



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

9 and 23 May - 17 June 1977

GENERAL ASSEMBLY

OFFICIAL RECORDS: THIRTY-SECOND SESSION

SUPPLEMENT No. 38 (A/32/38)

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NOTE

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ABBREVIATIONS

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

CHAPTER I. CONCLUSIONS AND RECOMMENDATIONS

A. Working methods and future work programme of the Committee for Programme and Co-ordination

(i) Issues in priority setting

1. The Committee recommends to the General Assembly the adoption of the following draft resolution:

"The General Assembly,

Recalling that the Economic and Social Council in the annex to its resolution 2008 (LX) of 14 May 1976, set out the terms of reference of the Committee for Programme and Co-ordination, paragraph 2 (a) (ii) of which states that the Committee shall 'recommend an order of priorities among United Nations programmes as defined in the medium-term plan',

Recalling also paragraph 10 of General Assembly resolution 31/93 of 14 December 1976 on the medium-term plan,

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

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

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

2. The Committee recommends that the General Assembly should instruct the Secretary-General to show, in respect of each programme in his forthcoming draft programme budget, all existing or proposed subprogrammes or programme components which represent approximately 10 per cent of the resources requested for the proposed programme and to which the highest priority is to be assigned. The Secretary-General would likewise be asked to show, in respect of each programme, the subprogrammes or programme components which represent approximately 10 per cent of the resources requested for the proposed programme and to which the lowest priority is to be assigned. At the present stage, this recommendation would apply only to programmes in the economic, social and humanitarian fields.

3. The Committee concluded that, in making its determinations on relative growth rates in future, it should: 1/

1/ For the discussion of this subject by the Committee, see paras. 60-66.

(a) State in each case whether the growth rate for the major programme should be applied only to the central units and, if not, guidance should be provided on the relevant growth of the regional programmes;

(b) State, within these growth rates at the programme level, any caveats as to priorities at the subprogramme level;

(c) State the assumptions on the availability of extrabudgetary funds in the light of which the Committee has reached its recommendation on the relative growth rates in the regular budget;

(d) Assign to small programmes, where this is warranted, growth rates of a sufficient size to permit at least the minimum growth in resources represented by one additional post.

(ii) Future areas for evaluation in 1978

4. The Committee 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.

(iii) Method for future discharge of co-ordination function of the Committee

5. The Committee concluded that it would be preferable in the future to review agency activities sector-by-sector rather than on an organization-by-organization basis. The Committee would identify at each session a number of areas in which several organizations are active, for consideration at the next session. A report should be submitted to CPC on each of these areas which would enable the Committee to consider the involvement of organizations and to assess the extent to which their activities are complementary and mutually supporting (see paras. 244-245).

B. Evaluation

(i) Guidelines for general improvement

6. The Committee recommends that: 2/

(a) Achievement indicators should be introduced into programmes at the planning stage in order to permit the measurement of programme implementation and results against objectives;

(b) The categories of intended recipients of programme outputs at the country level, or where appropriate at the regional level, should be defined in the medium-term plan and evaluation reports;

2/ For the discussion of this subject by the Committee, see paras. 67-78.

(c) Systematic efforts should be made to have the opinion of the users or "audience" of the output of programmes fed back into the evaluation and programming process, through such methods as surveys and circulars to relevant institutions;

(d) Improvement should be made in interpreting more clearly which activities or programme elements are obsolete or of marginal usefulness;

(e) Future evaluations should clarify the relationships between evaluated and ongoing and proposed activities or programme elements;

(f) The relationship between evaluated programmes and related programmes in the specialized agencies should be analysed; such analyses should indicate the level of resources devoted to these programmes on a system-wide basis, and the impact which prior consultations had had on programme formulation and implementation should be noted;

(g) Intensified efforts should be made to define, through co-operation among the organizations of the United Nations system and the Joint Inspection Unit, a methodology for evaluation, based on a maximum degree of common principles and guidelines;

(h) The Joint Inspection Unit should be invited to continue to assist within its mandate the Committee in its evaluation functions through oral or written comments on future evaluation reports.

