bodies would be deprived of the opportunity to do so. A subject-oriented session of the Economic and Social Council devoted to planning was suggested by some delegations as one method of circumventing that problem. Another observation of relevance was that if the documents were circulated six weeks ahead of the CPC meetings then delegates could obtain technically adequate briefings.

368. The representative of the Office of Financial Services, in responding to some of the above observations, pointed out that in section I, operative paragraph 3, of General Assembly resolution 32/206 the Assembly requested subsidiary bodies to suggest relative priorities among subprogrammes within the programmes in their competence. He also considered that it should be possible to synchronize meetings more closely than was currently the case.

369. The Committee agreed that during its current session it could not hold more than a preliminary discussion on the question of the planning process in the United Nations, owing to the limited time available, and decided that at its next session it would study the question in depth. It was noted with satisfaction that the Secretariat was already studying a number of the questions raised in chapter two of the proposed medium-term plan (A/33/6 (Part 2)) concerning the effectiveness of programming and budgeting in its present form.

370. The Committee's debate concentrated on two main themes: the problems relating to the medium-term planning process, and questions relating to the establishment of growth rates.

(a) Problems involved in the planning process

371. The Committee noted that the Secretary-General had raised a number of important problems in chapter II of the proposed plan. While there was no general discussion of those questions, a number of comments were made.

372. It was noted that subprogrammes were the basic unit of consideration during the medium-term planning process, and the question was raised how detailed subprogrammes could be formulated in response to often vaguely stated objectives. The "impact" of a programme would, moreover, be difficult to measure.

373. Members of the Committee supported the view expressed by the Secretary-General in the plan that there was a need to determine more precisely the role of regional, functional and central bodies with regard to programme formulation at the different levels of programming cycle and programme view and evaluation (A/33/6 (Part 2), para. 242).

374. With respect to the medium-term planning cycle, one delegation suggested that a presentation once every four years might be preferable to the current rolling two-year cycle. Referring to chapter 2, paragraph 2.22, some delegations questioned what would constitute "a pressing need of an unforeseeable nature". Those delegations felt that such needs, when they arose, could only be addressed after ensuring the basic satisfaction of priority programmes.

(b) Questions relating to the establishment of growth rates

375. A major theme of the discussion was the relationship between the assignment of relative priorities within programmes and assignment of growth rates to programmes. Some delegations felt that there was no automatic relationship between growth rates and priorities. A programme should be allowed to grow, in real terms, in response to an increase in volume of activities, and growth rates were not necessarily a measure of the importance attached to various programmes. Decolonization, an activity of central importance in the United Nations system, was cited as one example of a programme whose volume of work should be decreasing over a period of time. One delegation, in trying to clarify the distinction between relative priorities and growth rates, noted that the highest priority programmes should have the first claim on the total resources available during any plan period, whether or not that total represented a certain growth over resources available in the previous period.

376. The Committee agreed that the question of the criteria on which growth rates were established should be given further attention in connexion with the review of the planning process at its next session. It was also noted that the role of CPC in setting growth rates did not impinge on that of ACABQ in deciding on the allocation of resources.

377. Some delegations expressed their reservations about the current system of establishing growth rates, which was based on an insufficient relation between increase in activities and resources required and thus covered ground very much within the concerns of ACABQ. (For the Committee's recommendations concerning relative real growth rates in regular budget allocations for the period 1980-1981, see chap. I above, paras. 53-54.)

### C. Financial data

378. The Committee had before it information on financial aspects of the proposed medium-term plan (A/33/6 (part 3)) provided by the Secretary-General in response to paragraph 3 (a) of General Assembly resolution 31/93, which it considered to be a reference document. Accordingly, the Committee recommended that chapter 3 should not be included in the medium-term plan for the period 1980-1983, and decided, at its 547th meeting on 14 September, to consider the application of paragraph 3 (a) of General Assembly resolution 31/93 in the context of its review of the planning process in the United Nations at its next session.

379. At the same time, several members of the Committee expressed doubt whether the Committee was the appropriate forum for discussion of the financial information contained in the chapter.

### D. Political and Security Council affairs

380. The Committee reviewed the programme on political and Security Council affairs activities contained in chapter 4 of part two of the proposed medium-term plan at its 547th meeting, on 14 September 1978 (A/33/6 (part 4)).

381. The Committee felt that the programme before it was basically well formulated. In the ensuing debate, a number of clarifications were sought regarding the financial, technical and legal aspects of the programme.

#### 1. Programme 1

382. With regard to subprogramme 1 (Fuller implementation of United Nations resolutions concerning apartheid), the point was made that paragraph 4.18, referring to the measures aimed against South Africa in United Nations resolutions, failed to include the reference in resolution 32/105 F, operative paragraph 3 (a), which read "to end all transfer of nuclear equipment or fissionable materials or technology to South Africa".

383. With reference to subprogramme 2 (Peaceful use of outer space) one delegation observed that the statement of objectives in paragraph 4.32 was somewhat inaccurately stated. For example, training was given in "television broadcasting" (not "direct broadcast", which was a different concept), and while there was co-operation in the practical application of space technology for remote sensing, there was as yet no agreement on an "international system". With respect to paragraph 4.34 the same delegation pointed out that many States held the view that the "sovereign right of countries regarding information on their natural resources" should be subject to the accepted norms of international law. As for the legal authority for subprogramme 2, it was suggested that the Treaty on Principles Governing the Activities of States in the Exploration and Use of Outer Space, including the Moon and Other Celestial Bodies (General Assembly resolution 2222 (XXI)) should be referred to.

384. On subprogramme 3 (International marine political and security problems), it was questioned whether or not there was any overlapping between that subprogramme's work with respect to the Indian Ocean and the work being undertaken by the Centre for Disarmament in its subprogramme 1.

## 2. Programme 2

385. One delegation expressed the hope that before this plan was translated into a programme budget it would be refined carefully to eliminate duplications and assure maximum use of available resources. On the question of the length of the period of preparatory work required for the second special session of the General Assembly to be devoted to disarmament, as described in paragraph 4.78 under subprogramme 1 (Delineation and negotiation), some doubt was expressed about the adequacy of the time framework suggested in that paragraph. The representative of the Department of Political and Security Council Affairs replied that the preparatory period had not yet been decided upon.

386. With respect to subprogramme 2 (Information on disarmament), the point was raised that the terms used in paragraph 4.84 in relation to the development of various means of mass destruction and conventional weapons should conform to the text of paragraph 77 of General Assembly resolution S-10/2, which specifically referred to "new types and new systems of weapons of mass destruction". In connexion with the Disarmament Yearbook mentioned in paragraph 4.88, the hope was expressed that the subject of the reduction of military budgets should be included among the topics of the Yearbook. Reference was made to the formula on gradual reduction of military budgets on a mutually agreed basis in absolute figures or in terms of percentage points contained in paragraph 89 of resolution S-10/2.

387. With regard to subprogramme 3, it was specifically stressed that all the proposals by Member States listed in paragraph 125 of General Assembly resolution S-10/2 were subject to further study and it was inappropriate to single out some of them for the purpose of such a study.

388. A discussion took place on the implications of paragraph 4.111 (objective) of subprogramme 5 (Training for disarmament). Several delegations stressed that the training programme envisaged under subprogramme 5 should not place special emphasis on the participation from developing countries. As to the fellowships under subprogramme 5 to be funded from the regular budget of the United Nations, the view was expressed that, in accordance with resolution S-10/2, paragraph 108, such funding should be made out of existing available resources of the regular budget.

389. With reference to subprogramme 4, paragraph 4.105, the specific example of possible follow-up activities was cited, relating to the proposal on the conclusion of an international convention on the strengthening of guarantees of the security of non-nuclear States (A/33/241).

### E. Special political affairs and special missions

390. The Committee reviewed the programme on special political affairs and special missions contained in chapter 5 of part two of the proposed medium-term plan (A/33/6 (part 5)/Rev.1) at its 492nd meeting, on 22 May 1978.

391. In discussing the medium-term plan, comments were made to the effect that, under the heading "Legislative authority", mention should also be made of the United Nations Interim Force in Lebanon and the over-all powers of the Secretary-General with respect to peace-keeping.

392. One delegation stated that the whole chapter could have been restricted to paragraphs 5.1 and 5.2 (Organization).

#### F. International justice and law

393. The Committee reviewed the programme of international justice and law contained in chapter 6 of part two of the proposed medium-term plan (A/33/6 (part 6)) at its 499th and 500th meetings, on 26 May 1978.

394. The Committee held a wide-ranging discussion of the programme. One delegation suggested that the title of the programme should be changed from "International justice and law" to a title such as "Legal matters" or "Legal questions". Further discussion encompassed the purposes and objectives of the individual programmes, particular emphasis being placed upon the increasing workload of the Office of Legal Affairs, the reasons therefor, and the need to respond adequately to demands placed upon it and to ensure proper co-ordination and uniformity of the rule of law throughout the United Nations system.

395. In response to a question regarding the growing proportion of time taken up by the administrative responsibilities of the Office, the Deputy to the Legal Counsel explained that increased administrative tasks required the ever greater devotion of staff time to matters not strictly related to its responsibility for legal questions.

396. Questions were raised regarding the need for uniformity of the rule of law and co-ordination of legal matters throughout the system, both between Headquarters and Geneva and including the liaison offices and regional commissions. The representative of the Office of Legal Affairs stated that co-ordination was maintained through consultations, circulation of legal opinions and its publications, especially the Juridical Yearbook. With specific reference to programme 4 (Conduct of the general legal work of the United Nations and development of specialized branches of law), it was noted that the creation of additional posts in the Office of Legal Affairs for outpostting to the regional commissions was projected in response to legal problems which had arisen in the commissions. The Committee inquired why such posts were being proposed and whether alternative measures, such as the retention of local counsel, had been explored. Attention was also called to the fact that no formal requests for such posts had been received from the commissions. On the former point, the representative of the Office of Legal Affairs referred to the substantial increase in legal-related questions at the commissions and the desire to provide experienced United Nations legal expertise in order to avoid undesirable legal precedents. He noted that the number of legal questions was reaching such proportions as to require the stationing of legal officers in certain of the commissions. On the latter point, the Committee was informed by representatives of the various commissions of the need to respond to legal problems arising with increasing frequency.

397. Regarding programme 2 (International agreements), the Committee expressed concern about the substantial backlog in the publication of treaties. The Chief of the Treaty Section pointed out that the number of treaties registered was increasing substantially, that publication also depended upon the response of other departments and that it was anticipated that the backlog could now, at least, be stabilized. Regarding subprogramme 1 (Depositary functions of the Secretary-General) thereof, the Committee expressed concern about the wording of paragraph 6.38. The Office of Legal Affairs subsequently submitted to the Committee a redraft of the paragraph, which reads as follows:

"6.38. Formalities in respect of multilateral agreements must be completed and made known to States and organizations concerned as soon as possible; legal problems, such as those that may arise in the application of formal requirements for participation in multilateral agreements, and other problems (essentially questions of co-ordination between the Treaty Section and other Secretariat services or international organizations in carrying out the provisions of the formal clauses of agreements concluded under the auspices of the United Nations) must be dealt with without delay."

398. With regard to activities in the programme designated as being of marginal usefulness, the Committee discussed aspects of the work of the Office of Legal Affairs which that Office had examined as being possibly of marginal utility. Attention was drawn to the recommendation of the Office of Legal Affairs that consideration be given to the Repertory of Practice of United Nations Organs and whether production of the Repertory in its present form should be continued.

#### G. Trusteeship and decolonization

399. The Committee reviewed the programme on trusteeship and decolonization contained in chapter 7 of part two of the proposed medium-term plan (A/33/6 (part 7) and Corr.1) at its 516th meeting, on 8 June 1978, and discussed two programmes dealing, respectively, with the work of the Department of Political Affairs, Trusteeship and Decolonization (programme 1) and the Office of the United Nations Commissioner for Namibia (programme 2).

400. Some delegations noted that, while the Department of Political Affairs, Trusteeship and Decolonization had made an effort to group its activities into subprogrammes by major geographical regions, that had resulted in the Falkland Islands (Malvinas) being erroneously grouped with Territories in the Caribbean, and East Timor with Territories in Africa. This regrouping did not take into account the individuality of each colonial case, in accordance with General Assembly resolution 1514 (XV). The representative of the Secretariat pointed out that it had been done in order to distribute the workload equitably among the staff.

401. One delegation expressed satisfaction at the anticipated decolonization of several small Territories in the Caribbean and Asia-Pacific regions by the end of 1981 and expressed the hope that further progress in decolonization would lead to a reduction of the resources allocated to the programme.

402. In response to questions, the Committee was informed that the public information activities carried out under subprogramme 3 (World public opinion) of programme 1 were supplementary to the activities of the Office of Public Information and were undertaken in response to decisions of the General Assembly as well as other United Nations bodies. Co-ordination of the work of the two units of the Secretariat was assured by continuing liaison at the Secretariat level and monitoring by the political bodies concerned.

#### H. Disaster relief

403. The Committee reviewed the programme of disaster relief contained in chapter 8 of part two of the proposed medium-term plan (A/33/6 (part 8)) at its 492nd and 493rd meetings, on 22 and 23 May 1978.

404. The Committee noted that the structure of the plan was loosely conceived and that the interrelationship of the subprogrammes was unclear. Concern was expressed about the undifferentiated approach to relief co-ordination, disaster preparedness and prevention, without providing sufficient information on the degree of priority between the subprogrammes.

405. The representative of UNDRO stated that disaster preparedness activities and relief responses were closely interrelated, and referred to the new organization of UNDRO, wherein geographical sections were responsible for relief co-ordination as well as preparedness and prevention.

406. There was considerable discussion on co-ordination of disaster relief activities within the United Nations system. In that regard, the Committee was concerned that there was too much emphasis on memoranda of understanding, delineating the areas of competence of various organizations within the United Nations system and providing very limited information on joint activities. The Committee felt that the nature and scope of the envisaged joint activities in section B (Co-ordination) of the plan should have been clearly stated. Questions were raised why memoranda of understanding with other organizations, such as WHO and UNHCR had not been executed. The representative of UNDRO informed the Committee that the Office was carrying out negotiations with those organizations, as well as with UNEP and UNESCO. He noted, however, that formal memoranda of understanding were not necessary to ensure close working relations between agencies.

407. The representatives of FAO and WHO, in response to questions, stated that co-ordination with UNDRO was good and was practical.

408. In response to questions, the representative of UNDRO stated that the policy of the Co-ordinator was to respond immediately to natural disasters, but that in cases of "other disaster situations", the Co-ordinator always referred the matter to the Secretary-General for decision as to which United Nations agency would co-ordinate the activities of the United Nations system as a whole. Further, much needed to be done in the area of "creeping disasters", such as prolonged droughts, which was the subject to be discussed at the forthcoming meeting of UNDRO with UNDP resident representatives in Africa, to be held at Dakar.

409. The representative of FAO recalled that the question of "creeping disasters" had been dealt with by various international conferences, such as those concerning water and desertification, as well as by international action in the Sahel region.

410. The representative of UNHCR explained the political ramifications in dealing with refugees and displaced persons, emphasizing the political sensitivity in many of these situations.

411. The Committee stressed that the role of UNDRO should be clarified with regard to "other disaster situations" and that duplication of efforts should be avoided.

412. In response to a question with regard to the necessity of dispatching 10 missions to donor countries every year, the representative of UNDRO emphasized that, since over one half of the programmes of UNDRO were supported by voluntary contributions, annual contacts with donor countries should be made if the programmes were not to suffer from a lack of these contributions.



413. Concern was expressed about the possibility of confusion in addressing the medium-term plan of UNDR0, as the Second Committee, during the thirty-second session of the General Assembly, had approved a three-year programme, whereas the Fifth Committee had approved the biennial programme budget. The representative of UNDR0 referred to the report of the Secretary-General (A/31/88 and Add.1 and 2), which indicated that the Economic and Social Council, at its sixty-first session, had requested UNDR0 to provide a work plan for 1977-1979, and to the pertinent resolutions adopted by the Assembly (resolutions 31/173 and 32/56). The work plan was consistent with the then existing medium-term plan and the approved programme budget.

414. The representative of UNDR0, in response to questions, spoke of the difficulties experienced in co-ordinating bilateral technical assistance projects in disaster preparedness (A/33/6 (part 8), para. 8.23 (b)) owing to the lack of information provided by many member States. Further, he said that the envisaged undertaking of fund raising for the implementation of disaster preparedness projects did not aim at the creation of a new special fund (*ibid.*, para. 8.23 (c)). Furthermore, in explaining the purpose of the regional training meetings with UNDP resident representatives, he emphasized that that was an activity directed solely at the newly-appointed resident representatives, who did not have the adequate background to fulfil their duties in disaster relief, preparedness and prevention (*ibid.*, para. 8.23 (e)). He also explained that the purpose of a draft international agreement on relief, mentioned in paragraph 8.23 (f), was in line with the relevant resolutions of the Economic and Social Council and of the General Assembly.

415. While it was recognized that the programme, because of the immediate demands placed upon it and because of limited resources, had had to emphasize its original first-priority functions of disaster co-ordination, it was envisaged that the evolution of the programme would enable a shift in the relative priorities towards the strengthening of its disaster preparedness and prevention functions.

#### I. Human rights

416. The Committee reviewed the programme on human rights contained in chapter 9 of part two of the proposed medium-term plan (A/33/6 (part 9)) at its 494th to 497th meetings, on 23 to 25 May 1978.

417. Discussions on the programme as a whole centred on the following themes: structure of presentation of the programme; planning procedures; priorities; and co-ordination of the programme.

##### 1. Structure of presentation of the programme

418. With regard to the listing of the various organs, other than the Secretariat, that were competent in the field of human rights, a distinction should be made in paragraph 9.1, first, between organs that had been established pursuant to the Charter of the United Nations and those that owed their existence to other special international instruments such as covenants and conventions, and, secondly, between organs composed of government representatives and those composed of independent experts serving in their personal capacity.