(ii) Guidelines for evaluation reports to be submitted to the Committee at its eighteenth session

7. The Committee decided that:

(a) The Secretariat need not provide an internal evaluation report on public administration and finance, since the report of the Joint Inspection Unit is expected to be comprehensive (see paras. 204-208);

(b) No evaluation report will be required for development planning, projections and policies, although the chapter in the medium-term plan dealing with this major programme will be considered in depth (see paras. 191-194);

(c) The internal evaluation report on ocean economics and technology will be used as the basis of a methodological discussion and, as a consequence, the Secretariat is requested to present the report as a model and include in it discussions of methodological difficulties, especially in the specification of impact (see paras. 195-200);

(d) The internal evaluation report on social development and humanitarian affairs should focus on the problem of the diffusion of Secretariat effort owing to the multitude of individual activities mandated by legislation in this area. The report should list those mandates that the Secretary-General considers give rise to activities that are of marginal usefulness and, if needed, should include draft consolidated legislation for the Committee's consideration. An analysis of output and impact is required only for the Centre on Social Development and Humanitarian Affairs. The Committee will have before it the report of the ad hoc working group, established under Economic and Social Council resolution 2079 (LXII), of 13 May 1977, entitled "Reinforcing the social development sector within the United Nations" (see paras. 209-221).

C. Recommendations concerning programmes reviewed in depth

(i) Public information 3/

(a) Programme review

8. With regard to programme review:

(a) The Committee found that the Consultative Panel on Public Information, the Committee for Programme and Co-ordination and the Fifth Committee should constitute an adequate institutional framework for the performance of the functions of expert advice, programme review, priority-setting and over-all policy guidance and budgetary supervision, respectively;

(b) The Committee recommends however, that the Consultative Panel on Public Information should focus on specific professional advice and recommendations so that the best technical methods are used for the most effective dissemination of information; therefore:

- (i) The degree of professional expertise within the group should be strengthened;
- (ii) The Secretariat should improve its technical support of the panel by, inter alia, providing better and more relevant documentation.

(b) Programme monitoring

9. In order to improve the effectiveness of its activities, the Office of Public Information (OPI) should develop methods for assessing the impact of these activities through such measures as:

- (a) More systematically organized feedback from United Nations information centres concerning the use of OPI material;
- (b) Selective surveying for the opinions of those who use OPI material.

Further, the Joint Inspection Unit should assist intergovernmental bodies in programme monitoring through selective inspection of information centres to assess their effectiveness.

(c) Programme orientation

10. The Committee recommends that the Office of Public Information should focus its programme more effectively through:

- (a) Better definition and clearer identification of target audiences, where impact can be maximized. In the absence of reliable and valid achievement

3/ For the consideration by the Committee of the programme on public information, see paras. 79-112 below.

indicators about such audiences, the Committee considers that greater emphasis should be placed upon redisseminators of information;

(b) Less emphasis on radio services, where decreasing interest for such services is manifest and where audience interest is uncertain, and greater priority on electronic media channels that actually utilize United Nations materials;

(c) Greater emphasis on redissemination in local languages.

(d) Publications programme

11. The Committee expressed its concern about the time-spacing of certain periodic OPI publications:

(a) In particular, the unacceptable delay in the publication of the Yearbook of the United Nations created a void in up-to-date intermediate reference material on the Organization. In order to bridge that gap, the Committee reiterated that:

(i) The publication of the Yearbook should be speeded up through more efficient management and production;

(ii) The United Nations Monthly Chronicle should be promptly published in all language versions on a quarterly basis and should provide thorough but more concise information on current and forthcoming activities within the United Nations system;

(b) Press releases concerning such matters as United Nations appointments, contributions to funds and the like, should be issued on a monthly basis. Coverage of the sessions of the subsidiary bodies of the major organs and the Main Committees of the General Assembly and the Economic and Social Council should be more closely related to the anticipated requirements of the users and, if requested by the bodies concerned, be limited to background and closing round-up releases.

(e) Resources and growth rate

12. The Committee noted that the real growth rate of the public information programme in the proposed programme budget for 1978-1979 was not in conformity with the "well below average" designation given to it by the Committee at its sixteenth session and approved by the General Assembly in resolution 31/93 of 14 December 1976.

13. The Committee recommends to the General Assembly that:

(a) The OPI programme should be held to a "well below average" growth rate and the resources released should be redeployed to the transport programmes of the Economic Commission for Africa (ECA), the Economic Commission for Latin America (ECLA), the Economic Commission for Western Asia (ECWA) and the Economic and Social Commission for Asia and the Pacific (ESCAP), in accordance with the procedures indicated in the recommendation contained in paragraph 14 (4) (c).

(b) The necessary reductions in the proposed programme budget for 1978-1979 should be achieved with the following considerations in mind:

- (i) The increased emphasis on economic and social information should be maintained and reflected in the regular budget;
- (ii) Consequently, resources should be reallocated within the OPI budget from programme elements identified as having lower priority - for instance, short-wave broadcasting, periodicity of the Monthly Chronicle, range of press releases (referred to above in paras. 10 (b), 11 (a) (ii), and 11 (b)) - than the economic and social information programme.

(ii) Transport ^{4/}

14. The Committee, on the basis of its review of the transport activities of the United Nations and its specialized agencies, agreed on the following recommendations concerning the allocation of primary responsibilities of work in the field of transport:

(1) Modes of transport

(a) Civil aviation:

- (i) The International Civil Aviation Organization (ICAO) has over-all responsibility in all domains of activity in international civil aviation;
- (ii) At the regional level this responsibility is exercised in co-operation with specialized regional civil aviation organizations and, where such organizations do not exist, with the regional commissions;

(b) Maritime transport:

- (i) At the global level, the Inter-Governmental Maritime Consultative Organization (IMCO) is responsible for maritime matters that are primarily of a technical nature or concern the safety of shipping;
- (ii) At the global level, the United Nations Conference on Trade and Development (UNCTAD) is responsible for trade and development and related aspects of shipping;
- (iii) As an increasingly important extension of their inland transport activities, the regional commissions have, within their over-all, multidisciplinary mandate, responsibilities for shipping both with regard to technical and broad developmental aspects. As appropriate, these responsibilities are carried out in co-operation with IMCO and UNCTAD, respectively;

(c) Land transport

Hitherto the responsibilities in this mode of transport (including inland waterways) have been divided between United Nations Headquarters and the

^{4/} For the consideration by the Committee of the programme on transport, see paras. 138-166.

regional commissions. The Committee recommends that the responsibilities of Headquarters in this area should be transferred to the regional commissions in Asia, Africa and Latin America. United Nations Headquarters will retain responsibility only for questions of transport institutions and technologies concerning more than one region.

(2) Over-all transport matters at the system level

The Committee recommends that the primary responsibility with respect to the following should be as indicated:

- (a) Multimodal transport: UNCTAD;
- (b) Containerization: UNCTAD;
- (c) New transport technologies: Department of Economic and Social Affairs;
- (d) Transport of dangerous goods: ECE acting for the system;
- (e) Information storage and retrieval, providing an inventory of transport economics and technology studies and reports within the system: Department of Economic and Social Affairs.

(3) Co-ordination of United Nations system activities

(a) At the intergovernmental level, the co-ordination function should continue to be vested in the Economic and Social Council and should be carried out through its Policy and Programme Co-ordination Committee and the Committee for Programme and Co-ordination;

(b) At the secretariat level, the function of over-all co-ordination in matters involving several organizations should continue to be vested within the framework of the Administrative Committee on Co-ordination (ACC) in the Department of Economic and Social Affairs, in close co-operation with the Office for Inter-Agency Affairs and Co-ordination and competent organs and organizations of the United Nations system.

(4) Implementation of the recommendations

To implement these recommendations to decentralize land transport activities, the Committee recommends to the General Assembly that:

(a) The responsibility for programme elements 6.4 (low-cost construction in arid areas), 7.2 (rural transport in developing countries), 7.3 (studies on the use of waterways, coastal shipping, short sea services) and the associated resources should be transferred to the regional commissions;

(b) The responsibility for all technical assistance activities at the regional and country level financed by UNDP in the transport sector, and the associated resources including those for substantive and administrative support, with appropriate arrangements for transfer of staff, should be fully transferred to the appropriate regional commissions by 1 January 1978, or in any case not later than 1 June 1978;

(c) The Secretary-General should be requested to submit to the General Assembly through the Advisory Committee on Administrative and Budgetary Questions, programme budget proposals for increased activities in the transport programmes of ECA, ECLA, ECWA and ESCAP to the total value of the resources released as a result of recommendations contained in paragraphs 14 (4) (a) and (b), 13 (a) and 23 (a);

(d) The Secretary-General should be requested to establish, in the Department of Economic and Social Affairs within the resources remaining after the recommendations contained in paragraphs 14 (4) (a) and (c) are implemented, the transport technology and economics information system mentioned in paragraph 14 (2) (e) above.

(iii) Environment 5/

15. The Committee considered the Mediterranean project as a model of co-operation and recommends that the valuable experience accumulated by UNEP in this field should be utilized as widely as possible.

16. The Committee recommended that future programming should involve the regional commissions more evenly in environment activities.