## 2. Planning procedures

419. In connexion with the second theme, several remarks were made, in particular on planning procedures in relation to the drafting of the medium-term plan under consideration. In response to the question raised as to whether the plan had been submitted to the various bodies with responsibilities in the human rights programme, the Director of the Division of Human Rights noted that such had not been the practice. In that respect some members of the Committee expressed their regret that the programme submitted did not take account of the latest proposals of the legislative organs, which might have a substantial impact on its content.

420. The Committee held an exchange of views on the possibility of participation by the legislative organs in the process of medium-term planning, in order that they might bear in mind medium-term perspectives in the planning of their activities. It was felt that the Committee should give further consideration to that question in the context of its examination at its session in 1979 of the purpose and nature of medium-term planning in the United Nations.

421. In the course of the general debate, questions were raised regarding the growth rate of the human rights programme. The increasing workload of the Division of Human Rights was also mentioned. One delegation stressed the necessity of observing the principle of equitable geographical distribution in the staffing of the Division.

## 3. Priorities

422. On the question of priorities, several delegations emphasized the importance of subprogramme 1 (Implementation of international instruments and established United Nations procedures in the field of human rights) while other delegations recorded specific references to the need to increase the emphasis of subprogramme 2 (Standard-setting, research, studies and prevention of discrimination). Some delegations also pointed to the importance of subprogramme 3 (Advisory services and publications).

423. The Director, in response to questions, explained that the slight changes in percentage in the project allocation of resources to subprogrammes were based on factual data, such as the increasing number of States parties to the international instruments, but also on indications from legislative bodies regarding the areas which required the main thrust of activities. With regard to subprogramme 3, the Committee was informed that the allocations of resources to the subprogramme had decreased under the present financing arrangements by which the subprogramme fell under the competence of the Office of Technical Co-operation.

## 4. Co-ordination of the programme

424. With regard to the question of co-ordination, the Committee reiterated its interest in ensuring the maximum degree of co-ordination within the United Nations system as well as in obtaining the optimum value in the application of available resources to the programme. Different views were expressed as to the manner in which such co-ordination should be achieved: while some representatives stressed the importance of the Division in that respect, other representatives maintained that the Division should not have the role of a lead agency for human rights

programmes as was envisaged under the plan. Some delegations expressed the view that some degree of strengthening of the New York Liaison Office was needed.

425. Regarding subprogramme 1, the Committee discussed the roles of the Secretariat and of intergovernmental bodies with respect to appeals to Governments to accede to the various legal international instruments. In that connexion it was noted that, while the intergovernmental bodies made those appeals to Governments, the practical work connected with the carrying out of such appeals from intergovernmental bodies rested upon the Secretariat. It was also observed that the subprogramme should reflect explicitly General Assembly resolution 32/130, in which the Assembly requested that priority in the search for solutions be accorded to the mass and flagrant violations of the human rights of peoples and persons affected by situations such as those resulting, inter alia, from apartheid, racial discrimination, colonialism, foreign domination and occupation, and aggression. In that respect it was explained that those concepts were included within the context of situations which revealed a consistent pattern of gross violations of human rights, as stated in chapter 9, paragraph 9.13. The Committee also discussed the mandates of the various ad hoc bodies dealing with human rights violations and it was informed that, although no prediction could be made regarding the persistence of situations calling for the continuation of those bodies, the legislative organs had so far repeatedly renewed the mandates of bodies where alleged gross violations of human rights were on record.

426. With respect to subprogramme 2, questions were raised about the legislative authority for specific programmes, as well as the legislative basis for elaborating international norms. In that area it was stressed that the authority belonged primarily to the General Assembly, the Economic and Social Council and the Commission on Human Rights. It was noted that there were legal questions about the mandate of expert bodies whose authority to prepare international norms depended on intergovernmental bodies. The Committee was equally interested in other aspects of the subprogramme relating to their legislative basis as well as to the continuing nature of some of the activities. Some delegations stated that in that subprogramme mention should be made of the right to live in conditions of international peace and security, as described in resolution 5 (XXXII) of the Commission on Human Rights. <sup>5/</sup> Information was given to the Committee regarding the preparatory nature of much of the work still under way in cases where discontinuation of or solution to many of the problems of concern to the Division could not be expected, thus requiring the Division, in drawing up the medium-term plan, to project its future role around specific areas of concern. Under that subprogramme it was also stressed that the work being undertaken in the preparation of various international instruments in the field of human rights, particularly in such areas as the prohibition of torture and the rights of detainees, and the elimination of religious intolerance, merited a separate listing and a more direct exposure under the plan.

427. In the course of discussions on subprogramme 3 with respect to advisory services, various points were raised, including the desirability of advance planning in that area. In that connexion, the Committee noted the adoption by the Economic and Social Council of resolution 1978/20, which aimed at serving that purpose by giving the advisory services programme a sounder financial basis. Regarding the question of response by the Division to requests for information from

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<sup>5/</sup> See Official Records of the Economic and Social Council, Sixtieth Session, Supplement No. 3 (E/5768), chap. XX, sect. A.

individuals and non-governmental organizations, some representatives expressed the view that the resources of the Division should not be used to carry out such functions, while other representatives stressed that the supply of information on human rights developments and programmes was of great importance to the work of the United Nations in the field of human rights, which was in full compliance with the principles of the Charter.

428. The Committee also discussed the publications programme of the Division and several delegations put questions relating to the nature and the value of certain publications, particularly in relation to other existing publications. Inquiries were made about the distribution and the usefulness of the Human Rights Bulletin. In response to those questions, the Director of the Division of Human Rights stated that the Division was improving the latter publication in its content, periodicity and distribution. Furthermore, with regard to other human rights publications, the Committee was reassured of their usefulness and value for the work both of the Secretariat and of the other instances working in the human rights field. The Committee noted that the Division was carrying out that part of the subprogramme in close co-ordination and co-operation with other offices of the Secretariat, particularly with those in the field of public information.

429. Questions relating to subprogramme 4 (Implementation of the Decade for Action to Combat Racism and Racial Discrimination) were raised with respect to the legislative basis. Although no disagreement was expressed regarding the basic legislative authority in General Assembly resolution 3057 (XXVIII), different opinions were voiced as to the inclusion of specific legislation. Some delegations expressed the view that resolutions other than those explicitly referring to the Decade for Action to Combat Racism and Racial Discrimination (resolution 3057 (XXVIII)) should be mentioned. The Committee did not manage to suggest concrete criteria for how a selection ought to be made from a great amount of legislation in the area of racial discrimination or for whether the specific resolutions to which some delegations attached great importance should be listed or not. The Committee was also informed of the legislative basis for the various parts of the subprogramme.

430. The Committee recognized that the workload of the Division had increased with the entry into force of the International Covenants on Human Rights (General Assembly resolution 2200 A (XXI), annex), but stressed that any resource implications could only be drawn on the basis of over-all consideration of priorities and resource allocations.

#### J. International drug control

431. The Committee reviewed the programme on international drug control contained in chapter 10 of part two of the proposed medium-term plan (A/33/6 (part 10)) at its 493rd and 494th meetings, on 23 May 1978.

432. The attention of the Committee was drawn to resolution 8 (S-V), entitled "Necessary resources for international drug control from the United Nations regular budget", 6/ adopted by the Commission on Narcotic Drugs at its 854th

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6/ For the text of the resolution, see Official Records of the Economic and Social Council, 1978, Supplement No. 5 (E/1978/35), chap. XIII, sect. A.

meeting, on 23 February 1978, which was transmitted to the Committee in accordance with paragraph 2 of the resolution.

433. The Committee generally agreed with the principle and scope of activities of units engaged in drug abuse control, with the exception of subprogramme 2 (Drug demand and information) of programme 1 (Division of Narcotic Drugs). Some criticism was expressed, however, concerning the manner of presentation of the programme.

434. The Committee felt that the questions concerning marginal activities were not adequately covered, that there was a lack of information on the completion of programmes and that the output was not described in terms of specific activities.

435. The Committee reiterated the obligation of the Commission on Narcotic Drugs under Economic and Social Council resolution 2017 (LXI) to continue to monitor the possibility of streamlining the administration of the services concerned, bearing in mind the need for economy and efficient management.

436. With respect to subprogramme 1 (Treaty implementation and Commission secretariat), the representative of the Division on Narcotic Drugs, in reply to a question, informed the Committee of the status of ratification of international drug-control treaties.

437. With regard to subprogramme 2 (Drug demand and information), it was stressed that the strategy conceived under the subprogramme should not lead to duplication of effort and that only one document should be prepared by the Secretariat on the given subject. More clarity was also called for in the use of terminology in the subprogramme. Reservations were expressed concerning the possible duplication of technical assistance activities under subprogrammes 2 (Drug demand and information) and 5 (Operations). With reference to the expected impact of subprogramme 2, the view was expressed that the projections contained in it were too optimistic, while it was pointed out that such projections in general might not be accurate. One delegation stated that it could not agree with the transfer of personnel financed by voluntary funds to the regular budget.

438. Regarding subprogramme 4 (Scientific research by the United Nations Narcotics Laboratory), the view was expressed that, under activities of scientific research, it should be possible to identify specific outputs and thus schedule completion dates for the activities.

439. With regard to subprogramme 5 (Operations), the Committee emphasized the need to exercise strict control over the projects initiated by the United Nations Fund for Drug Abuse Control in order to make maximum use of resources for substantive activities and to reduce administrative charges.

440. In reply to questions, the representative of the Division of Narcotic Drugs explained the scope of the evaluation of projects implemented by the Division.

441. The view was expressed that the drug situation had two dimensions, namely, demand and supply and that the proposed medium-term plan should reflect the fact that drug demand was a major problem in developed countries. In that connexion, it was suggested that the title of subprogramme 2 (Drug demand and information) should be changed so as to reflect those two dimensions of the problem. Many

delegations expressed the view that aid given to the developing countries affected by drug problems should not absolve the more affluent countries from their responsibility to take serious steps toward putting their house in order and thus curb the demand. Also expressed was the view that the orientation of programmes on drug problems was the prerogative of the intergovernmental organs. The attention of the Committee was drawn to the necessity for regional efforts and the co-operation of border and customs authorities, as well as the need to assist non-producing and non-consuming countries affected by the transit of drugs through their territory.

442. With regard to subprogramme 1 (Maintaining and developing the international drug control system) of programme 2 (International Narcotics Control Board secretariat), the point was raised that the output of subprogramme 1 (d) (Strategy and output) should be described in more precise terms.

## K. International protection of and assistance to refugees

443. The Committee reviewed the programme on international protection of and assistance to refugees contained in chapter 11 of part two of the proposed medium-term plan (A/33/6 (Part 11)) at the 493rd meeting, on 23 May 1978.
444. The Committee agreed that it was difficult for UNHCR, given the nature of its work, to foresee on a four-year basis, or even over a relatively short term, all of the activities that it would need to undertake. It was felt, however, that certain activities of the Office under subprogrammes 1 (International protection: international instruments relating to the status of refugees or otherwise benefiting refugees) and 2 (International protection: effective implementation of refugee rights) could lend themselves to a higher degree of specificity and planning. Attention was called to the need for greater clarification between special and general programmes and to the sources of funding for each.
445. The Committee was interested in learning the manner in which the Office co-ordinated its activities with other components of the United Nations system. The representative of the Office described the various ways in which that was accomplished, both in the field and at Headquarters.
446. Comments were made regarding, in particular, subprogrammes 1 and 2. The question was asked whether, in the elaboration of legal instruments, adequate care was taken to consult different regions. The UNHCR representative stated that such indeed was the endeavour and that the Office sought to benefit from the widest possible geographical consultations and to learn from regional traditions.
447. Questions were asked concerning the manner in which refugee status was determined, and the respective competence and authority of national authorities, on the one hand, and UNHCR on the other hand. The UNHCR representative explained the position: Governments signatory to the 1951 Convention relating to the Status of Refugees 7/ and the 1967 Protocol relating to the Status of Refugees 8/ undertook to co-operate with the High Commissioner, whose duties were themselves outlined in the Statute of the Office (General Assembly resolution 428 (V)) and subsequent resolutions of the General Assembly and the Economic and Social Council. He assured the Committee that UNHCR worked in the closest consultation with Governments and with their full understanding.
448. The Committee had no specific observations to make on the proposed medium-term plan for UNRWA.

## L. Public information

449. The Committee reviewed the programme on public information contained in chapter 12 of part two of the medium-term plan (A/33/6 (Part 12)) at its 497th to 499th meetings, on 25 and 26 May 1978.
450. Discussions on the programme as a whole centred on the following themes: quality of the plan; organizational framework; products of the programme; and question of the allocation of resources.

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7/ United Nations, Treaty Series, vol. 189, No. 2545, p. 150.

8/ Ibid., vol. 606, No. 8791, p. 267.

### 1. Quality of the plan

451. With respect to the quality of the plan, the Committee noted that the proposed plan showed significant improvement over the medium-term plan for the period 1978-1981. <sup>9/</sup> It was felt, however, that the information provided on the implementation of the plan was not sufficient.

### 2. Organizational framework

452. The Committee discussed the legislative authority for the programme. The prevalent view was that the Consultative Panel on Public Information should further enhance its effectiveness in line with the recommendation made by the Committee at its seventeenth session. <sup>10/</sup> The view was expressed, however, that the relevant intergovernmental bodies should study the possibility of changing the formal position of the Consultative Panel for Public Information so that that Panel, in future, could act as an intergovernmental supervisory body for information activities of the United Nations Secretariat. It was stated that the study should also include the question of the membership of the Panel, taking into account the principle of equitable geographical distribution. Several delegations pointed out that the question relating to public information should be discussed by the Special Political Committee rather than the Fifth Committee of the General Assembly.

453. The Committee noted the growing role of task forces which operated for specific topics and which combined functionaries from the involved substantive departments of the Secretariat and representatives of the Office of Public Information.

### 3. Products of the programme

454. As to the products of the programme, discussions centred on the mission of the Office of Public Information. The view was expressed that the mission of the Office was to ensure the balanced dissemination of information on the United Nations. Some delegations stated in that connexion that the main duty of the Office was to disseminate information about the main activities of the United Nations, such as disarmament, international peace and security, decolonization, development matters, and others. Others stated that the Office should promote a better understanding of the United Nations and support for its activities.

455. The Committee considered that some practical measures should be taken to conduct an impact analysis of public information. In that connexion, the need to identify target audiences as a first step towards measuring the feedback of public information was noted. The Committee also stressed that it was necessary for the Office to indicate which part of the subprogrammes would be obsolete or of marginal utility. While recognizing that measurement of the actual impact of information activities was very complicated and, in certain cases, very difficult, the Committee pointed out that the statements of impact left much to be desired.

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<sup>9/</sup> Official Records of the General Assembly, Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

<sup>10/</sup> Ibid., Thirty-second Session, Supplement No. 38 (A/32/38), para. 8 (b).



456. Regarding the question of international channels of information and related issues (A/33/6 (Part 12), para. 12.11 (c)), it was pointed out that assistance to mass media in the developing countries and the involvement of media in support of the development process would mainly be the responsibility of UNESCO rather than of the Office of Public Information.

457. The Committee noted the importance of disseminating important publications in non-official languages and of strengthening the information centres.

#### 4. Question of the allocation of resources

458. With respect to the question of allocation of resources, the Committee took note of the statement of the representative of the Budget Division to the effect that the percentages of allocation of resources to subprogrammes as they were given in paragraph 12.15 of document A/33/6 (Part 12) should be reworked. A corrigendum was to be issued by the Secretariat.

459. The Committee received an informal paper prepared by the Secretariat of the Joint United Nations Information Committee and the Office for Inter-Agency Affairs and Co-ordination regarding the costs of information in other parts of the United Nations system, including the specialized agencies. In view of the fact that the data therein were not complete and, in certain cases, reflected expenditure for different years, the Committee requested that a formal paper should be submitted in which all data would be combined and made comparable.

460. With respect to subprogramme 1 (Coverage), the view was expressed that the selection for coverage should be based on demands from media representatives and other recipients rather than on a criterion established by the Secretariat based on the expected degree of importance of the meetings. It was, however, emphasized that the press releases had a much wider use than for journalists only and that the criterion therefore should be broader and should ensure objective and balanced information.

461. Regarding subprogramme 2 (Information in depth), the Committee voiced criticism on the delayed production of the Yearbook of the United Nations, while different views were expressed about the contents of the Yearbook. The Director of CESI, on behalf of the Office of Public Information, explained that the 1975 and 1976 editions would be produced in a short time, based on the extra allotments which were given to the Office of Public Information to speed up the process. He further explained that, as currently planned, the Yearbook would normally appear 18 months after the end of the calendar year covered. The Committee was provided with a breakdown of the working period involved, showing that the longest period, nine months, was seen as necessary to get the submission of materials from the substantive departments of the Secretariat. After hearing the reasons, the Committee decided to recommend to the General Assembly that it request the Secretary-General to instruct the substantive divisions to send in their submissions within a period of two months from the end of the year.

462. The Committee considered the UN Monthly Chronicle. According to the Committee, there was such a time gap between the month reported and the actual production of the Chronicle that the information was no longer useful. The Director of CESI stated that the English edition of the Chronicle was currently produced within a month of the month being described. The Committee, however, was

informed that it had not been possible, for technical reasons, to follow that scheme for the French and Spanish editions, which would appear within a period of three months after the English edition, but the Committee was assured that efforts would be made to expedite the process.

463. It was pointed out that the main responsibility for educational programmes, such as those quoted in paragraph 12.43 of subprogramme 2 (Information in depth), should lie with UNESCO. The representative of UNESCO stated that the subprogramme in question served a completely different audience from the one reached by the UNESCO programme. The Committee warned against duplication of activities and stated that many of those activities should be handled by UNESCO.

464. In response to a question, the Director of CESI described to the Committee the nature and purpose of co-production of the film programme. It was explained that, apart from documentaries, which were mostly co-produced with film or television agencies, the production was suggested under subprogramme 2 of 4-to-5-minute film sequences, which could be used mainly by television stations as background material for their documentary programmes.

465. The Committee welcomed the expansion of Development Forum by the addition of a business edition and the possibility that it would be a financially self-supporting operation. Some delegations suggested that OPI should consider publishing, as it had in the past, an annual list of United Nations organs and committees showing their legislative authority, organizational structure and current membership.

466. With respect to subprogramme 3 (Dissemination), there was considerable debate over the mandate of the United Nations information services to influence public opinion. Some delegations recalled the terms of the charter of OPI in General Assembly resolution 13 (I), section II, which required OPI, in effect, to teach not what to think but what to think about. The Director of CESI stated that there were several resolutions in which the General Assembly and the Economic and Social Council urged the United Nations information services to "mobilize public opinion" for the realization of the New International Economic Order and the International Development Strategy for the Second United Nations Development Decade. Several delegations expressed their views that OPI/CESI should take steps to disseminate information for that purpose.

467. Divergent views were expressed concerning the question of utility of short-wave transmissions. The Director of CESI, explaining the position of OPI on the matter, stated that short-wave transmission was, in certain cases, not reliable enough because of atmospheric interference and that therefore the Radio and Visual Services Division of the Office was looking, in such cases, for other ways of transmissions, for example through radio-telephone circuits.

468. The Director of CESI stated that the system of information centres was at the moment used for feedback on information material which was sent out through them. The External Relations Division of the Office had just started a scheme of monthly reports in a certain form, which gave the Office indications about the use of its information material. He stated, in answer to a question, that the delay in opening a new information centre that had been planned was caused by the fact that the centre was projected to have a regional function and that the discussions between the Governments involved had not been concluded. It was further explained that the fund that was to be used for the centre was being kept in reserve.

469. With respect to subprogramme 4 (System-wide co-operation), the Committee, while recognizing the importance of interagency co-ordination, pointed out the lack of system-wide co-ordination. The Committee stressed the necessity of such co-ordination through the machinery of JUNIC, since organizations in the United Nations system should co-operate in information activities in order to prevent overlapping or duplication.

#### M. Development issues and policies

470. The Committee reviewed the programme on development issues and policies contained in chapter 1 of part one (A/33/6 (Part 1)) and chapter 13 of part two (A/33/6 (Part 13)) of the medium-term plan at its 537th meeting, on 11 September 1978.

471. It was noted that programme 1 (Department of International Economic and Social Affairs) had been substantially recast to reflect the intent of General Assembly resolution 32/197 on restructuring as regards relevant areas and priorities of research work. Several delegations, however, raised questions of both a general and a specific nature with respect to the criteria and rationale applied to the allocation of resources and to programme questions.

##### 1. Allocation of resources

472. An inquiry was made about the sources of extrabudgetary funds that appeared in the table on the allocation of resources to subprogrammes, since such extrabudgetary sources were not included in the Professional staff shown in the table on page 1. The representative of the Centre for Development Planning, Projections and Policies stated that, whereas the data on Professional staff were as of 1 July 1978, the data in the table on the allocation of resources to subprogrammes were as of 31 December 1977.

##### 2. Programme questions

473. With regard to subprogramme 2 (Interrelations among development issues), the hope was expressed that excessive emphasis would not be placed on the formulation of quantitative goals in the technical work for the preparation of a New International Development Strategy, since qualitative goals and individual national policies were more important and should be given greater attention. It was pointed out that the investigations relating to the structural adjustments implied by proposed changes in world-wide industrial production patterns might also involve UNIDO.

474. In subprogramme 3 (Fiscal and domestic financial issues), the basis for undertaking studies on international taxation and on the budgetary procedures relating to the flow and utilization of official development assistance was questioned. With regard to the imposition and collection of international taxes by Governments, it was suggested that the relevant text in the subprogramme should be permissive rather than definitive. It was also suggested that issues relating to private foreign investment should be studied in terms of their compatibility with national development objectives and that requirements in developing countries should be kept in mind. The representative of the Centre for Development Planning,

Projections and Policies pointed out that the studies on international taxation and budgetary procedures had their origin in the recommendations made by the Committee for Development Planning and General Assembly resolution 3489 (XXX) respectively.

475. With regard to subprogramme 5 (Monitoring and assessment of world development), the view was expressed that, while a review and appraisal of the strategy for the Second United Nations Development Decade was in order, it was somewhat early to speak of the monitoring of the strategy for a third development decade, since such a strategy had yet to be decided. While referring to chapter 18, paragraph 18 of the medium-term plan, in which UNCTAD had also described its monitoring activities during the 1980s, several delegations expressed the opinion that UNCTAD monitoring would be in its own area of responsibility while the development issues and policies programme would be centrally monitored. It was pointed out, nevertheless, that, whatever machinery was eventually established for the monitoring of the strategy for the 1980s, it should draw upon all available expertise and avoid competition among various units of the Secretariat.

476. Several delegations expressed objections to the Secretariat's transferring two subprogrammes, "Popular participation in institutional development" and "Social integration and social welfare", of the current medium-term plan for the period 1978-1981, to the proposed new programme "Development issues and policies".

477. In the course of the debate, one delegation stated that it would reserve its right to intervene at the resumed session of the Economic and Social Council, since it could not study the plan under review because of the late issuance of the document.

478. In its discussion of programme 2 (Department of Technical Co-operation for Development, the Committee focused on the following issues: review by UNDP; possible overlapping between subprogrammes and between activities of the department operation for development and other organizations; relationship with regional commissions; training of planners; legislative basis of the Action Programme for Economic Co-operation among Non-Aligned Countries.

(a) Review by UNDP

479. A question was raised regarding the review procedure by UNDP of technical co-operation activities under programme 2. It was explained that the Secretary-General, as the head of an executing agency submitted to the Governing Council of UNDP, an annual report on all operational activities undertaken by the United Nations, and that report was reviewed by the Council as a separate item on its agenda.

(b) Possible overlapping between subprogrammes and between activities of the Department of Technical Co-operation for Development and other organizations

480. The query regarding possible overlapping between subprogrammes 1 (Integrated development planning and plan implementation) and 3 (Direct advisory services) was clarified by a representative of the Secretariat as follows: subprogramme 1 referred to Headquarters substantive support service activities and the preparation of such studies as were necessary; subprogramme 3 referred to the provision of short-term assistance to Governments to deal with urgent needs at short notice through interregional advisers, which constituted the experienced, flexible and mobile resources of the United Nations. Subprogramme 3 thus reinforced and supplemented subprogramme 1.

481. A question was raised regarding the extent to which the Department of Technical Co-operation for Development should be involved in country programming activities, since that appeared to be primarily a UNDP responsibility. It was explained that during the programme period the Department of Technical Co-operation for Development, like any other executing agency, is called upon to assist developing countries in the identification of projects suitable for UNDP funding, in its field of competence. The Development Planning Advisory Services had been providing assistance in planning, including technical assistance, and at the request of Governments through the resident representatives, would continue to do so.

482. A question was also raised why the Development Planning Advisory Services were involved in WFP activities. In reply it was stated that the United Nations and FAO, the co-founders of WFP, had undertaken to provide certain services to WFP. It was felt at the time that instead of WFP establishing its own economic services for the appraisal of requests for food assistance, it could make more economical and efficient use of the experienced resources at the disposal of the United Nations. In addition to the obvious economies resulting from such an arrangement, the involvement of the United Nations in providing an economic appraisal of these requests made it possible to link food assistance to economic development and, as a matter of fact, a number of important projects were or had been partly financed through food assistance.

(c) Relationship with regional commissions

483. A clarification was sought regarding possible duplication between subprogramme 3 (Direct advisory services) and similar advisory services provided by ECLA. It was pointed out that ECLA advisers operated on a regional basis, while the advisers under subprogramme 3 were interregional, which meant that they responded to requests emanating from all regions. That allowed a cross-fertilization of experience and enabled the countries of a particular region to benefit from the experience of countries in another region.

484. It was noted that no formal working relationships between the Department and the regional commissions had as yet been established, owing to the fact that the organization of the Department had not yet been completed. The Committee was informed that a special unit would be established in the Department, which would deal with that and other matters, such as, for example, the decentralization of projects to the regional commissions.

(d) Training of planners

485. The following clarification was made by a representative of the Secretariat with respect to the training of planners: such training took place through the regional planning institutes, through fellowships under the countries' IPFs and through workshops or seminars or special intensive courses at the country level, and through on-the-job training of local officials by field experts. The regional planning institutes had all been decentralized to the four regional commissions. The only training institute provided with support services by Headquarters was the United Nations Centre for Regional Planning (subnational) located at Nagoya, Japan, because the latter was established as a global project.

(e) The legislative basis of the Action Programme for Economic Co-operation among Non-Aligned Countries

486. A question was raised whether United Nations activity in support of the Action

Programme for Economic Co-operation among Non-Aligned Countries was approved by an intergovernmental body, and if not, what its legislative basis was. It was explained that, as far as the United Nations was concerned, this was just another technical assistance project financed by the Governments of Sweden and the Netherlands through a funds-in-trust arrangement. The legislative authority relating to the project was covered by General Assembly resolution 200 (III) and more recently by General Assembly resolution 32/197 (see para. 61 (d) of the annex to that resolution).

## N. Environment

487. The Committee reviewed the environment programme contained in part two, chapter 14, of the proposed medium-term plan (A/33/6 (Part 14)) at its 526th meeting on 31 August 1978. The Committee also had before it the section on the environment in part one, chapter 1 of the medium-term plan (A/33/6 (Part 1) paras. 1.83 to 1.93 inclusive). In its discussion of the item, the Committee focused on the following issues: the status of the plan within UNEP; development of a system-wide medium-term environment programme; the phasing out of activities; evaluation; environmental aspects of natural disasters; and programmes of the regional commissions.

### 1. Status of the plan within UNEP

488. In the course of a general discussion among delegations, in which the Deputy Executive Director of UNEP participated, questions were raised regarding the status of the plan within UNEP. It was pointed out that, while a draft of the plan had been made available as a background information document to the Governing Council of UNEP at its recent session, it had not been considered by the Council, which had neither commented on it nor approved it. However, the draft had been based on the programme document before the Governing Council and had been revised to take account of relevant decisions taken by the Council. The view was expressed that, while it would have been useful for CPC, in its consideration of the Environment Programme, to have had before it the comments of the Governing Council, it was appropriate that the formal approval of the plan by the Council had not been sought, since it was for CPC, in accordance with its mandate, to present its recommendations on the plan to the General Assembly. On the other hand, the view was also expressed that lack of formal approval of the plan by the Governing Council created serious uncertainty as to its precise status, since UNEP had its own planning and programming process, which impinged also on the use of the Environment Fund. The relationship between the programming process undertaken under the aegis of the Governing Council and the contribution of UNEP to the United Nations medium-term plan, a matter of particular concern to CPC, should be clarified. The Committee agreed that that was an important methodological question, which had to be resolved so that such problems could be avoided.

489. The degree to which the medium-term plan of UNEP accurately reflected its activities, as reported in its programme document, and subsequent decisions of the Governing Council, was discussed. The view was expressed that it would have been helpful for the Committee to have been informed about how the draft plan had been revised in order to take into account the decisions taken by the Governing Council on the basis of the programme document. It was explained that the time-frames of the two documents were different, since the programme of UNEP was a biennial one.

The programme document was, of course, much more detailed than the plan before CPC. It was explained, however, that the plan was fully consistent with the decisions of the Governing Council of UNEP. Some delegations pointed out that the Governing Council of UNEP, in carrying out the indepth study on the environmental aspects of water, had recalled the recommendation of the Economic and Social Council on measures designed to implement the International Drinking Water Supply and Sanitation Decade (see Council resolution 2121 (LXIII)).

## 2. Development of a system-wide medium-term environment programme

490. The Committee noted that its task was to assist in ensuring the harmonization and, in future, the convergence of the two planning and programming processes, between CPC and the Governing Council. It also noted that, pursuant to General Assembly resolution 32/197, which envisaged an eventual shift towards system-wide medium-term planning, the Governing Council had decided to establish a system-wide medium-term environment programme, based on thematic joint programming. That decision had been welcomed by the Economic and Social Council. In view of the need to encourage that development, the Committee agreed that thematic joint programming was an important tool for UNEP in discharging its over-all co-ordinating mandate of system-wide activities in regard to the environment and that it should lead to the effective implementation of agreed joint activities.

## 3. Phasing out of activities

491. The Committee welcomed the intention of UNEP to disengage progressively from financially supporting the Mediterranean Programme and noted that that was in full conformity with its catalytic role. It noted in that connexion that it was highly regrettable that, for the medium-term plan as a whole, few activities were reported to be of marginal usefulness; doubts were expressed whether the Secretariat had paid due attention to General Assembly resolutions 3534 (XXX) and 31/93. With regard to the attempt by UNEP to phase out financially, the Deputy Executive Director indicated that actual economies were difficult to achieve, since such phasing out was accompanied by a build-up of financial commitments on other activities, for instance, in regional seas other than the Mediterranean.

492. In response to a question on the distribution of the support of UNEP at the regional level, the Deputy Executive Director stated that the secretariat of UNEP would endeavour to improve such balance in the near future. He added that UNEP was providing resources to the regional commissions to strengthen their capacity to deal with environmental problems in the region under the full control of the commissions themselves. He pointed out in that connexion that such support raised an important question, namely, that because of its catalytic role, UNEP could not provide such support to the commissions indefinitely and that when the support ceased, it would be for the commissions to decide whether to continue the activities involved by using their own funds. The representative of the Department of International Economic and Social Affairs said that, in some cases, the very possibility that the regular budget would have to take over an activity initially funded by UNEP, in keeping with its role of initiator and catalyst, would prevent the launching of that activity if it were foreseen that regular budget funds might not be available for that purpose.

493. One delegation welcomed the statement contained in the section on the environment in chapter 1 of part 1 of the medium-term plan, which noted that, since the funds available to UNEP were limited, the level of support for some existing activities would have to be reduced or phased out if new initiatives were to be taken in line with changing circumstances. In that connexion that delegation expressed the view that, given the rapid escalation of United Nations budgets in recent years, the time had come for United Nations budgets and activities to reflect a zero net programme growth. All proposals for increased activities and for the initiation of new activities should be accompanied by offsetting proposals for the pruning of less important activities. It was noted that that position had been repeatedly endorsed by the General Assembly. At the same time that delegation recalled the position of its Government, namely that the financing of the technical co-operation activities of the United Nations system should be supported by voluntary contributions and that UNDP should continue to play the central role in respect of the conduct of programmes of technical co-operation.

#### 4. Evaluation

494. The view was expressed that the UNEP plan reflected a very wide range of activities spread throughout the entire United Nations system, in which UNEP appeared to occupy a central position. It was felt that the plan did not adequately reflect the scope and impact of the catalytic and co-ordinating role of UNEP, and was not specific enough in describing which activities under the Environment Programme were implemented by the various partners of UNEP in the system. It was pointed out that the absence of achievement indicators in the expected impact sections of the plan did not permit an evaluation in practical terms of the results of the programme. It was argued, however, that the Governing Council of UNEP was directly concerned with the problem of evaluation, on which it had, as recently as its last session, adopted a decision (6/13, part B) on project and programme evaluation; the Committee's central concern should be to encourage the Governing Council's efforts in that regard. The spread of the activities of UNEP was a reflection of the mandate given to the organization; the exercise of its co-ordinating role had not given rise to major difficulties with the agencies. The Committee expressed the hope that ACC, which had assumed the functions of the Environment Co-ordination Board, would discharge its new functions as effectively as the Board had in the past.

495. The view was expressed that UNEP should continue to conclude co-ordination agreements with the various organizations within the United Nations system and to reinforce existing agreements, so as to avoid duplication between activities it might engage in with those of other organizations.

#### 5. Environmental aspects of natural disasters

496. With regard to subprogramme 7 (Natural disasters), the Committee felt that the respective responsibilities of agencies of the United Nations system would have to be clearly delineated. The Committee noted that responsibility for relief co-ordination lay with UNDRO. In response to a question the Deputy Executive Director explained that the role of UNEP was limited to the co-ordination of system-wide activities for the environmental aspects of natural disasters; that role was clearly distinct from the co-ordinating role of UNDRO in regard to



disaster relief. The environmental aspects were currently dealt with by various agencies of the system, for example, WMO, which had a principal role in regard to tropical cyclone forecasting. A memorandum of understanding had recently been agreed upon by the agencies of the system, which clarified their respective responsibilities in regard to the environmental aspects of natural disasters, and UNEP would shortly convene a thematic joint programming exercise. UNDRO was co-operating fully in those efforts and no problems of a jurisdictional character had arisen.

#### 6. Programmes of the regional commissions

497. A number of delegations proposed that the medium-term plan should reflect the activities of ECE in connexion with the preparations for and subsequent activities relating to the proposed high-level conference on environmental questions in accordance with the provisions of the Final Act of the Conference on Security and Co-operation in Europe. The representative of ECE explained that, although there was obviously broad agreement concerning such a conference and the results of the Conference on Security and Co-operation in Europe had been taken into account in the programme of work of ECE, the official decision concerning the convening of a conference on environmental questions was still in the process of being confirmed. Other delegations recalled the positions they had adopted when that question had been considered by ECE.

498. With regard to the ECLA programme, it was felt that the programme should reflect activities to be undertaken according to Economic and Social Council resolution 2121 (LXIII) and in connexion with the International Drinking Water Supply and Sanitation Decade.

## O. Food and agriculture

499. The Committee reviewed the programme of food and agriculture contained in chapter 15 of part two of the medium-term plan (A/33/6 (Part 15)) at its 529th and 530th meetings, on 5 September 1978. The Chairman reminded the members of the Committee that it had been agreed not to consider the programme in depth at the current session.