17. In future, priority setting special emphasis should be given to the subprogramme environment and development.

(a) Natural disasters

18. On the basis of the information submitted to it, the Committee continued to have some reservations about the precise role of UNEP's programme in the field of natural disasters. The Committee noted that the Office of the United Nations Disaster Relief Co-ordinator also had a mandate to "co-ordinate and catalyse" action elsewhere. That programme had been the subject of a General Assembly resolution in 1976 requesting additional resources to ensure the maintenance of a strengthened office. In these circumstances, the Committee recommends that the Economic and Social Council and the General Assembly further clarify the precise division of responsibilities among UNDRO, UNDP and UNEP, both through the United Nations regular budget and the Fund of the United Nations Environment Programme.

(b) Growth rate

19. With regard to growth rate:

(a) The Committee noted that the over-all growth rate in the Secretary-General's proposed programme budget for the environment programme was in the "well-above-average" category.

(b) The Committee also noted that this growth was almost entirely accounted for by transfers from extrabudgetary to regular-budget funding. In the case of this particular programme, the essential question about these transfers concerned the interpretation of a long-standing legislative mandate. The Committee noted that the Secretary-General and the Advisory Committee on Administrative and Budgetary Questions were both examining this problem.

^{5/} For the consideration by the Committee of the programme on the environment, see paras. 167-190.

(c) The Committee also recalled that, in proposing a "well-below-average" relative real growth rate for the environment programme on the basis of its examination in 1976 of the medium-term plan, it had explicitly stated that its judgement was based solely on the presentations available to the Committee. In the case of the environment programme, there had been some difficulties in understanding the precise nature and purposes of the programme in relation to other elements of United Nations programmes. Much of this uncertainty had been cleared up through the efforts of the Executive Director of the United Nations Environment Programme and his staff, who had presented clear documentation and had responded to additional questions which arose. In these circumstances, the Committee recommends to the General Assembly that UNEP should be held to a relative growth rate close to but not exceeding the average for the programme budget biennium for 1978-1979.

(iv) Human settlements

20. The Committee refrained from making recommendations with respect to the programme on human settlements, since the institutional consequences of Habitat: United Nations Conference on Human Settlements are still under consideration by the Economic and Social Council (see paras. 113-137).

D. Relative growth rate discrepancies

(i) General

21. The Committee expressed concern about the lack of compliance in some of the proposed programmes with the relative growth rates approved by the General Assembly in resolution 31/93.

(ii) Social development and humanitarian affairs 6/

22. The Committee noted that:

(a) The real growth rate of 6.0 per cent for this major programme in the proposed programme budget for 1978-1979 was not in conformity with the "average" designation given to it by the Committee at its sixteenth session and approved by the General Assembly in resolution 31/93;

(b) The real growth rate of 3.6 per cent proposed for the central substantive unit, the Centre on Social Development and Humanitarian Affairs, was also not in conformity with the "average" designation.

23. The Committee recommends to the General Assembly that:

(a) The real growth rate of the Centre for Social Development and Humanitarian Affairs should be held within the average growth rate as approved by the General Assembly, and that the resources released should be redeployed to the transport programmes of ECA, ECLA, ECWA and ESCAP, in accordance with the procedures indicated in the recommendation contained in paragraph 14 (4) (c) above;

6/ For the consideration by the Committee of the programme on social development and humanitarian affairs, see paras. 209-221.

(b) 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;

(c) The resources budgeted for programme elements 1.2 (Provision to Governments and intergovernmental bodies of information on the role and functions of locally based organizations for rural development), 1.5 (Integration of youth in development activities) and 3.3 (Monitoring world crime trends and crime prevention policies) at Headquarters should be curtailed;

(d) The resources budgeted for subprogramme 4 (Integration of women in development) at Headquarters should be increased.

(iii) Human rights 7/

24. The Committee recommends to the General Assembly that the relative growth rate of the human rights programme should be held at the rate approved by the Assembly.

25. It noted that certain programme elements were not satisfactorily presented in the proposed programme budget. It recommends that the Fifth Committee of the General Assembly should give particular attention to this programme.

26. The Committee stressed that subprogrammes which do not have their legislative authority specified or which appear to overlap should be subjected to particularly close scrutiny, in order to ensure the most effective use of resources in this programme.

(iv) International drug control 8/

27. The Committee expressed concern about the failure of the units engaged in drug abuse control to keep within the growth rates; it noted, however that the 1971 Convention on Psychotropic Substances had entered into force in August 1976, subsequent to consideration by CPC of the 1978-1981 medium-term plan, and that this had created an increased workload.