500. As a general comment, it was pointed out by one delegation that there was a general lack of uniformity in the presentation of programmes. In addition, there was a lack of concordance between programme descriptions and the corresponding sections of the programme budget and between the tables and the narratives. Discussions on the programme as a whole centred on the following themes: relationship between development objectives and their expected impact; relationship between food and agriculture, integrated programmes for rural development and other programmes; agrarian reform and promotion of the co-operative movement; legislative authority; problems of food storage; and completion of activities.

### 1. Relationship between development objectives and their expected impact

501. The Committee pointed out a general weakness in establishing a clear relationship between objectives and their expected impact in the draft plan. While it was noted that the problem was general, it was particularly noticeable in the case of food and agriculture.

502. In dealing with programme 1 (World Food Council), the Committee noted that the medium-term plan did not clearly indicate the work to be undertaken by the secretariat of the Council during the period covered by the plan, in contrast to the work of the Council itself or to that of other organizations of the United Nations system which implemented practical programmes in the area of food. It was noted that the difficulty was reflected in the statement of expected impact on programme 1. The statement also included "impacts" that had already taken place even before the plan was implemented, since it included the current biennium results of the Council's adoption of the Manila Communiqué. 11/ Some delegations reaffirmed the statements made on behalf of their Governments in adopting (General Assembly resolution 32/52) the Manila Communiqué: Programme of Action to Eradicate Hunger and Malnutrition and the Mexico Declaration of the World Food Council. 12/

503. The representative of FAO noted that the programme of work of the World Food Council was in line with decisions taken by that body. However, in order to avoid any waste of effort and resources, the activities of the Council's secretariat should not duplicate those of FAO.

504. In programme 3 (ECE), concern was expressed that no "quantitative objective indicators" of expected impact appeared to have been found possible. In view of the relatively advanced state of statistics in Europe, the lack of objective achievement indicators was considered unjustifiable. It was also noted that a

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11/ Ibid., Thirty-second Session, Supplement No. 19 (A/32/19), part one, para. 1.

12/ Ibid., Thirty-third Session, Supplement No. 19 (A/33/19), part one, para. 1.

slight contradiction existed in the text of the plan, which spoke of a "new strategy" for food and agriculture, while elsewhere the text suggested that no basic changes would be made in the strategy.

## 2. Relationship between food and agriculture, integrated programmes for rural development and other programmes

505. The Committee noted that in future it might be preferable to deal with the programme on food and agriculture in conjunction with any analysis of integrated programmes in rural development that might be placed before it, since the two were closely related. That view was also supported by several of the specialized agencies represented. Some delegations stressed that rural development should include emphasis on agrarian reforms and agricultural co-operatives.

506. One delegation pointed out that there was only one reference in chapter 15 of the proposed plan to the International Fund for Agricultural Development.

507. In discussing programme 2 (ECA), the question was raised whether it was related to the programmes of integrated rural development and it was noted that co-ordination in that area would be very important. The representative of ECA noted that the food and agriculture programme was considered to be part of a large integrated interdivisional effort in rural development and that the area was one of the major priorities of the Commission. It was noted, in that connexion, that considerable importance was given in the programme to dealing with questions of food production, particularly since agricultural development had tended until now to emphasize export production rather than production of food for domestic consumption and, as a result, the growth of food production per capita did not keep pace with the growth in population.

508. In subprogramme 1 of programme 4 (ECLA), several representatives noted that the work was proposed to provide assistance in agricultural planning, particularly where it was necessary to harmonize increased agricultural production with other objectives, including the solution of nutritional as well as other problems. Some delegations expressed an objection of principle to any mention in the text of the concept of "basic needs".

509. In connexion with programme 6 (ESCAP), the question was raised whether the ESCAP/FAO/UNIDO Fertilizer Advisory, Development and Information Network for Asia and the Pacific was related to other information system activities. In reply, it was noted that it was a short-term response to a specific regional problem and did not conflict with, or duplicate, existing information systems in the United Nations.

## 3. Agrarian reform and promotion of the co-operative movement

510. The Committee discussed the attention given to agrarian reform and promotion of the co-operative movement in the programmes of the regional commissions. While activities in that area were found in most of the programmes, it was felt that there was a lack of balance in the attention given to co-operatives as a form for enhancing food and agriculture as opposed to other types of arrangements. A similar situation was observed regarding agrarian reform. It was proposed that the medium-term plans of all the regional commissions, except ECE, should better reflect the terms of General Assembly resolution 31/37 concerning national

experience in promoting the co-operative movement. It was noted, on the other hand, that the question of specific means to promote international action for the co-operative movement was still before the General Assembly and some representatives felt that it would be premature for CPC to anticipate the outcome of the Assembly's deliberations concerning means for promoting the co-operative movement.

#### 4. Legislative authority

511. It was wondered whether the results of the fourth meeting of the World Food Council required that any changes be made in the draft plan. The representative of the Council indicated that some details of the programme would change, but that in substance the programme would be the same, since the Council, at its fourth session, had focused on the implementation of the plan of action established in the Manila Communiqué, which was also the basis of the draft medium-term plan. For ECE, it was noted that the plan proposals had been reviewed by the Commission and by the Committee on Agriculture subsequent to the preparation of the draft, and it was hoped that that would be reflected in the plan. It was noted by the representative of ECE that, although the specific outputs in terms of reports or documents to be produced might have been altered as a result of the decisions taken, the basic thrust of the programme had been approved without significant change.

512. In connexion with programme 6 (ESCAP), some representatives called the attention of the Commission to the lack of precise description of legislative authority covering the subprogrammes.

#### 5. Problems of food storage

513. Concern was expressed that the programmes of the regional commissions did not appear to give sufficient emphasis to problems of food storage. In the case of ECA, it was explained that food storage was considered part of a broader activity in food wastage, which was a focus of action in co-operation with FAO. In the case of ECLA, it was noted that the area of food storage was one which, by agreement, was left exclusively to FAO.

#### 6. Completion of activities

514. Concern was expressed by the Committee about the rates of completion of activities in the 1978-1979 programme budget. It was noted in some cases that the completions described were not accurate. In some cases the inaccuracy was due to a lack of appropriate references (programme 4), in some to inadvertent omissions (programme 3) and in others to the level of generalization (programme 2). In the case of programme 5, the near-total completion rate was due to the newness of the Commission, which meant that only a limited number of activities had been established on a continuing basis.

#### P. Human settlements

515. The Committee reviewed the proposed programme of human settlements contained in chapter 16 of part two of the medium-term plan (A/33/6 (Part 16) and Corr.1) at its 539th meeting, on 11 September 1978. Due to constraints of time, the Committee could only undertake a cursory examination of the proposed plan.

516. In the absence of the Executive Director of the Centre for Human Settlements, the Director of the Centre for Housing, Building and Planning informed the Committee of the basis for the preparation of the draft plan whose approach was based on the recommendations of the United Nations Conference on Human Settlements: Habitat, 13/ as endorsed by the General Assembly, and took into account the recommendations of the Commission on Human Settlements at its first session. 14/ The plan had been drafted when the new United Nations Centre for Human Settlements (Habitat) was still in a transitional stage, the Executive Director had not assumed his post and definitive information on the level of resources was not available. There had been an exchange of views between the Centre, including the Centre for Housing, Building and Planning and the United Nations Habitat and Human Settlements Foundation. There had been an informal exchange of views with all the regional commissions on the proposed programmes, and the Director of the United Nations Audio-Visual Information Centre also had an opportunity to review the preliminary draft. He concluded that the plan would certainly require some modifications when the structure and resources of the new United Nations Centre for Human Settlements (Habitat) had been defined.

517. Discussions on the programmes as a whole centred on the following points: the over-all approach of the programme, co-ordination, level of resources, and organizational matters.

518. Several delegations expressed their support of the over-all approach of the human settlements programme, while others pointed out that the programme was too ambitious in the light of the resources that would probably be available. It was suggested that the new Executive Director examine the plan with a view to making it more specific and establishing priorities within subprogrammes. Co-ordination between the programme of the United Nations Centre for Human Settlements (Habitat) and those of the regional commissions was stressed, including the gradual transfer of the responsibility for implementing regional and subregional programmes to regional organizations. Since definitive information was not yet available on the level of resources for that programme, the Committee considered the draft plan as a framework for future activities. The Committee noted that it would be in a position to make a full analysis of the programme at its next session since, by then, the organizational structure and resources of the Centre would be defined and the report of the Commission on Human Settlements on its second session would be available.

519. The representative of FAO pointed out that the proposed seminar on land tenure (subprogramme 4, Land use policy, of programme 1, United Nations Centre for Human Settlements (Habitat)), might have to be reviewed in the light of the findings of the World Conference on Agrarian Reform in 1979. He also wished to make the same observations on subprogramme 1, Integrated rural development, of programme 2, Economic Commission for Africa, and subprogramme 2, Integrated rural and community development, of programme 4, ECWA, in chapter 27 of the draft plan.

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13/ Report of Habitat: United Nations Conference on Human Settlements, Vancouver, 31 May-11 June 1976 (United Nations publication, Sales No. E.76.iv.7).

14/ Official Records of the General Assembly, Thirty-third Session, Supplement No. 8 (A/33/8).

## Q. Industrial development

520. The Committee reviewed the programme on industrial development contained in chapter 17 of part two of the proposed medium-term plan (A/33/6 (Part 17)) at its 530th to 532nd meetings, on 5 and 6 September 1978. The Committee also had before it the section on industrial development in chapter 1 of part one of the medium-term plan (A/33/6 (Part 1), paras. 1.94-1.124). The extract from the report of the Permanent Committee of the Industrial Development Board on the work of its tenth session (E/AC.51/L.91) was also made available.

521. The Committee noted that the section of the medium-term plan relating to UNIDO had been submitted to the Industrial Development Board in May 1978 and had been reviewed by the Permanent Committee of the Board. The section relating to ECWA had been submitted to ECWA in May 1978 and the section relating to ESCAP had been approved by ESCAP. The section relating to ECA had not been considered by that Commission.

522. The Committee focused its discussion on the following main themes: the role and functions of UNIDO; the activities of the Senior Industrial Development Field Advisers; the UNIDO system of continuing consultations on the equitable distribution of world industry; the question of overhead and administrative costs; evaluation of the impact of activities; co-ordination of UNIDO activities with those of the regional commissions and the other organizations of the system; and regional activities.

### 1. The role and functions of UNIDO as reflected in the medium-term plan

523. The Committee stressed that, within the framework of the targets set in the Lima Declaration and Plan of Action, the main purpose of UNIDO's work would be to assist developing countries to acquire their own industrial technological capabilities in order that they might mitigate dependence on external assistance. A number of delegations stressed the importance of the public sector in the implementation of the long-term strategy for industrialization of developing countries and pointed out that, in pursuance of General Assembly resolution 32/179, major importance should be attached to that question in the activities of UNIDO. In that connexion, some representatives felt that the medium-term plan was vaguely formulated and geared to the idea that certain activities being carried out by UNIDO would continue indefinitely. Furthermore, the assumptions regarding the growth of extra-budgetary resources, namely those from UNDP and the United Nations Industrial Development Fund (A/33/6 (Part 17), para. 17.29) were questioned by some delegations.

524. The Committee was in agreement with the view expressed in the Permanent Committee that UNIDO should concentrate on priority activities that would have the greatest impact. In that connexion some representatives pointed out that priorities were not spelt out clearly enough in the medium-term plan. Without such priorities it was hard to take any decision on which programmes needed to be phased out. It was, however, recognized that industrialization was an extremely complex process, involving interlocking activities, so that it was not always easy to define which activities should be given priority. Some delegations stressed the importance of the industrial operations programme of UNIDO in view of the practical contribution which it could make to the industrialization of developing countries.

## 2. Activities of the Senior Industrial Development Field Advisers

525. The Committee took into account General Assembly resolution 32/165, entitled "Strengthening of operational activities in the field of industrial development". Some delegations recalled that the medium-term plan had been prepared before the adoption of Economic and Social Council resolution 1978/65 on industrial development co-operation, in which the Council inter alia requested UNIDO to adopt measures to strengthen the effectiveness of the Senior Industrial Development Field Advisers. It was noted by some delegations that UNIDO's programme provided that the number of Senior Industrial Development Field Advisers would be increased to 60, and that out of the 60, UNDP would finance 40, five would be financed from voluntary contributions and 15 from the regular budget. The Committee further received information on the present geographical posting of the Advisers. With regard to the means of financing the programme, points were raised regarding the Secretary-General's assumption for the purpose of the medium-term plan "that these field advisers will be financed under the regular budget for UNIDO" (ibid., para. 17.7). Several delegates, recalling the recommendations made by CPC at its seventeenth session, stated that the programme should continue to be financed by UNDP or from voluntary contributions to UNIDO. It was, however, pointed out by some delegations that it would be for the Fifth Committee to decide how the programme would be financed.

526. The Committee noted that, in accordance with General Assembly resolution 32/165, the Executive Director of UNIDO was preparing a report which would inter alia contain information on countries to be serviced and proposed financial arrangements, and that in Council resolution 1978/65 he had been asked to commission a comprehensive appraisal of the programme.

527. Questions were raised as to the relationship between the Senior Industrial Development Field Advisers, UNIDO headquarters and the regional commissions, and the Committee was informed that only the Advisers, who were on the spot, were in a position to provide direct and continuous advice to Governments in the industrial sector. Some delegations felt that the Advisers provided an important link between developing countries and UNIDO headquarters and played a useful role in industrial project identification and monitoring. The same delegations expressed their support for that programme component. Other delegations recalled their views on the ineffectiveness of the programme as currently constituted.

## 3. UNIDO system of continuing consultations on the equitable distribution of world industry

528. The Committee considered that the system of consultations on the equitable distribution of world industry, which brought together representatives of Governments, industry and trade unions was still at an experimental stage.

529. The Committee considered that careful preparation of future consultations was essential in order to ensure positive results and avoid a proliferation of meetings. It was suggested that there should be an evaluation of the progress made so far in the consultations.

530. One delegation objected to the title of subprogramme 4 in the medium-term plan as being inconsistent with the descriptions of the system of consultation agreed upon by the UNIDO governing body or the description of the subprogramme contained

in the United Nations programme budget for the biennium 1978-1979. That delegation also called attention to the inaccurate descriptions contained in the medium-term plan of the conclusions reached by the four consultation meetings which had thus far been held under the subprogramme.

#### 4. Administrative support and overhead costs

531. Concern was expressed at the increase in administrative support costs. It was hoped that the increase could be halted, and that expenditure for administrative purposes could be kept to a minimum.

532. Questions were raised whether UNIDO's move to new headquarters would entail a number of organizational changes in the area of programme support. It was explained that that referred to the administrative streamlining that was to take place when the organization was located in a single building.

#### 5. Indicators of impact and evaluation of activities

533. The Committee considered that there was insufficient analysis in the medium-term plan of the effectiveness of the proposed programmes, based on objective indicators. It expressed regret, in particular, that it had not been possible to provide indicators of the impact of the various subprogrammes in the UNIDO industrial operations programme, which should be easily quantifiable. It noted with satisfaction that ESCAP had been able to specify in some detail the expected impact of its subprogramme on industrial planning and programming. It was suggested that if it proved too difficult to foresee future impact, it would be useful to have information on performance in terms of the objectives of the last medium-term plan.

534. Several representatives stated that it was sometimes difficult for advisers and programme managers to be completely objective in analysing and evaluating their own programmes and that the matter required further study, including consideration of the possibility of having outside evaluation. The Committee took note of the statement of the Executive Director to the Permanent Committee to the effect that evaluation of completed projects by field staff was intended to be part of an evaluation programme involving project design and regular project monitoring, in addition to selected programme and project evaluation by headquarters staff, consultants and, where appropriate, UNDP representatives.

#### 6. Co-ordination of activities between UNIDO, the regional commissions and other organizations concerned

535. A number of delegates expressed concern at the possibility of duplication between the activities of UNIDO and the regional commissions and other organizations of the system. In particular, the question was raised of the relationship between the activities of UNCTAD and UNIDO with regard to the transfer of technology. The Committee was informed that UNCTAD was primarily concerned with normative frameworks such as trade and commodity agreements and the code of conduct while the work of UNIDO was more technically oriented towards more specific matters in areas such as the selection of technology, evaluation of types of available technology and



identification of appropriate technology. It was further noted that UNIDO had agreements with UNCTAD and the regional commissions and had joint units in the economic commissions.

536. It was also noted that UNIDO was co-operating with the Centre on Transnational Corporations to counteract the negative economic effects of the activities of transnational corporations.

## 7. Regional concerns

537. The Committee expressed general support for the industrial development activities envisaged by the regional commissions in the medium-term plan. Some delegates considered that the programme of ECA was too generalized and noted that, while it was stressed that there was a conspicuous absence of basic industries in the majority of African countries, the ECA programme did not appear to concentrate on activities to promote such industries. Some delegates stressed that there were clear descriptions of subprogrammes in the sections of the plan relating to ECWA and ESCAP. The Committee noted that ECE was carrying out activities for medium- and long-term planning on a sectoral basis for the region as a whole and that assistance was not provided to individual Governments.

538. The Committee stressed the importance of co-ordinating activities with those of other organizations, especially UNIDO. It was noted that the regional commissions had held consultations with UNIDO in formulating their medium-term plans, and that the joint divisions with UNIDO in the commissions ensured the co-ordination of activities. It was urged that UNIDO should further strengthen its consultations with the commissions with respect to joint planning for regional planning. The Committee reiterated the need to adopt common approaches to problems. Questions were raised regarding co-operation between ECE and UNEP in the ECE subprogramme on environmental and resource saving problems, and it was noted that UNEP was providing assistance in that programme, including the secondment of staff.

## R. International trade

539. The Committee reviewed the programme on international trade contained in part two, chapter 18, of the proposed medium-term plan (A/33/6 (Part 18)) at its 533rd to 536th meetings on 7 and 8 September 1978. For background information the Committee had before it an extract from the report of the Trade and Development Board on the second part of its seventeenth session (E/AC.51/L.90), as well as the programme on problems and strategies of the United Nations in the medium-term future contained in chapter 1 of part one of the medium-term plan (A/33/6 (Part 1)). The discussion focused on the following issues: general comments on the format and orientation of the medium-term plan; priorities and marginal activities; degree of anticipation of the medium-term plan and the need for flexibility; co-ordination; specific comments; and regional activities.

### 1. General comments on the format and orientation of the medium-term plan

540. The Committee noted that the UNCTAD medium-term plan had been examined by a Working Party of the Trade and Development Board and by the Board itself, and that for the first time such an exercise was being undertaken by an intergovernmental

body. The Committee appreciated the comments of the Working Party contained in document E/AC.51/L.90 and took note of the general review, as well as of the closing statements contained therein.

541. The Committee found that the descriptions of the programmes and the problems they dealt with could have been more concise and that there should be an indication of the level of priority attached to each programme and subprogramme by the relevant intergovernmental body. Some delegations also stressed that the descriptions of the anticipated impact of subprogrammes could have been improved.

542. The Committee noted that the lack of a general presentation for the programme on international trade had made it difficult to assess the over-all co-ordination and the allocation of resources between its various components.

543. In his presentation of the medium-term plan, the representative of UNCTAD underlined the interest expressed by the Working Party in procedure within a comprehensive review of UNCTAD long-term activities. In part, such a review was undertaken within a shorter time-horizon on the occasion of the consideration of the biennial programme budget. He also drew the attention of the Committee to a number of constraints faced by the UNCTAD secretariat in attempting to carry out a planning exercise within a six-year time-frame. First, the importance assumed, especially, since the fourth session of UNCTAD, by the negotiating function of UNCTAD undoubtedly had an impact on the extent to which activities could be planned over such a time-horizon. He referred more particularly to the ongoing negotiations on the Integrated Programme for Commodities and the Common Fund, the problem of the debt of developing countries, the forthcoming United Nations Conference on an International Code of Conduct on the Transfer of Technology, rules and principles on restrictive business practices, and also the possible impact on UNCTAD activities of the outcome of the multilateral trade negotiations. It was not possible to prejudge the issues of such negotiations, or their follow-up. Secondly, he also referred to the fact that the decision-making process in UNCTAD was governed by the cycle of its Conferences (every three or four years) and the periodicity (every 18 months) of the meeting of main subsidiary bodies of the Board. Consequently, the programming exercise had to take into account the continuing decision-making process prevailing in UNCTAD, which itself was very much influenced by the development of the world economic situation.

## 2. Priorities and marginal activities

544. The Committee noted that the Trade and Development Board had not set relative priorities within the various programmes and subprogrammes of the plan. The activities described under each of them were recognized in the plan as important by State members of UNCTAD and, consequently, there was no indication of activities which could be considered of marginal nature. However, the view was expressed by some members of the Committee that certain activities could be considered of marginal usefulness. The representative of the UNCTAD secretariat stated that, notwithstanding the lack of formal setting of priorities, certain areas were to be given particular emphasis in line with the relevant policy decisions by the Conference and the Board as indicated in section IV.A, part 5, of document A/33/6 (Part 1).

### 3. Degree of anticipation of the medium-term plan and the need for flexibility

545. Some delegations found that in many cases the plan, because of its formulation, gave the impression of being over-optimistic in its assumptions concerning the possible outcome of certain issues still under consideration. The attention of the Committee was drawn to the fact that the deliberations of the Trade and Development Board revealed two different views regarding the nature of the plan. According to one view, the plan should strictly adhere to the existing legislative mandate and should therefore be cautious in making any forward-looking projections. According to the other view, the plan should be considered essentially as indicative and should consequently include assumptions on a possible future course of action. In that connexion, the Committee recognized the need for flexibility so that the plan could be adapted to new decisions and developments taking place within its time-horizon. However, ways and means should be found so that such flexibility would be reconciled with the need to ensure consistency in the over-all planning exercise of the United Nations.

### 4. Co-ordination

546. The Committee found that some specific parts of the UNCTAD medium-term plan did not provide adequate information on arrangements with other organizations in the system concerning the co-ordination of activities. Some delegations felt that that would have been all the more needed in that UNCTAD covered a wide range of activities which were also of concern to other organizations of the system; in that context, other delegations recalled that UNCTAD, as an organ of the General Assembly for trade and development, provided a different approach to those activities. Given that shortcoming in the presentation of the plan, the Committee found it necessary to seek clarification on the legislative mandate for undertaking activities in a number of areas, with particular reference to money and finance, industrial development and trade co-operation, transfer of technology and shipping. The representative of UNCTAD referred to the legislative authorities of the activities in question as well as to the various working and formal co-ordination arrangements between UNCTAD and the organizations concerned. In that connexion, he underlined UNCTAD's responsibility to examine a number of issues in the light of the global context of world development, with particular attention to developing countries and to the need to examine the interrelationships between the substantive and policy issues involved.

### 5. Specific comments

547. Some members of the Committee stressed the need for UNCTAD to preserve a universal approach in the examination of all problems within its sphere of competence, in accordance with its legislative mandate as embodied in General Assembly resolution 1995 (XIX), regardless of differences in their social and economic systems or in their levels of development. In that context, UNCTAD work on East-West trade should be fully restored. On the latter point, several members of the Committee underlined the fact that the functions of UNCTAD should be carried out "taking into account the functions performed by existing international organizations", as stated in paragraph 3 (a) of the above-mentioned resolution.

548. Reference was made by some members of CPC to the need to include in the future work of UNCTAD further examination of the potential increase in finance available for development that could result from disarmament in accordance with the relevant resolutions of the General Assembly. One delegation noted that whether or not such additional resources could become available was the subject of a future study and that discussion of such hypothetical resources was premature. Some delegations said that such a special study should be made in accordance with the decisions taken at the tenth special session of the General Assembly.

549. The interpretation given in paragraph 18.59 of a major constraint affecting international action to stabilize international commodities markets, as well as of the purpose and the setting up of a common fund, was questioned by some members of the Committee.

550. One delegation reserved its position on the inclusion of an international instrument on shipping matters in the programme of work of the Working Group on International Shipping Legislation as indicated in paragraphs 18.148-150, on the grounds that no formal decision on the matter had been adopted by the Group.

551. Some delegations agreed that the UNCTAD programme on least developed, land-locked and island developing countries should be given high priority.

552. Several members of the Committee stated that the comments made by their Governments at the meeting of the Working Party on the UNCTAD medium-term plan, as recorded in document E/AC.51/L.90, to a large extent remained valid.

553. Several members of the Committee expressed their full support of the UNCTAD activities outlined in its medium-term plan and reiterated the high priority they considered should be attached to that programme as a whole, given its importance in the context of development.

554. Some members expressed concern about the proliferation of information systems in UNCTAD that were not co-ordinated through IOB. Several delegations also expressed concern about the possible incorporation into the regular budget of staff positions originally financed from extrabudgetary sources.

## 6. Regional concerns

555. With respect to programme 13 (ECLA), the question was raised whether the words "division of labour" in paragraph 18.392 referred to subprogramme 2 of the proposed programme budget for the biennium 1978-1979 (Study and meeting on Latin American economy and integration). In response, the representative of ECLA agreed that the paragraph could be misinterpreted. He referred especially to the process of integration and to the necessity of assigning certain production activities to some countries so as to ensure a relatively better distribution of resources, or at least to give some benefits to the least developed countries of the region.

556. In programme 15 (ESCAP), the concentration of staff in the office of the Division Chief compared with the other sections was queried. In reply, the representative of ESCAP explained that that office, as presented in the table, covered the work of all sections dealing with matters relating to international

trade, and in that sense covered a substantial amount of the total work programme. In terms of staff, resources were needed to deal with the expanding programme, as the number represented only a portion of actual needs.

557. The question of trade information services was also raised and whether there would be any overlapping with the information services already functioning within the United Nations system. In reply, it was stated that the information given in that regard was in specialized and technical areas, such as trade classification systems, acquisition procedures, storage and retrieval systems, abstracting, register and commodity index etc., and had proved to be of much benefit to member Governments.

558. In explaining the size of the staff from extrabudgetary sources, as compared with that from the regular budget, it was stated that the work programme in the International Trade Division had expanded considerably in response to the numerous requests made by member countries. In view of the ceiling on staff to be recruited under the regular budget, the additional capacity required had to be financed from extrabudgetary sources. Without those funds, it would have been difficult for ESCAP to implement its work programme in that area.

559. With regard to the recent meeting of Ministers of Trade held at New Delhi, which had been convened mainly to consider the blueprint that had been prepared in response to the requests by member Governments for expanding and promoting trade in the region, the Committee was informed that the Ministerial Meeting had been a success.

560. Some delegations pointed out that programme 15 (ESCAP) was better formulated to meet the requirements of the region than the main programmes formulated by the secretariat of UNCTAD.

561. In response to various questions, the representative of ECA stated that the main emphasis of the ECA medium-term plan for international trade was placed on the development of intra-African trade and would effect the continuation of efforts to train specialists, build institutions and physical facilities to enable African countries to do business with each other and, in particular, to identify and develop the agents of production and marketing who would assume leading roles in intra-African trade.

562. With respect to international trade in general, ECA was coming round to the view that broad generalizations of its objectives, such as securing entry to foreign markets or enlarging foreign exchange earnings, were imprecise and that the objective for a developing region such as Africa was to secure ownership or user-rights over those components of the development and economic growth process that were not available internally for import and combination with those components that could be found within the domestic socio-economic system. That seemed a more concrete, operational definition than the ones currently in use.

563. As regards relations with UNCTAD, ECA and UNCTAD were currently exploring the possibility of establishing specific joint programmes to be implemented together over specified periods. That would ensure a coincidence in time of the priorities of a regional organ (ECA) and a global organ (UNCTAD), which could otherwise easily differ.

## S. Natural resources and energy

564. The Committee reviewed the programme proposed on natural resources and energy contained in chapter 19 of part two of the proposed medium-term plan (A/33/6 (Part 19)) at its 542nd and 543rd meetings, on 12 and 13 September 1978. The Officer-in-Charge of the Centre for Natural Resources, Energy and Transport in his introductory statement, inter alia, drew the Committee's attention to the presentation of subprogrammes on a sectoral basis, which was a new format.

565. Discussion of the over-all programme centred mainly on the Headquarters subprogrammes on energy, particularly the need for co-operation between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs in the light of the restructuring that had been effected and the work foreseen in the areas of new and renewable sources of energy vis-à-vis conventional sources; the mineral resources programme of the Department of Technical Co-operation for Development; water resources, particularly the future co-ordinating role of the Department of International Economic and Social Affairs regarding the implementation of the Plan of Action adopted by the United Nations Water Conference; 15/ and cartography and remote sensing.

### 1. Headquarters subprogrammes on energy

566. Several delegations noted the difficulties posed by restructuring and the concomitant complexity of the division of responsibilities between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs, particularly with regard to the division of research responsibilities along global and sectoral lines. Recognizing that such a division held a potential for the duplication of professional effort, the need for practical co-operation between the two Departments was underscored. While recognizing the possible programme implications for the Department of Technical Co-operation for Development during the plan period should the General Assembly decide at its thirty-third session to convene a United Nations conference on new and renewable sources of energy, the Committee noted that such a decision had not yet been taken, nor had a specific date for the conference been established. Several delegations emphasized that co-operation in organizing the conference was essential and were assured that satisfactory co-operative arrangements would be established between the Headquarters Departments and the elements concerned within the United Nations system and the regional commissions. One delegation placed on record its opposition to the conference initiative, considering it premature, noting that the scientific and technological underpinning necessary to harness new and renewable sources of energy had not yet been derived. Another delegation, on the other hand, expressed the full support of its Government to the proposals of the Secretary-General, considering the conference to be an undertaking of significant benefit to all Member States, and particularly to countries confronting serious energy situations. Several delegations emphasized that the energy programme of the Department of Technical Co-operation for Development should continue to give due attention to conventional energy sources such as

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15/ Report of the United Nations Water Conference, Mar del Plata, 14-25 March 1977 (United Nations publication, Sales No. E.77.II.A.12), chap. I.

petroleum and coal. In that connexion, the Committee felt that the energy programme of the Department of Technical Co-operation for Development for the biennium 1980-1981 should place greater emphasis on future work on coal, taking into account the recommendations of the United Nations Symposium on World Coal Prospects to be held in Poland in 1979.

## 2. Mineral resources

567. The importance of the analyses on long-term trends in the supply, demand and reserves of mineral resources was emphasized. It was also emphasized that, in implementing its programme, the Centre should take into account the report of the Intergovernmental Group of Experts on Multilateral Development Assistance for the Exploration of Natural Resources to be presented to the General Assembly at its thirty-third session, pursuant to General Assembly resolution 32/176.

568. Attention was drawn to the minerals subprogramme of the Department of Technical Co-operation for Development, noting that its assistance activities in the development of mineral resources should be undertaken within the context of permanent sovereignty over natural resources. One delegation noted that the concept of permanent sovereignty over natural resources should be interpreted in accordance with international law.

## 3. Water resources

569. It was noted that while the programme in water resources, both at the Headquarters and regional commission levels, anticipated an increase in activities in the implementation of the recommendations of the United Nations Water Conference, the additional resources that would be required were not reflected in the programme submissions. In that connexion, at least with regard to the resources available to the water resources subprogramme of the Department of International Economic and Social Affairs, it was recalled that the General Assembly in its resolution 32/197 had indicated that its recommendations should be implemented "within existing resources".

570. The representative of FAO drew the Committee's attention to the co-ordination role foreseen by the Department of International Economic and Social Affairs in the water resources field and expressed the view that the Department appeared to be assuming the responsibilities of ACC and the ACC Sub-Committee on Water, which might be superseded by an Interagency Water Resources Board. In that connexion, the Committee was advised that the Department of International Economic and Social Affairs was fully in support of continued interagency co-operation in the field of water, and in favour of the establishment of a water resources board. The view was also expressed that the co-ordination functions assigned to the Department of International Economic and Social Affairs might justify a future role as the secretariat for such a board, provided that available staff resources could cope adequately with that responsibility. The Committee was further advised that those matters would be discussed fully at the next meeting of the ACC Sub-Committee on Water, tentatively scheduled for November 1978, and at the forthcoming special session of the Committee on Natural Resources to be convened in January 1979. Adjustments to the water resources programme would be effected, as appropriate, taking into account the results of those interagency and intergovernmental meetings.

571. With regard to certain regional programmes, one delegation considered unacceptable the statement in the expected impact section of the ECLA water subprogramme to the effect that "prime performance indicators cannot be defined or are not applicable". Another delegation reserved the position of his Government on paragraphs 19.111, 19.211 and 19.266 in the ECA, ECLA and ECWA subprogrammes on water resources. The importance of the United Nations Water Conference recommendation on the International Drinking Water Supply and Sanitation Decade 16/ and the decision of the Council in its resolution 2121 (LXIII) was cited and one delegation felt that it should receive greater emphasis in the plan submission by the regional commissions.

#### 4. Cartography and remote sensing

572. The representative of FAO drew attention to the existence of its remote-sensing centre in Rome, which was concerned with renewable resources, and indicated that satisfactory co-operation had already been established with the newly established remote-sensing unit in the Centre for Natural Resources, Energy and Transport, which was concerned with remote-sensing applications in the area of non-agricultural resources. He also cited the value of the International Map of the World on the Millionth Scale and its usefulness to FAO, particularly with regard to the planned preparation of an index on remote-sensing imagery to begin in 1980. In that connexion, it was noted that FAO expected to co-ordinate its activities closely with the Centre. The Committee was also advised that the remote-sensing facility in the Centre for Natural Resources, Energy and Transport worked very closely with the Outer Space Affairs secretariat and the Committee on the Peaceful Uses of Outer Space, and planned to establish close working relations with the regional commissions.

#### T. Ocean economics and technology

573. The Committee reviewed the programme on ocean economics and technology contained in chapter 20 of part two of the proposed medium-term plan (A/33/6 (Part 20)) at its 538th meeting on 11 September 1978. (For the Committee's evaluation of the programme, see chap. III above, paras. 167-180).

574. The Committee took note that the draft plan had taken account of and reflected changes in priority that had occurred since the preparation of the medium-term plan for the period 1978-1981. It was observed that the draft plan was forward-looking in that it sought to anticipate certain developments that would affect programme implementation. The Chairman of the Committee welcomed the reference in the plan to legislation that appeared to have been superseded and was therefore obsolete.

575. During the Committee's brief consideration of that part of the plan, it was suggested that the proposed percentage allocation of resources among the four subprogrammes during the plan period might be reconsidered in the future so as to reduce the preponderance currently accorded to subprogramme 2, on sea-bed mineral resources. A question was raised concerning co-ordination under the plan with other United Nations organizations WMO and UNEP being specifically

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16/ Ibid., p. 14.



mentioned. An explanation was also requested concerning the relationship between activities under subprogramme 2 and similar activities carried out by UNCTAD, and concerning the distribution of outputs.

576. In reply, the Assistant Director of the Ocean Economics and Technology Office stated that co-ordination in the field of marine affairs with other United Nations organizations, including UNEP and WMO, was effected through the ACC Sub-Committee on Marine Affairs. He further stated that the activities of his Office and those of UNCTAD in the field of marine minerals were quite distinct. Regarding the distribution of outputs, he recalled the Committee's extensive discussion of that matter at the first part of its session in relation to the ocean economics and technology programme evaluation for the period 1974-1977 (E/AC.51/91/Add.1 and Corr.1).

## U. Population

577. The Committee reviewed the programme on population contained in chapter 21 of part two of the proposed medium-term plan (A/33/6 (Part 21) and Corr.1) at its 539th meeting, on 11 September 1978. Due to the constraints on its time, the Committee could only undertake a cursory examination of the programme.