28. The Committee therefore requests the relevant secretariats to undertake the tasks involved for the biennium 1978/1979 either from savings elsewhere in the programme or from the United Nations Fund for Drug Abuse Control, whose terms of reference would appear to cover the tasks described in programme element 2.1 (Research on narcotic and psychotropic substances in collaboration with scientists and specialized institutions) of section 14 of the proposed programme budget (A/32/6). 9/ The Committee agreed to give serious consideration to the absorption

7/ For the consideration by the Committee of the programme on human rights, see para. 228-232.

8/ For the consideration by the Committee of the programme on international drug control, see paras. 222-227.

9/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 6 (A/32/6).

of this work within the regular budget from 1980 during its examination in 1978 of the 1980-1983 medium-term plan.

E. General resource issues

(i) Programming procedures and budget cycles

29. The Committee suggested that the Economic and Social Council and the General Assembly might wish to consider the problems of programming procedures and the supplementary financial implications in order to provide appropriate institutional means for solving them (see paras. 238-240).

(ii) Transfer of extrabudgetary posts to regular budget

30. When considering proposals of the Secretary-General that programmes, subprogrammes or programme elements carried out by means of extrabudgetary resources should be transferred to the regular budget of the United Nations, the Economic and Social Council and the General Assembly should consider whether it is justifiable to carry out these programmes within the framework of the regular budget. In considering such questions, the legislative organs should keep in mind the medium-term plan and the relative growth rate approved by the General Assembly for the programme in question (see paras. 63-66).

F. Co-ordination

(i) Cross-organizational programme analyses for the eighteenth session

31. The Committee decided to review the following programme areas on a system-wide basis at its eighteenth session: economic co-operation among developing countries; information systems within the United Nations system (see para. 37 below) and programmes on transfer of technology (see paras. 244-245).

(ii) Programme planning

32. The Administrative Committee on Co-ordination should clarify the obstacles and costs involved in the further harmonization of programme budgets and medium-term plans, as well as the advantages to be derived therefrom and indicate ways in which further progress might be made (see paras. 254-258).

33. The functioning of the prior consultation procedure with regard to both programme budgets and medium-term plans should be improved by linking it systematically with future reviews of programme sectors on a system-wide basis, as well as with the work of the ACC subsidiary bodies operating in programme areas. The Committee agreed to the suggestion of ACC that information on the results of prior consultations should be conveyed to CPC on a programme-sector-by-programme-sector basis, rather than an organization-by-organization basis with particular attention being devoted each year to the areas selected by CPC for in-depth review (see paras. 259-267).

(iii) Programme questions

34. The Administrative Committee on Co-ordination should provide information in its reports concerning substantive issues of co-ordination in order to provide CPC and the Economic and Social Council with options and alternative courses of action and to link more closely its work to the recommendations and concerns of intergovernmental bodies. The provisions of Economic and Social Council resolution 1643 (LI) should be more strictly observed. The Committee decided to keep questions relating to the functioning and effectiveness of the ACC machinery under continuing review (see paras. 271-278).

35. The Committee drew the attention of ACC, the Economic and Social Council and the General Assembly to the fact that the success of the Conference on Science and Technology depended to a large extent on the degree of co-operation and co-ordination within the United Nations system, especially during the preparatory process (see paras. 287-292).

36. The Committee recommends that the Economic and Social Council should review the present situation relating to international years and anniversaries against the background of its own previous resolutions on the subject, with a view to limiting the number of such events in order to focus attention and secure action on the most important issues (see para. 295).

37. The CPC, having been informed of the existence in the United Nations family of organizations of about 50 different information systems, a certain number of which might not be compatible, decided to study this question at its next 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 (see paras. 268-270).

(iv) Joint meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination

38. The Committee agreed that the following items should be included in the provisional agenda of the forthcoming joint meetings: 10/

(a) Development objectives of the United Nations system;

(b) Ways and means of strengthening the contribution of organizations to the work of the Committee for Programme and Co-ordination and the Economic and Social Council.

10/ See also paras. 244-253, 271-278 and 296-297.

CHAPTER II. ORGANIZATION OF THE SESSION

39. The Committee for Programme and Co-ordination held its seventeenth session at United Nations Headquarters from 23 May to 17 June 1977. Prior to the session, the Committee held its organizational meeting (457th meeting) on 9 May 1977.

40. The agenda for the seventeenth session (E/AC.51/81 and Add.1) 11/, adopted by the Committee at its organizational meeting, is reproduced in annex I below. The list of documents before the Committee is contained in annex II.