578. The discussion in the Committee focused on the following issues: general orientation of the programme; the research and policy analysis components of the programme; its technical co-operation components; and regional activities.

### 1. General orientation of the programme

579. The Director of the Population Division, in his introductory statement on programme 1 (Department of International Economic and Social Affairs), informed the Committee that the medium-term plan for population had been devised to take into account three important criteria governing population questions. It was necessary to take into account the dramatically changing demographic situation not only in terms of the recent trends in fertility in developing and developed countries but also in such areas as mortality and population distribution, particularly the accelerating growth in urbanization and internal migration. The second aspect related to the guidelines set by the World Population Conference and by the World Population Plan of Action. The third aspect was the over-all international development strategy, which involved not only the major legislative instruments adopted by United Nations bodies, but also the effort to implement the Assembly's decisions on a New International Economic Order. New policies adopted by Governments since the World Population Conference, held at Bucharest in 1974, had touched upon all those aspects and had provided the framework for the medium-term plan in the field of population. One delegation reserved its right to comment on the programme at the resumed session of the Economic and Social Council.

### 2. Research and policy analysis

580. It was strongly stated by some delegations that the medium-term plan, especially programme 1, failed to evince any population policy at all.

581. It appeared that subprogramme 5, relating to population policies, had been de-emphasized. As formulated, the subprogramme did not indicate population policy activities per se except in the context of monitoring and review and appraisal where activities such as the data bank, inquiries and compendia on population policies were primary inputs. It was also stated that the plan should include laws pertaining to population policies and that that should be taken into account in monitoring changes in the population situation. The importance of demographic surveys and vital statistics registration as basic demographic data for analytical purposes vis-à-vis censuses was stressed. Some delegations stated that demographic surveys and vital statistics activities were frequently preferable alternatives to census activities.

582. Some delegations noted that the formulation of population policies was the prerogative of individual Governments. The work of the United Nations should therefore concentrate on providing the informational basis for the formulation of governmental policies.

583. Attention was drawn to the fact that the Population Commission had emphasized the importance of updating United Nations projections more frequently and questioned whether there had not been a reduction in the resources available to the subprogramme dealing with estimates and projections.

584. In response to the questions the Director of the Population Division stated that population policy questions were dealt with in all the subprogrammes, particularly the programmes relating to monitoring, review and appraisal and to factors affecting patterns of reproduction. The intention was not to establish a world global population policy but rather to analyse the policies of individual Governments so as to assist them in their own efforts at setting up population policies. He agreed that there was a need for a more frequent updating of population projections, especially at times when abrupt changes occurred in the population situation. He also emphasized that it was the intention of the Secretariat to maintain close collaboration both with the Department of Technical Co-operation for Development and with the regional commissions, since those programmes were mutually complementary and supportive.

### 3. Technical co-operation

585. The Committee took note of the special objective of programme 2 (Department of Technical Co-operation for Development), which was to assist countries in attaining self-reliance in training in population disciplines, in collecting and analysing population data, and in integrating population factors into planning for social and economic development. The three main subprogrammes of programme 2 were therefore concerned with the provision of assistance in training, for the development of national capacities for analytical research on population dynamics, and for establishing or strengthening national population programmes and offices responsible for the formulation of population policies and for implementing those policies as a means of improving economic and social development planning. The Committee expressed its support of the subprogrammes described in programme 2. It was also pointed out that the staffing resources for the execution of programme 2 were being funded entirely from extrabudgetary resources. In that connexion, one delegation stated that such staffing resources should not be transferred from extrabudgetary resources to the regular budget.

586. Some delegations, while expressing their general support for the activities to be undertaken in both programmes 1 and 2, emphasized that there should be close collaboration between research and technical co-operation activities in the field of population, and that co-ordination between the Headquarters offices dealing with population and the regional commissions secretariats should be strengthened.

#### 4. Regional concerns

587. One delegation noted that the ESCAP programme for the integration of population policies into economic and social processes, its publications programme and its clearing house activities, including the translation programme, were particularly well presented and could serve as a model for other programmes.

#### V. Public administration and finance

588. The Committee reviewed the programme on public administration and finance for 1980-1983 contained in chapter 22 of part two of the proposed medium-term plan (A/33/6 (Part 22)) at its 543rd to 545th meetings, on 13 September 1978. The Committee was provided with copies of an introductory statement by the Director of the Division of Public Administration and Finance, giving supplementary information. (For the Committee's evaluation of the programme see chap. I above, paras. 15-20, and chap. III above, paras. 181-200.)

589. The representative of the Division pointed out that in formulating chapter 22 of the proposed medium-term plan, the following had been taken into account: the report of JIU on the United Nations public administration and finance programme, 1972-1976 (E/1978/42 and Corr.1 and Add.1); the comments of the Secretary-General on the above-mentioned report (E/1978/42/Add.2); the report of the Fourth Meeting of Experts on the United Nations Programme in Public Administration and Finance (E/1978/11/Add.1); public administration and finance for development in the 1980s (E/1978/11); Economic and Social Council resolution 1978/6, entitled "Public administration and finance for development in the 1980s; and General Assembly resolution 32/179 on the role of the public sector in promoting the economic development of developing countries. He further stated that the Committee's deliberations during the first part of its session had been fully taken into account.

#### 1. Lessons of evaluation

590. The Committee examined the proposed programme with a view to ascertaining the extent to which recommendations of JIU (E/1978/42 and Corr.1, chap. IX) which had been considered to be applicable by the Secretary-General (E/1978/42/Add.2) and which had been endorsed by the Committee during the first part of its session had been taken into account in its preparation. (For the Committee's evaluation of the programme, see chap. III above, paras. 181-197.) The Committee noted that

recommendations Nos. 2-7, 17/ as deliberated upon by CPC, had been reflected in the medium-term plan to the extent possible within prevailing system-wide policies and procedures. It further noted that recommendation No. 1 regarding the reorientation of the programme and the design of its objectives had not been fully implemented. In that connexion, the representative of the Secretary-General referred to the difficulties of applying time-limited objectives to the programme of public administration and finance under the existing format and procedures for the preparation of the medium-term plans. Some members expressed the view that there were inconsistencies and ambiguities in the description of the programme. The Committee took special note of the following proposals of the Secretariat to orient the programme and its working methods:

(a) The plan should reflect a clearly discernible integration between the technical co-operation and research activities of the Division;

(b) The research undertaken by the Division should not be academic, but should relate to practical issues affecting national development and be action-oriented;

(c) Concerted efforts should be made to promote stronger co-ordination between the programme of the Division and related programmes undertaken by other United Nations bodies;

(d) A network for interlinking public administration institutions in developing countries should be developed to facilitate the exchange of information.

The Committee endorsed those proposals and requested that a report be submitted to it on their implementation in due course.

591. The Committee agreed that the programme was an important one, particularly for the developing countries. Strong support for the programme was expressed by a number of delegations. The following comments on the proposed programme (A/33/6 (Part 22)) and its various components were made:

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17/ Recommendations Nos. 2-7 are:

Recommendation No. 2: Compilation of a comprehensive and regularly updated list of correspondents with the Division

Recommendation No. 3: Building up a network of co-workers for the implementation of the public administration and finance programme

Recommendation No. 4: Presentation of publications

Recommendation No. 5: Institution of more clear-cut internal methods of work: internal work plans and simplified methods of calculating time spent on jobs

Recommendation No. 6: Relationships between research activities and technical co-operation activities

Recommendation No. 7: Internal reorganization of the research sections of the Division.

(a) The Committee welcomed the Secretariat proposal to strengthen further the co-ordination of relevant activities in the field of public administration and finance carried out in the United Nations system; in that connexion special emphasis was placed on the co-ordination of activities carried out by Headquarters and the regional commissions;

(b) The Committee believed that greater attention needed to be given to defining clearly the expected impacts of the various subprogrammes and to relate them more effectively to the problems addressed;

(c) The Committee discussed at length the use of expert groups in connexion with the implementation of the work programmes and it took note of the Secretariat statement that such meetings were not in the same category as expert groups to advise on programming matters; rather, they were technical groups convened to validate or review the findings of the Secretariat analyses and to ensure their relevance to different socio-economic systems; the Committee expressed the view that such meetings should have clearly defined terms of reference and should not be convened to carry out activities which were normally the responsibility of the Secretariat;

(d) In its future work the Division should give special attention to the promotion of technical co-operation among developing countries;

(e) In carrying out its work programme, the Division should promote greater use of national institutions and experts in developing countries. That should become easier with activation of the proposed network;

(f) The last sentence of paragraph 22.1 should be deleted, as the plan could only be approved by the intergovernmental bodies and not by the Meeting of Experts;

(g) Some delegations expressed the view that the work of the Division of Public Administration and Finance should be oriented to a greater extent towards implementation of General Assembly resolution 32/179 on the role of the public sector in promoting the economic development of developing countries.

(a) Subprogrammes

Subprogramme 1: Collection, analysis and dissemination of information

592. The Committee approved the activities included under the subprogramme with the following comments:

(a) The idea of the network should be implemented effectively and expeditiously. The network should be activated through early identification of correspondents and by initiating contacts with them; some delegations proposed that in future the network of national correspondents on public administration and finance should be used by the Division to prepare surveys on the role of the public sector;

(b) It was suggested that consideration should be given to extending the period between the issuance of reports on changes and trends in public administration and finance beyond the present interval of two years; it was agreed that the report on changes and trends in public administration and finance should be issued once every four years;

(c) It was agreed that the medium-term plan would be amended to indicate that the Directory of National Agencies and Institutions (para. 22.16 (d)) in the second biennium of the medium-term plan was to be an update and not a new project;

(d) The Committee welcomed the intention of the Secretary-General to begin work on methodologies for assessing problems in developing countries.

#### Subprogramme 2: Administrative reform for development

593. The Committee approved the activities included in the subprogramme with the following observations:

(a) The problems of decentralization should not be analysed in isolation from the socio-economic conditions of the countries concerned. Instead, the studies should reflect a balance between centralization and decentralization in the light of the differing national needs;

(b) It was understood that the proposed studies would be undertaken in terms of groups of countries with similar systems and problems;

(c) It was understood that, in formulating methodologies for administrative reform, special attention would be given to groups of countries sharing similar systems and common problems;

(d) Some delegations proposed that the subprogramme should be renamed "The public sector and development".

#### Subprogramme 3: Training in public administration and finance

594. The Committee considered the subprogramme to be especially important for the development of managerial resources in developing countries. In that connexion, it was stressed that special attention should be given to the development of national institutions and training of national officials.

#### Subprogramme 4: Financial management for development

595. The Committee approved the subprogramme on the clear understanding that there should be no duplication with the work carried out by the Centre for Development Planning, Projections and Policies. It was further suggested that consideration should be given to avoiding the indiscriminate use of the word "development".

#### (b) Fifth Meeting of Experts

596. The Committee reviewed the Secretariat proposal for the convening of the next Meeting of Experts in public administration and finance in 1979. After a lengthy discussion, in which some members expressed reservations about the convening of such meetings in general, it was agreed that:

(a) The Fifth Meeting of Experts should be convened with clearly defined terms of reference;

(b) In view of the difficulties involved in getting supplementary budgetary allocation for the Meeting during the 1978-1979 biennium, it would be better to convene it early in 1980;

(c) The Economic and Social Council should clearly determine the terms of reference for the Meeting which were proposed to be the following:

- (i) That, based on the work carried out by the Secretariat as required in Economic and Social Council resolution 1978/6, paragraph 3, and General Assembly resolution 32/179, the Meeting make recommendations on appropriate measures in conjunction with the preparatory work for the international development strategy for the 1980s;
- (ii) That the Meeting review the modalities of programme implementation in the light of the changing circumstances, the relevant decision of the legislative bodies, and the evaluation conducted by JIU (E/1978/42 and Corr.1 and Add.1);
- (iii) That the Meeting recommend to CPC and other legislative bodies substantive priorities for the programme in the 1980s to assist in the formulation of future medium-term plans and programmes of the Secretariat.

597. In connexion with the proposed terms of reference for the Meeting, the proposal was made to the effect that the Secretary-General should pay attention to the implementation of General Assembly resolution 32/179.

598. It was further agreed that the question of future meetings should be subject to the outcome of the decision to streamline the subsidiary bodies of the Economic and Social Council.

599. To facilitate the implementation of the above decision, it was agreed to submit a draft resolution for the Council's consideration and approval. (See chap. I above, para. 91.)

#### W. Science and technology

600. The Committee reviewed the programme of science and technology contained in chapter 23 of part two of the proposed medium-term plan (A/33/6 (Part 23)), at its 539th meeting on 11 September 1978. Due to the constraints on its time, the Committee could only undertake a cursory examination of the draft plan.

601. The Director of the Office for Science and Technology said in his introductory statement that much of the information required for its preparation did not yet exist, because the plan should reflect the outcome of the United Nations Conference on Science and Technology for Development, which would not take place until August 1979. He further explained that, of the 12 Professionals mentioned in paragraph 23.2, two were being assigned on loan to the Conference secretariat. In paragraph 23.9, the words "four distinct areas" in the last sentence were corrected to read "three distinct areas".

602. Discussions on the programme as a whole focused on the relationship between the expected results of the Conference and the medium-term plan, co-ordination and specific matters.

### 1. Relationship between the expected results of the Conference and the medium-term plan

603. Concern was expressed about the attempt to identify the expected results of the Conference and to reflect them in the medium-term plan. In reply, the Director of the Office for Science and Technology explained that an attempt had been made to do so on the basis of the existing legislative mandates and progress of preparatory activities being carried out by the Conference secretariat in close collaboration with the Office and other organizations and units of the United Nations system, including the regional commissions and Member countries. It was further explained that consideration had also been made of the fact that the Advisory Committee on Science and Technology for Development had been requested by the Economic and Social Council to suspend its activities in updating the World Plan of Action and to submit its preliminary views on the application of science and technology for development of developing countries with emphasis on obstacles which might arise.

### 2. Co-ordination

604. Questions were raised on the co-ordination of activities between the Department of International Economic and Social Affairs, the Office of Science and Technology, the Department of Technical Co-operation for Development and the regional commissions as well as other organizations in the United Nations system including the Advisory Committee on Science and Technology for Development, particularly in the implementation of programmes in certain fields such as non-conventional energy, non-food agricultural products, technology assessment and forecasting. Regarding the co-ordination of work between the Office for Science and Technology and the Department of Technical Co-operation for Development, reference was made to programme 2, paragraph 23.38, which stated that the Department would rely on the Office for Science and Technology to provide the necessary substantive support for its technical co-operation programme in science and technology. On the question of non-conventional energy, it was explained that co-operation with the Centre for Natural Resources, Energy and Transport had been maintained but activities in that field were being suspended because of the reorientation of the Office for Science and Technology's functions to the preparatory activities for the United Nations Conference on Science and Technology for Development. Several other consultations with appropriate organizations and units within the system on relevant projects were mentioned to assure members that continual efforts were being made to avoid duplication of efforts and expenditure.

### 3. Specific matters

605. The question was raised in the Committee about the basis upon which "emerging issues" were identified and made the focus of attention. Some delegations felt that such selection of issues was a matter for intergovernmental bodies and not expert bodies such as the Advisory Committee on Science and Technology for Development. Furthermore, the weight of legislative authority would suggest that industrial development would be given greater priority. On the question of "emerging issues", the Director of the Office for Science and Technology said that the term referred for example to the need for "rural development" to be studied so as to ensure that relevant issues received the appropriate attention of the United Nations and its Member States, and at the right time. Several delegations felt



that the matter of the transfer of technology from developed to developing countries should be emphasized in the programme. In this connexion, it was explained that the Office for Science and Technology was not a field programme executing body; it was a policy-generating unit and provided linkages between organizations and units within the system and between the system and other organizations dealing with science and technology. Nevertheless, the policy aspect of the matter should receive the appropriate attention of the Office for Science and Technology. However, those delegations emphasized the need to concentrate on the transfer of technology in the exercise of the policy-generating function.

#### X. Statistics

606. The Committee reviewed the programme of statistics contained in chapter 24 of part two of the proposed medium-term plan (A/33/6 (Part 24)) at its 539th meeting, on 11 September 1978. Due to the limited time available, the Committee could only undertake a cursory examination of the programme.

607. In his introductory statement, the Director of the Statistical Office indicated that the statistics component of the medium-term plan for both programmes 1 (Department of International Economic and Social Affairs) and 2 (Department of Technical Co-operation for Development) had three major functions. First, there was the collection, compilation, evaluation and dissemination of statistics in many diverse but interrelated sectors. The outputs of that function would continue to be improved during the period covered by the medium-term plan, with increasing effectiveness as the integrated computer system and related procedures for storing and retrieving statistical data came to full fruition.

608. The second function was the promotion of the improvement of national statistics, with special emphasis on the needs of developing countries. The outputs of that function were direct technical assistance and advice, including the provision of training and technical support services to interested developing countries; and publications in the form of guidelines and technical manuals. It was expected that technical assistance activities would concentrate, inter alia, on providing assistance in planning, organizing and implementing national population, housing and industrial censuses; in processing, tabulating and evaluating census results; and in strengthening national household-survey and computer-data processing capabilities.

609. The third function was promotion of the co-ordination of statistical activities of the United Nations system and the provision of over-all guidance, to ensure that maximum coherence prevailed in the statistical activities and outputs of the various bodies of the United Nations system and that duplication was avoided.

610. Those three major functions were highly interrelated and fortified one another. It had accordingly been a major goal of the Statistical Office to bring about a maximum amount of feedback and integration in the execution of the various elements of its work programme, including technical co-operation, through the fostering of multidisciplinary teamwork and effective communication between experts working on various aspects of the work programme. Such integrated use of resources was involved not only in serving effectively the requirements of the Department of International Economic and Social Affairs and the requirements of the Department

of Technical Co-operation for Development, but also in responding to the statistical needs of other users, particularly other units of the Secretariat, other international bodies and Member States.

### 1. Specific activities

611. In reviewing the programme, the Committee raised a number of questions, mainly to seek clarification and explanation. The view was expressed that the percentage allocation of resources to subprogrammes did not give an idea of the general growth of resources as a whole, but that the percentage of expenditure on subprogrammes could be acceptable with serious reservations. A number of delegations stated that work on the development of separate forms of new statistics on energy for special purposes should be begun at a later stage, since the global system of integrated energy statistics would not be established until the end of 1979. As for the international comparison project, those delegations noted that two phases of the work had already been completed and the subsequent phases could be discontinued without detriment. It was also noted that part of the work on the integration and improvement of social statistics could be begun during the period 1980-1981. In social statistics, greater attention should be paid to the development of social consumption funds. In response to a question about how the various elements of programmes 1 and 2 were carried out, it was stated that the Statistical Office drew on the total know-how and experience of all staff resources available, irrespective of sources of funding. In that way, maximum cost-effectiveness and integration of outputs were achieved. The International Comparison Project had been financed from both regular and extrabudgetary resources, including direct contributions from several countries.

612. With regard to the percentage of staff resources used for the preparation of recurrent publications, the Committee was informed that the activities of the Statistical Office were in general of a continuing nature and about 65 per cent of regular staff resources were being used for that purpose. Under each objective a large number of outputs were specified in the budget document, including dates of completion during the biennium. To the extent possible, resources were redeployed to new or related work.

613. It was explained that the National Household Survey Capability Programme had been established in response to Economic and Social Council resolution 2055 (LXII) and was designed to assist interested developing countries to establish an effective and durable statistical infrastructure in order to obtain vital information through continuous and integrated series of household surveys on a wide range of subjects, including cottage industries, in line with their own priorities and concerns.

614. It was further explained that recently the work related to the system of balances of the national economy had received greater attention and papers would be presented at the next session of the Statistical Commission on a manual on public sector statistics, on total consumption of the population and a progress report on links between the system of national accounts and the system of balances of the national economy.

615. In regard to the programme element on environment presented under subprogramme 4, the Committee was informed that it consisted of two parts, one part being closely related to the industrial and energy statistics work and the other part being related to social and housing statistics work.

616. The Statistical Office, the Director said, working in collaboration with the specialized agencies, continuously endeavoured to reduce to the extent possible the burden placed on national statistical services and the prevailing effective interagency co-ordination resulted in the avoidance of duplication in questionnaires from the United Nations system. Also, the data collected by the Statistical Office in international trade, national accounts, prices and other areas were such that they could serve a large variety of users, thus maximizing their usefulness and avoiding duplication.

617. The Committee expressed its satisfaction with the general direction and presentation of the programme.

#### Y. Transnational corporations

618. The Committee reviewed the programme for transnational corporations contained in chapter 25 of part two of the proposed medium-term plan (A/33/6 (Part 25) and Corr.1) at its 540th and 542nd meetings, on 12 September 1978. In conjunction with chapter 25 the Committee also considered part A.6 of chapter I, section IV, of the proposed medium-term plan, concerning transnational corporations (A/33/6 (Part 1)).

619. The Committee noted that the draft plan had not been considered by the Commission at its fourth session. The representative of the Centre explained, however, that the plan did reflect the priorities established by the Commission and the relatively recent creation of the Centre did not permit the inclusion of outmoded projects. The Committee also noted that the programme implied that the very high rate of growth during its initial phase was tapering off, assuming that no major new projects would be added to it by the Commission.

620. Reference was made to the general description of work on transnational corporations, contained in chapter 1, paragraphs 1.138 to 1.141. Concern was expressed by some delegations that the description did not fully reflect the mandate of the Commission on Transnational Corporations, inasmuch as the proposed plan did not refer sufficiently to the negative effects of those corporations. The representative of the Centre on Transnational Corporations stated that the intention of the draft plan was to consider the promotion of positive effects together with the elimination of negative effects. It was understood that the Secretary-General would envisage revising that section before the draft plan was considered by the General Assembly.

##### 1. Policy analysis

621. One delegation proposed that some programme elements listed in subprogrammes such as transnational corporations in the food and beverage industry and transnational corporations in the pharmaceutical industry, should be transferred to subprogramme 3 (Comprehensive information system), while a transfer in the opposite direction should be made with respect to a number of projects such as financial practices and policies. Other delegations emphasized that the latter subprogramme should concentrate its main attention on the negative effects of the activities of the transnational corporations. The representative of the Centre said that the present allocation of items between the different subprogrammes followed the classification scheme set out by the Commission. Those items identified by the Commission as research were grouped under subprogramme 1 (Policy analysis) and the

information items under subprogramme 3. Clarification was requested in connexion with the international division of labour (para. 25.17). It was explained that this was one of the key issues in a New International Economic Order. The activities of transnational corporations had implications for the international division of labour. Several delegations expressed misgivings about a basic needs strategy of development because it could be construed to imply a certain unacceptable pattern of the international division of labour. Following the suggestion made by the representative of ECLA as well as by some delegates, the representative of the Centre agreed to delete "basic human needs" from paragraph 25.55 of the Plan.

## 2. Code of conduct

622. Several delegations emphasized that work on the code of conduct (subprogramme 2) should have absolute priority over all other international arrangements on transnational corporations, while another delegation noted that, in the case of an agreement on illicit payments, a parallel effort was required. The representative of the Centre reported on the decisions of the Commission and the Economic and Social Council. While the Commission attached high priority to the code of conduct in its work programme, it also recognized that the Centre's work on a comprehensive information system and on research would be an essential input to the work on the code. The work towards an international agreement on illicit payments was decided upon by the Economic and Social Council and was supported by the Centre.

## 3. Comprehensive information system

623. Some delegations insisted that research on the social, political and financial consequences of the activities of transnational corporations should be carried out under subprogramme 1 (Policy analysis) instead of under subprogramme 3 (Comprehensive information system).

624. Questions were raised on the coverage of the comprehensive information system (subprogramme 3), on the identification of users of the comprehensive information system and on dissemination. The Centre on Transnational Corporations was asked not to be over-ambitious in the formulation of that subprogramme. The representative of the Centre stated that the information system was designed within the practical limitation of resources, despite the broad purposes that the system had to serve. With respect to the types of enterprises covered by the comprehensive information system, it was noted by the representative of the Centre that the Commission on Transnational Corporations had not yet decided on the precise definition of transnational corporations. The Centre was, therefore, collecting information on those corporations generally regarded as transnationals. With respect to the demand for information, the immediate source was the requests voiced by Member States in the Commission on Transnational Corporations. In addition, a survey of the needs of Member States was currently being carried out by the Centre as a result of a recommendation of the Commission at its fourth session, through questionnaires to Governments and through field visits by senior officials of the Centre and staff members. The dissemination of information on transnational corporations took place in the same manner as for other United Nations agencies, through reports and studies prepared for the Commission and other bodies, as well as through informal contacts with government officials and technical co-operation

activities. Some delegations proposed the inclusion in the subprogramme of a collection of information on intracorporation operations of transnational corporations.

625. One delegation expressed concern about the amount of resources that were made available for the programme and suggested that the comprehensive information system should be reviewed within the framework of a broader study dealing with all data banks existing in the United Nations system.

626. The Committee also noted that the comprehensive information system would probably be discussed again by the CPC/ACC Joint Meeting in 1979.

4. Advisory services for the improvement of the capability of Governments for dealing with transnational corporations  
(subprogramme 4)

627. In response to a question about the basis for the projected output and the current level of requests for technical co-operation, the representative of the Centre said that the fairly large number of current requests for technical co-operation, though comprising a small basis for extrapolations, indicated that the projected output was reasonable.

5. Regional activities (subprogramme 5)

628. The need for close co-ordination of the work of the Joint Units to avoid duplication with the Centre was generally emphasized. The Committee was informed that a very close co-ordination was indeed attempted. The work programme as well as the budget of the Joint Units was an integral part of the Centre's own programme, and were jointly planned. In addition, the Centre held every year in September a co-ordination meeting in New York.

629. A request was made that the Economic Service for Latin America be included in connexion with paragraph 25.53 of the draft plan.

Z. Transport

630. The Committee reviewed the programme on transport contained in chapter 26 of part two of the medium-term plan for the period 1980-1983 at its 545th meeting on 13 September 1978. The Committee also had before it the report of the Secretary-General contained in document E/AC.51/96 and Corr.1 (A/33/6 (Part 26) and Corr.1). The Chairman stressed the difficulties imposed on the Committee by the late distribution of the latter document. In explaining the relationship between the two documents, the Chairman recalled that CPC had recommended, at its seventeenth session, that certain surface transport activities formerly carried out at Headquarters be decentralized to the regional commissions. Discussion in the Committee centred around substantive issues in the transport medium-term plan and programme; and financial aspects of the programme proposals contained in document E/AC.51/96.

1. Substantive issues in the medium-term plan and programme for transport

631. A question was asked about the focus of the system-wide co-ordination of transport activities, in the light of the restructuring and of the decentralization of some activities to regional commissions. In that regard attention was drawn to the recommendations of CPC at its seventeenth session. 1<sup>R</sup>/

632. The Committee felt that references to the Transport and Communications Decade in Africa in document A/33/6 (Part 26) did not adequately reflect the importance that Governments, particularly in the African region, attached to the Decade. The programme should have mentioned the preparatory work that had been done, the work that was being done and the activities that would be required of ECA in support of the Decade. Referring to the programme for ECA, it was pointed out that the World Bank group was extremely active in transport development projects in Africa. It was felt that such Bank activities should have been mentioned in paragraph 26.29 of document A/33/6 (Part 26). The Committee expressed regret at such a serious omission in the document.

633. Reservations were expressed concerning paragraph 10 of E/AC.51/96 and Corr.1. It was felt that it was not within the competence of a regional commission to make suggestions on the improvement of the legal status of rivers and lakes shared by one or more countries. In connexion with that paragraph the view was expressed by some delegations that ECA should focus on economic studies of river and lake usage, rather than on their legal status.

634. Referring to the same programme, a query was made about the nature and function of the subregional shipping investigation units referred to in paragraph 26.38. It was stressed that the work undertaken by the subregional transport data banks described in the same paragraph should be co-ordinated through IOB with central information systems within the United Nations Secretariat and the specialized agencies.

635. Referring to the legislative authority for subprogramme 1 of the ESCAP medium-term plan, as formulated in paragraph 26.232, it was pointed out that it was too general a statement of legislative authority.

636. Reservations were expressed regarding the priorities implicit in the programme proposals and associated percentage allocations of resources in programme 2 of the chapter.

a. Financial aspects of the programme proposals (E/AC.51/96)

637. Several representatives noted a discrepancy between the two documents concerning the number of Professional staff members to be transferred to regional commissions to support their broader activities in transport. The representative of the Budget Division explained the apparent discrepancy as follows: eight Professional staff members comprised the Transport Section of the Centre for Natural Resources, Energy and Transport, within the former Department of Economic and Social Affairs, of which two staff members were transferred to the new Department of International Economic and Social Affairs; five of the remaining

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18/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38), paras. 14 (3) (b) and 14 (4).

staff would eventually be transferred to the regional commissions, while one staff member would be retained within the Water Resources Section of the new Department of Technical Co-operation for Development. It was the retention of that post which caused the apparent discrepancy.

638. Concerning the priority programme elements contained in paragraph 69 of document E/AC.51/96 and Corr.1, the representative of the Budget Division noted that they had been discussed with and agreed to by the regional commissions before being presented to the Committee.

AA. Chapter 27 of the proposed medium-term plan

639. The Committee reviewed chapter 27 of the proposed medium-term plan (A/33/6(Part 27)) at its 535th to 538th and 541st meetings, between 8 and 12 September 1978. The Committee's attention was drawn to Economic and Social Council resolution 1978/35, entitled "Reinforcing the social development sector within the United Nations". In paragraph 1 of that resolution, the Council requested CPC, at its eighteenth session, in evaluating the social development and humanitarian programme of the United Nations, to study the effectiveness of social development activities and to report thereon to the General Assembly at its thirty-third session, through the Economic and Social Council, bearing in mind particularly the need to co-ordinate better the social and other development activities within the United Nations.

640. In her introductory statement, the Assistant Secretary-General for Social Development and Humanitarian Affairs drew attention to the regrouping within the Department of International Economic and Social Affairs of programme components related to social questions presented in the medium-term plan for the period 1980-1983. She pointed out that social issues that could be dealt with most effectively within the context of a unified approach were regrouped under the programme of development issues and policies, chapter 13, while those dealing with specific social groups which required special attention vis-à-vis economic, social and other perspectives were consolidated under chapter 27 of the proposed plan. She pointed out that under the existing division of responsibility in the social sector, the Centre for Social Development and Humanitarian Affairs accounted for approximately 50 per cent of the activities while the balance was distributed among other programme areas, such as development issues and policies, and population. She further said that the fundamental objective of chapter 27 was to ensure that those groups were accorded equal opportunities to participate in and receive a just share of the benefits of society. She said that the intention was to increase international awareness of the needs and potential of those important social groups; to provide information to intergovernmental bodies on the status and conditions of the groups in national and international societies; provide information to Governments and other bodies on the status and conditions of the groups in national and international societies; to provide to Governments and other bodies analyses of the special problems of the groups in relation to other developmental issues; and to provide Governments, at their request, with technical support on policies and planning approaches to their special problems.

641. She referred to the statement made earlier by the Under-Secretary-General for International Economic and Social Affairs to the effect that those steps had been taken as part of the over-all effort to reinforce the activities of the programme and give it a sharper focus in order to enhance the viability and effectiveness of programmes in the economic and social sectors.

1. Structure and scope of the programme

642. The discussion of the Committee focused on changes in the over-all scope and structure of the programme and their implications. The programme was submitted by the Secretariat to the Committee late in the course of the second part of its session.



643. The Committee expressed its disagreement with the change in the title of the programme. Some delegations were unable to accept the contents of the programme proposed by the Secretariat.

644. A number of delegations objected to the transfer of elements of the Social Development and Humanitarian Affairs programme to other United Nations programmes of activities, considering the Secretariat's action to be an attempt to eliminate the social content from United Nations activities. They stressed that the Secretariat had no mandate to alter the existing programme, and favoured maintaining the programme structure in the medium-term plan for 1978-1981 for the social development and humanitarian affairs programme for 1980-1983.

645. The Committee was informed that, while the programme provisionally entitled "Women and special groups" had evolved for the most part out of the programme entitled "Social development and humanitarian affairs" contained in the budget for 1978-1979, certain activities in that budget had been integrated into the new programme on development issues and policies (A/33/6 (Part 13)). Those activities were drawn from the subprogramme on institutional development and popular participation. In addition a number of activities in that subprogramme and in the programme on social integration and welfare had been incorporated into the programme on technical co-operation and development. The Committee was further informed that resolutions of the Economic and Social Council and the General Assembly on the unified approach to development analysis and planning and on restructuring had in the case of the latter stressed the need for interdisciplinary and intersectional research and in the case of the former for greater integration of economic and social development activities. Some delegations pointed out that the Committee at the first part of its current session in connexion with the evaluation of the work programme of the Centre for Social Development and Humanitarian Affairs had made a number of suggestions for changes along those lines. Other delegations expressed concern that the changes might weaken rather than strengthen the work of the Secretariat in the field of social development. Those delegations referred to the administrative and financial implications contained in document A/C.5/32/86, submitted by the Secretariat on 12 December 1978, in connexion with the adoption of resolution 32/197, in which it was stated that the restructuring of the United Nations Secretariat should not affect the Centre for Social Development and Humanitarian Affairs since the latter was scheduled to be transferred to Vienna. Other members insisted that the Secretary-General had a prerogative to rearrange functions within a Department. Some delegations questioned the appropriateness of invoking General Assembly resolution 32/197 to oppose the regrouping of functions within the Secretariat, because the guidelines contained in section VIII of the annex to that resolution clearly encompassed both the economic and social sectors.

646. Some members considered that the proposed move of the Centre for Social Development and Humanitarian Affairs to Vienna precluded the redeployment of staff resources. Others emphasized that activities should be located with the aim of maximizing the effectiveness of resources and the achievement of the goals of the plan. Some members emphasized that the transfer of certain activities to the development issues and policies programme would strengthen the activities of the Department of International Economic and Social Affairs in the social field, that such a redeployment was within the prerogative of the Secretary-General and did not conflict with the legislative authority for social activities. They reiterated

their strong support for the proposal by the Secretary-General referred to on an earlier occasion in the Committee (see chap. VIII above, para. 333).

647. It was the view of some members that the new orientation of the programme had no juridical basis and was too limited in scope. It concentrated on specific groups without having a broad framework for relating them to development. There was one proposal that all current activities of the Centre for Social Development and Humanitarian Affairs should be retained together in seven subprogrammes, i.e. institutional development and popular participation; social integration and welfare; integration of women in development; international instruments and standards relating to the status of women; social problems of special population groups - youth, aging, children, disabled persons; and crime prevention and criminal justice.

648. Several members stressed the view that problems relating to women should not be restricted to developing countries but, should be examined on a universal basis. It was also pointed out that separate treatment of women's issues would be misleading and that they should be dealt with in a broader framework. Some members of the Committee noted that the Secretariat's proposals for restructuring the social development and humanitarian affairs programme were not in keeping with the aims of resolution 1978/35 on reinforcing the social development sector within the United Nations. They drew the Committee's attention to the decision of the Economic and Social Council in that resolution to convene in 1979 a session of the ad hoc working group, which was to study ways and means of enhancing the operational effectiveness of social development activities within the United Nations.

649. Several delegations felt it was inappropriate to include the subprogramme on crime prevention and criminal justice, since the conceptual framework and the content of the subprogramme did not fit logically into a programme which also dealt, for example, with women and development. Other delegations were in favour of the subprogramme being maintained in the framework of the programme on social development and humanitarian affairs. In that context, it was noted that the subprogramme on criminal justice and crime prevention had been scheduled for review under General Assembly resolution 32/60. Definitive action with respect to the subprogramme should also await the results of the Sixth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in 1980.