41. At its organizational meeting, on 9 May 1977, the Committee re-elected by acclamation Mr. Peter Hansen (Denmark) as Chairman. At its 458th meeting, on 23 May 1977, the Committee elected by acclamation the following Vice-Chairmen: Mr. Angel Oliveri-Lopez (Argentina), Mr. Petr Belyaev (Byelorussian Soviet Socialist Republic) and Mr. Michael Okeyo (Kenya); and at its 460th meeting, on 24 May 1977, it elected by acclamation Mr. G. S. Iyer (India) as Rapporteur.

42. At the same meeting, the Committee adopted its programme of work as proposed by the Chairman and decided to request summary records only for meetings at which its conclusions and recommendations were to be considered. The programme of work approved by the Committee, including excerpts from the Chairman's introductory statement, was issued as document E/AC.51/L.84. The following decisions were also taken by the Committee at its organizational meeting:

(1) The Committee decided to request the Secretariat to provide additional information concerning the conclusions that could be drawn from the reports of the Secretary-General on programme evaluation for the period 1974-1975 (E/AC.51/80 and Add.1-4) with respect to the curtailment or termination of programmes which have become obsolete or less useful since they were established.

(2) The Committee decided to request explanations from the Secretariat concerning deviations in the relative growth rates recommended by the Committee at its sixteenth session and endorsed by the Economic and Social Council in resolution 2019 (LXI) of 3 August 1976 and the General Assembly in resolution 31/93 of 14 December 1976, and the actual growth rates proposed for certain programmes in the proposed programme budget for the biennium 1978-1979, for: (a) human rights; (b) international narcotics control; (c) public information; and (d) social development and humanitarian affairs.

(3) Bearing in mind the fact that the Economic and Social Council at its forthcoming sixty-third session will be considering the institutional aspects of the programme in human settlements, the Committee decided not to examine the institutional aspects of that programme at its present session, but to consider including it among the subjects for in-depth review at its eighteenth session.

(4) The Committee authorized its Chairman to consult with the Chairman of the Advisory Committee on Administrative and Budgetary Questions in order to ensure maximum compatibility of the work in the programmes of the two Committees.

11/ The addendum contains the annotations to the provisional agenda.

43. Although at its organizational meeting, the Committee decided to request summary records only for meetings at which its conclusions and recommendations were to be considered, owing to its heavy work programme, it decided later not to request summary records for those meetings either.

44. On the day the Committee concluded its consideration of the proposed programme budget, it had before it a cable dated 3 June 1977 from the President of the Industrial Development Board addressed to the Secretary-General of the United Nations (E/AC.51/L.85). The Committee regretted that there was not adequate time to consider the document.

45. Owing to the constraints of time, except for the report of the Joint Inspection Unit on evaluation in the United Nations system (JIU/REP/77/1), which it considered under item 3 (Proposed programme budget for the biennium 1978-1979), the Committee was unable to consider the following reports of the Joint Inspection Unit:

(a) Report on fellowships in the United Nations system (A/31/101), and comments thereon by the Administrative Committee on Co-ordination (E/AC.51/87);

(b) Latin American integration: report on the technical co-operation provided by the United Nations system (E/5890), and comments thereon (E/5890/Add.1-4);

(c) Asia and the Pacific: a report on the technical co-operation provided by the United Nations system to the regional and subregional integration and co-operation movements (E/5959), 12/ and the comments thereon (E/5959/Add.1);

(d) Report on country programming as an instrument for co-ordination and co-operation at the country level (DP/254), and comments thereon by the Administrator of the United Nations Development Programme (DP/268).

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

47. The following States Members of the United Nations were represented by observers: Australia, Austria, Canada, Egypt, Germany, Federal Republic of, Netherlands, Nigeria, Poland, Romania, Spain and Turkey.

48. The following specialized agencies were represented: the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the World Bank, the International Monetary Fund, the International Civil Aviation Organization, the Inter-Governmental Maritime Consultative Organization and the World Intellectual Property Organization. The International Atomic Energy Agency was also represented.

12/ The Advisory Committee on Administrative and Budgetary Questions has decided not to submit its observations on these reports.

49. Present also at the session were the Under-Secretary-General for Inter-Agency Affairs and Co-ordination, the Executive Director of the United Nations Environment Programme, the Assistant Secretary-General for the Office of Public Information, the Director of the Budget and other senior officials of the United Nations Secretariat, as well as representatives from the regional commissions. Representatives of the United Nations Conference on Trade and Development (UNCTAD), the United Nations Environment Programme (UNEP), the United Nations Development Programme (UNDP) and the United Nations Industrial Development Organization (UNIDO) also attended the session.