650. Given the scope of the programme as presented, and bearing in mind the invitation to the Committee by the Under-Secretary-General of the Department of International Economic and Social Affairs to discuss and make suggestions for the title and scope of the programme, the Committee questioned the suitability of the titles "women and human resources development", "social integration and welfare" and "social development". Some members favoured retaining the old title "social development and humanitarian affairs", while others pointed out that it would no longer reflect the scope of the programme, as it had been restricted to special groups and thus no longer covered broad social development issues. In that connexion, some delegations insisted on the retention of the nomenclature and structure of the programme in the form in which it appeared in the medium-term plan for 1978-1981.

651. In connexion with the programme, many delegations stated that there should be a specific subprogramme called "rural community participation in development activities".

652. Some delegations proposed the regrouping of programme activities into three categories, i.e., women's participation in development; social welfare; and crime prevention.

653. It was generally agreed that the disparate nature of the programme as it appeared in the plan posed difficulties with regard to its designation. Most members considered that further effort was needed to group the activities in the programme and formulate an appropriate title. The majority of the Committee, while stressing that the programme should focus on social issues, emphasized that the analysis should be interdisciplinary and multisectoral. It agreed that efforts should be made to ensure complementarity with the development issues and policies programme.

## 2. Specific activities

654. With regard to subprogramme 1, it was felt that the concept of "minimum target" had not been adequately defined and should be clarified. Some delegations suggested that subprogramme 3 on participation of women in international co-operation and peace was a marginal activity. Other delegations noted the importance of the three subprogrammes on the improvement of the status of women because they were based on relevant General Assembly resolutions and were in keeping with the three objectives of the United Nations Decade for Women: Equality, Development and Peace.

655. Some delegations deemed it inappropriate to devote separate subprogrammes to problems of children, youth, the aged and invalids, as proposed by the Secretariat. Other delegations said that, as the strategies to be adopted for each of the groups were not necessarily the same, separate subprogrammes should be assigned to each.

656. It was pointed out that the subprogramme on children seemed to overlap with the jurisdiction of UNICEF. The Secretariat explained that the involvement of the Department of International Economic and Social Affairs in that field was in the context of social welfare services and policies and did not duplicate the involvement of UNICEF. In any case there had been prior consultations between the Department and UNICEF and close co-operation would be continued.

657. Some members expressed the view that activities in the subprogramme on crime prevention should give more emphasis to socially-oriented issues. In that context, it was pointed out that the content of its programme was an outcome of specific legislative requirements.

### BB. Major programmes unique to the regional commissions

658. The Committee reviewed the programme on major programmes unique to the regional commissions contained in chapter 28 of part two of the proposed medium-term plan (A/33/6 (Part 28)) at its 546th meeting, on 14 September 1978. Discussion focused on the ECA programme relating to economic co-operation, and particularly on the Multinational Programming and Operational Centres.

## 1. General aspects of the ECA programme relating to economic co-operation

659. The Committee expressed general satisfaction with the orientation and content of the ECA programme relating to economic co-operation. The view was expressed that there was some confusion in the drafting of subprogrammes 1 and 2 of the programme: the strategy and output parts of subprogramme 1 appeared to be very close to the objectives of subprogramme 2. The Committee requested that when ECA was preparing its next budget submission it should endeavour to present more informative and precise texts, in order that CPC could have a clear statement of the over-all orientation of the programme in the medium-term. The representative of ECA noted that it was very difficult to give a concrete account of the ECA programme without making the medium-term plan extremely long. Given the importance CPC attached to the programmes of the regional commissions, it was felt strongly that better co-ordination between Headquarters and ECA would improve the plan presentations.

## 2. Questions relating to the Multinational Programming and Operational Centres

660. The Committee expressed general satisfaction of the creation of the Multinational Programming and Operational Centres, which, it was hoped, would become effective instruments for promoting subregional co-operation.

661. Several delegations inquired about the structure, function and internal organization of the Centres, and about their working relationship with the ECA secretariat. It was noted with satisfaction that the projects to be undertaken by the Centres were reviewed by councils of ministers and that there were continuing consultations with Governments in the formulation of the projects.

662. Some delegations expressed regret that the work programmes of the Centres were not more clearly defined in the medium-term plan. The Committee noted the list of activities contained in paragraph 28.28 and considered that, given the avowed functions of the Centres and the support of UNDP, it would have been more informative to have had a list of specific projects being executed or being planned. The representative of ECA noted that the Centres were not yet fully operational, and he also did not understand why the Committee should require such a detailed list in the context of a medium-term plan. In addition, the Committee felt that the methods of operation of the Centres were not defined clearly enough.

663. It was further noted that one of the main difficulties in working towards subregional co-operation was that countries had not yet internalized economic co-operation in their national socio-economic policies. It was suggested that ECA might endeavour to assist countries in that regard.

664. Several delegations noted an emphasis within the ECA programme on common markets and economic integration, relative to other forms of regional co-operation, such as customs unions and free trade areas. It was suggested that the formation of a common market was the most difficult and long-term type of economic co-operation and that, in the medium-term, a less ambitious goal might be adopted. In that connexion, it was noted with satisfaction that the ultimate objective of subprogramme 1 was to create subregional common markets as a first step towards a regional common market, although one delegation called attention to the risk of creating vested interests in subregional common markets that might impede the development of a fully regional common market. One delegation felt that the

operation of the Lomé Agreement and the interaction with proposed regional programmes should be mentioned in the document.

665. It was generally agreed that real advances in promoting subregional co-operation could only be achieved if full account were taken of the interests of the countries concerned as perceived by them, which would necessitate exploration of the complementarities and common interests of the countries concerned.

#### CC. Integrated programmes for rural development

666. The Committee considered the special analysis of integrated programmes for rural development contained in chapter 29 of part three of the medium-term plan (A/33/6 (Part 29)) at its 540th meeting, on 12 September 1978. Due to the constraints on its time, the Committee could only undertake a cursory examination of the programme. The document was presented as an effort to describe, within a consistent analytical framework, the activities found in the programmes of the United Nations Secretariat and the regional commissions which dealt with rural development. The purpose was to present material which would (a) facilitate a review of approaches to a multisectoral issue by the Committee and by the Economic and Social Council, (b) enhance co-ordination among agencies through the vehicle of the ACC Task Force on Rural Development, and (c) help to ensure co-ordination among the substantive programmes of each unit concerned. The analysis, therefore, was not a programme as such in the medium-term plan, nor did it have any organizational or budgetary implications.

667. In general, emphasis was placed on the importance to be attached to integrated approaches to rural development within the United Nations, and on the necessity of keeping a balance between studies and action at the country-level which would assure emphasis on direct action. The Committee, however, concluded that it did not have time to properly analyse document A/33/6 (Part 29), or to discuss it sufficiently. Had time permitted, some delegations would have liked to discuss, inter alia, the utility of the concept of groups as a variable in analysing rural development and the role of transnational corporations in rural development. It was suggested that clarifications were needed in the analysis by ECLA.

668. At the request of some delegations, the representative of ECLA indicated that, in connexion with section VI, the subprogrammes mentioned in paragraph 29.43 were not the ones carried out by ECLA: the titles of the subprogrammes should be (a) Policies and programmes on food and nutrition; (b) Agriculture and possibilities for long-term production in Latin America; and (c) Agricultural policies in Central America. One delegation sought a clarification of the "special groups" mentioned in paragraph 29.16, in case the reference referred to clusters of agricultural activities.

669. In view of the possibly controversial nature of the analysis proposed in the plan, since the analysis was not a programme per se, and because the programme elements described in the analysis would have been discussed in detail in the context of the specific programmes in which they were found, the Committee questioned whether it would be appropriate to include the text of the analysis in the medium-term plan.

The Committee, recognizing that it would have to consider the issue of how to deal with analyses of multisectoral issues in the context of its review of planning and programming procedures during its next session, recommended that the Secretary-General not include the analysis in the current medium-term plan. It also noted in that regard that, alternatively, the analysis of integrated programmes for rural development might be presented to appropriate intergovernmental bodies in another form.

DD. Development information services

670. At its 540th meeting, on 12 September 1978, the Committee held a brief discussion on the programme on development information services contained in chapter 30 of part three of the proposed medium-term plan (A/33/6 (Part 30)), which was introduced by the Assistant Secretary-General for Programme Planning and Co-ordination. He explained that the proposed activities of the Development Information Services of the Department of International Economic and Social Affairs, during the 1980-1983 period covered by the medium-term plan, would be a continuation of the two-year pilot programme currently being carried out with extrabudgetary resources until the end of 1979, should the General Assembly take such a decision for continuation at its thirty-fourth session. The activities under the Department of Technical Co-operation for Development, on the other hand, were partly financed under the regular budget and mostly under the overhead account.

671. The Committee's discussion revolved around the question whether chapter 30 represented a programme or a mere analysis of activities already shown under other programmes in the proposed medium-term plan. It was agreed that, while the chapter was not an analysis similar to that in chapter 29 relating to rural development, programme 1 actually presented activities in support of the substantive programmes of the Department of International Economic and Social Affairs, while programme 2 actually contained activities involving the editing and dissemination of reports resulting from technical co-operation projects. There was also agreement that the two groups of activities in the two Departments were complementary and should be co-ordinated or integrated.

672. In view of the support function of those services in both the Department of International Economic and Social Affairs and the Department of Technical Co-operation for Development, the Committee decided to recommend that they should not be submitted as part of the medium-term plan. It noted, moreover, that the continuation of the Development Information Services of the Department of International Economic and Social Affairs during the period of the proposed medium-term plan was totally contingent upon a decision by the General Assembly in 1979.

## CHAPTER IX

### PROGRESS REPORT OF THE COMMITTEE PURSUANT TO PARAGRAPH 7 OF GENERAL ASSEMBLY RESOLUTION 32/197 ON THE RESTRUCTURING OF THE ECONOMIC AND SOCIAL SECTORS OF THE UNITED NATIONS SYSTEM

673. At its 548th meeting, on 14 September 1978, the Committee discussed the preparation of the progress report to be submitted to the General Assembly at its thirty-third session, through the Economic and Social Council, pursuant to paragraph 7 of General Assembly resolution 32/197.

674. Some delegations expressed the view that General Assembly resolution 32/197 did not authorize the Secretary-General to restructure the programme in social development and humanitarian affairs and reallocate resources between that programme and other programmes. Other delegations, however, expressed the view that such a reallocation was within the authority of the Secretary-General and that such measures provided a more unified approach to development questions, which would make the existing programmes more effective.

675. Following an exchange of views, the Committee agreed to report to the General Assembly through the Council, in particular with regard to section VI of the annex to General Assembly resolution 32/197, entitled "Planning, programming, budgeting and evaluation", as follows:

(a) With respect to paragraph 39, the Committee wishes to recall that at its seventeenth session in 1977 it began the process of formulating guidelines for evaluation reports to be submitted to the Committee, and at that session it was already carrying out in-depth reviews of programmes in public information, transport and the environment. 1/ At its eighteenth session the Committee has carried out an evaluation of the programmes on ocean economics and technology, public administration and finance, and social development and humanitarian affairs. In 1979 the Committee will evaluate the programme on transnational corporations. For 1980, it has selected provisionally the manufactures programmes and the programme on human settlements. The Committee also held a discussion on programme and evaluation in the United Nations, for which it had available the report of JIU (E/1978/41 and Corr.2) and the comments of the Secretary-General thereon (E/1978/41/Add.1). (For the discussion of the Committee and its conclusions and recommendations, see chap. I, paras. 6-25 and chap. III of the present report.)

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1/ For the conclusions and recommendations of the Committee at its seventeenth session, see Official Records of the General Assembly, Thirty-second Session, Supplement No. 38 (A/32/38), chap. I, paras. 7-19.

(b) Also at its eighteenth session, the Committee has discussed the harmonization of programme budgets and medium-term planning. (For the Committee's discussion of this subject and its conclusions and recommendations, see chap. I, paras. 46-49 and chap. VI of the present report.)

(c) The Committee has carried out cross-organizational programme analyses, in particular on information systems within the United Nations system. (For the Committee's discussion and its conclusions and recommendations, see chap. I, paras. 29-40 and chap. IV of the present report.)

(d) The Committee also had before it reports submitted for cross-organizational programme analysis on the application of science and technology to development (A/CONF.81/PC.19 (Part I)), as well as on economic co-operation among developing countries (E/AC.51/90/Add.1 (Part I) and Corr.1 and Add.1 (Part II) and Corr.1 and 2). In discussing the two reports, the Committee concentrated on the methodology used in the preparation and examination of reports to be submitted to it in the future. (For the Committee's discussion and its conclusions and recommendations, see chap. I, paras. 26-28 and 42-45; and chap. IV.) For its next session the Committee has selected the programme in energy, and will resume its cross-organizational analyses of information systems. It has also selected, provisionally, for its twentieth session in 1980 the programmes on statistics and rural development.

(e) With respect to section VI, paragraphs 39 and 41, of the annex to General Assembly resolution 32/197, the Committee wishes to draw attention to its intention to consider thoroughly, at its next session in 1979, the question of its working methods and the whole process of medium-term planning and programme budgeting, as well as the harmonization of programme budgets and medium-term planning, and evaluation. (See chap. I, paras. 2 and 3, of the present report.)

(f) With respect to paragraph 40 of the annex to the resolution, the Committee, as it did at its sixteenth session has discussed at its present session the question of relative priorities and growth rates of programmes and has made recommendations thereon. (See chap. I, paras. 53 and 54, and chap. VIII, paras. 375-377, of the present report.) Further, the Committee has discussed the question of the modalities of participation by the subsidiary bodies in the process of proposing relative priorities to be accorded to the various subprogrammes within their respective fields of competence. (For the Committee's discussion, see chap. VIII, paras. 365-368.)

(g) With respect to paragraph 42 of the annex to the resolution, which calls for measures to improve the effectiveness of internal evaluation procedures in respect of programme implementation, the Committee is in the process of formulating guidelines to the Secretariat for the preparation of reports on evaluation to be submitted to the Committee. In this respect, the Committee welcomes the assistance it has been receiving from JIU. The

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2/ Ibid., chap. I, para. 22, and chap. III, paras. 86-88.



Committee has further stressed the observance of cost-effectiveness of internal programme evaluation procedures.

(h) With respect to paragraph 48 of the annex to the resolution, calling for close co-operation between CPC and ACABQ, the Committee wishes to state that, for reasons beyond the control of the two Committees, such as meeting schedules and the availability of documentation, both Committees have been obliged to meet and discuss the same documents, often concurrently. Therefore, the Committee agreed that every effort should be made to arrange the work programme of the two Committees in a manner so as to enable both Committees to derive mutual benefit from their discussions, particularly in the light of the fact that the work carried out by both Committees is complementary for the effective functioning of the Organization. To this end the Committee wishes to reiterate that, as provided in paragraph 48 of the annex, the Secretary-General should make the necessary adjustments to the cycle for the preparation of the relevant documentation and generally ensure compliance by the Secretariat in order to facilitate the work of both Committees. In this respect, the Chairman of the Committee has held consultations with the Chairman of ACABQ. It is intended that in future sessions more practical measures and appropriate arrangements will be worked out for maintaining continuous contact.



Annexes

Annex I

AGENDA OF THE EIGHTEENTH SESSION

1. Election of officers for 1978.
2. Adoption of the agenda and organization of work.
3. Evaluation.
4. Cross-organizational programme analyses.
5. Reports of the Joint Inspection Unit.
6. Harmonization of programme budgets and medium-term planning.
7. Reports of the Administrative Committee on Co-ordination.
8. Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination.
9. Medium-term plan for the period 1980-1983.
10. Adoption of the report of the Committee.

Annex II

LIST OF DOCUMENTS BEFORE THE COMMITTEE AT ITS EIGHTEENTH SESSION

<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
A/33/6 (Parts 1-30) and corrigenda	9	Medium-term plan for the period 1980-1983
A/32/315	6	Administrative and budgetary co-ordination of the United Nations with the specialized agencies and the International Atomic Energy Agency: report of the Advisory Committee on Administrative and Budgetary Questions
A/CONF.81/PC.19 (Part I)	4	Overview of activities of organs, organizations and programmes of the United Nations system: report prepared jointly by the Secretary-General of the United Nations Conference on Science and Technology for Development and the Administrative Committee on Co-ordination
E/6003	3	Evaluation in the United Nations system - report of the Joint Inspection Unit: note by the Secretary-General
E/6012	6	Report of the Administrative Committee on Co-ordination on expenditures of the United Nations system in relation to programmes
E/6061	5	Africa and Western Asia - report of the Joint Inspection Unit on the technical co-operation provided by the United Nations system to regional and subregional integration and co-operation movements: note by the Secretary- General
E/1978/11	3	Public administration and finance for development for the 1980s: report of the Secretary-General
E/1978/11/Add.1	3	Report of the Fourth Meeting of Experts on the United Nations Programme in Public Administration and Finance (submitted to the Committee pursuant to Economic and Social Council resolution 1978/6)

<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
E/1978/12	3	Comments by the Administrative Committee on Co-ordination on the report of the Joint Inspection Unit on evaluation in the United Nations system (E/6003): note by the Secretary-General
E/1978/41 and Corr.2	3	Report of the Joint Inspection Unit on programming and evaluation in the United Nations
E/1978/41/Add.1	3	Comments by the Secretary-General on the above-mentioned report
E/1978/42 and Corr.1 (English, Russian and Spanish only) and Add.1 (vols. I and II)	3	Report of the Joint Inspection Unit on the United Nations public administration and finance programme, 1972-1976
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E/1978/43	7 and 8	Annual report of the Administrative Committee on Co-ordination for 1977-1978 (part one)
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<u>Document number</u>	<u>Agenda item</u>	<u>Title</u>
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