50. At the invitation of the Committee, the Chairman of the Joint Inspection Unit participated in the Committee's introductory discussion of evaluation methodology and procedures and of the Committee's own role in this context.

Adoption of the Committee's report

51. The Committee considered its draft report (E/AC.51/L.86 and Add.1-22), at its 489th and 490th meetings on 17 June 1977 and adopted it, as orally revised.

CHAPTER III. PROPOSED PROGRAMME BUDGET FOR
THE BIENNIUM 1978-1979

A. General

52. The Committee considered agenda item 3 (Proposed programme budget for the biennium 1978-1979) at its 459th to 477th and 482nd to 488th meetings.

53. For the consideration of the item, the Committee had before it the proposed programme budget for the biennium 1978-1979 ^{13/} and the relevant sections of the medium-term plan for the period 1978-1981. ^{14/} The Committee also had before it the comments received from the specialized agencies and IAEA on the various sections of the proposed programme budget for the biennium 1978-1979 (E/AC.51/38 and Add.1-3).

54. In paragraph 44 of the report on its sixteenth session, ^{15/} The Committee, while reserving the right to examine any programme in depth, indicated that the following would be among the programmes to be considered in depth at its seventeenth session in connexion with the consideration of the proposed programme budget for the biennium 1978-1979: (a) environment; (b) human settlements; (c) public information; and (d) transport. The Committee expressed the hope that internal and external evaluation could be performed on those programmes before its seventeenth session.

55. By paragraph 3 of section II of its resolution 2039 (LXI) of 5 August 1976, the Council requested "the Secretary-General to develop experimental modifications in the existing procedures and techniques of the Secretariat, with a view to achieving effective internal evaluation, and to submit them, together with experimental programme evaluation reports, to the Committee for Programme and Co-ordination at its seventeenth session, the Economic and Social Council at its sixty-third session and the General Assembly at its thirty-second session".

56. Pursuant to the above paragraph and to paragraph 11 of General Assembly resolution 31/93 of 14 December 1976, the Committee had before it the following documents: E/AC.51/80 and Add.1 and 2, Add.3 and Corr.1 and Add.4.

57. Further, at the tenth series of joint meetings of CPC and ACC in 1976, there was general agreement on the need for organizations to strengthen their substantive support of CPC in its review of selected programmes and their system-wide implications by, inter alia, providing it with special analyses covering, inter alia, activities being undertaken by the various organizations in those areas, the means being utilized to co-ordinate those activities, the co-ordination problems being encountered and the results of the prior consultation procedures relevant to those areas, and by facilitating the attendance of

^{13/} Official Records of the General Assembly, Thirty-second Session, Supplement No. 6 (A/32/6).

^{14/} Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5, vols. I and II).

^{15/} Ibid., Supplement No. 38 (A/31/38).

substantive agency officials in the discussions. In addition, the CPC members expected that ACC would give special consideration at its sessions preceding the meetings of CPC to the areas selected by CPC for in-depth consideration and looked forward to the Chairman of CPC being invited to those discussions. ^{16/} Accordingly, the Committee had before it the following documents: E/5947; E/AC.51/82 and Add.1 and 2 (English only); E/AC.51/83; and E/AC.51/84. The details of the Committee's consideration of the above documents, among others, appear under the relevant sections of the present chapter.

58. In addition to its in-depth reviews of the programmes on environment, human settlements, public information and transport, the Committee gave more detailed attention to those programmes selected for in-depth review at its eighteenth session ((a) development planning, projections and policies; (b) ocean economics and technology; (c) public administration and finance; and (d) social development and humanitarian affairs) in order to identify particular problems or issues on which evaluation reports could focus at the next session.

59. At its organizational meeting, the Committee had decided to review the other sections of the proposed programme budget with particular attention to the relationship between the programmes contained therein and their descriptions in the medium-term plan for the period 1978-1981. Owing to constraints of time, however, the Committee was able to do so only for those programmes which did not comply with the relative growth rates approved by the General Assembly: human rights and international drug control.

B. Programme budget: general

60. While considering the sections of the draft programme budget, the Committee noted that the real growth rate allocated in the Secretary-General's proposals to several programmes were above those decided upon by the General Assembly in resolution 31/93. The programmes involved were public information, environment, social development and humanitarian affairs, international drug control, human rights, disaster relief, and ocean economics and technology. The Committee had a general exchange of views on the problem during its 458th and 459th meetings and further considered the issues relating to individual programmes when the relevant sections of the programme budget were considered.

61. The Director of the Budget Division explained the reasons for variations in the different programmes, which included proposals for absorption into the regular budget of activities financed from extrabudgetary sources and implementation of programmes emanating from the entry of international conventions into force.

62. Differing opinions were expressed in the Committee on that issue. Some members were of the opinion that the Secretariat should comply fully with the ratings, since they were the result of several delicate compromises and represented a definitive determination of priorities by the Economic and Social Council and the General

^{16/} See paragraphs 38 and 42 (e) of the report of the Chairman of the Committee for Programme and Co-ordination and the Chairman of the Administrative Committee on Co-ordination (E/5892). By its decision 208 (ORG-77) of 12 January 1977, the Council took note of the conclusions contained therein.

Assembly. They were also of the view that deviations from the relevant decisions of the Economic and Social Council and General Assembly would distort established priorities. Other members, however, recalled that, in the report on its sixteenth session, 17/ the Committee had recognized that it was working with a "blunt instrument" and, in view of the absence of relative priorities among subprogrammes, it should examine divergences on a case-by-case basis and endeavour to refine the methods for setting priorities.

63. The Committee noted that five programmes were listed in paragraph 9 of annex V to the introduction of the proposed programme budget for the biennium 1978-1979 18/ as having budget proposals that included transfers of posts from extrabudgetary to regular budget funding. The view was expressed that such transfers could distort priorities set by the Economic and Social Council and General Assembly and that there could be no satisfactory procedures for setting priorities for growth in the regular budget for United Nations programmes until a solution to the problem of transfers was found. The Committee distinguished between cases in which there was a clear resolution authorizing the transfer, as was the case with the Office of the United Nations Disaster Relief Co-ordinator, and those transfers for which there was no clear authorization. There was agreement in the Committee on the principle that transfers should be limited in the future to cases for which there was clear legislative authorization. Some members were, however, of the view that the Committee should not over-generalize the matter and should judge the programmes on an individual basis and make recommendations for each case on its own merits.

64. The Committee expressed the view that the information in the proposed programme budget for the biennium 1978-1979 on the percentage of the regular budget proposals that was likely to be spent on each subprogramme was useful but incomplete. It stated that corresponding estimates for extrabudgetary funding were also needed.

65. In the light of its experience in relating the proposed programme budget for 1978-1979 to the medium-term plan for 1978-1981, the Committee felt that some refinements were necessary in its methodology for establishing relative real growth rates. It noted the following problems arising from lack of clear direction:

(a) At what level should growth rates be assigned - programme or subprogramme? The Committee's experience suggested that in future it should attempt some statement of relative priorities among subprogrammes when recommending a relative real growth rate for a programme as a whole;

(b) Related to (a), how should growth rates be applied to regional programmes or subprogrammes and Headquarters programmes or subprogrammes? Here again, the Committee noted the necessity of its giving clearer guidance when studying individual programmes in the medium-term plan;

(c) How could the assignment of growth rates allow for the special case of small programmes, where an increase of even one Professional post would put it in

17/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 38 (A/31/38), para. 88.

18/ Ibid., Thirty-second Session, Supplement No. 6A (A/32/6).

the "well above average" category under the present conditions of budgetary restraint? That problem would seem to require that the Committee give greater attention to the broad scale of resources involved in programmes when it considered recommendations on the basis of the medium-term plan;

(d) How strictly should the growth rates be applied in cases in which the programme approved in the medium-term plan was subject to mixed regular budget/extrabudgetary financing, and in which the Secretary-General proposed, in presenting his budget, to alter the ratio between sources of financing? While the Committee recognized that such transfers, if carried out within the terms of the approved medium-term plan, were not strictly in conflict with the application of relative real growth rates to the implementation of the plan, it emphasized that they were a disruptive factor in the General Assembly's efforts to apply coherent management to the resources available to the United Nations through its regular budget.

66. The Committee invited the Secretary-General to comment on these points and to make any related observations in advance of the Committee's consideration in 1978 of the medium-term plan for 1980-1983.

C. Evaluation methodology and procedures

67. The Committee held a general discussion of evaluation methodology and procedures and the role of the Committee in this context at its 459th and 464th meetings, on 23 and 26 May 1977. In addition, during the reviews of specific programmes, members of the Committee made observations on the general applicability of the methodology used; for convenience these are also presented in the present section of the report. The Committee had before it the report by the Secretary-General on programme evaluation for the biennium 1974-1975 (E/AC.51/80) and the evaluation reports themselves (E/AC.51/80/Add.1 and 2, Add.3 and Corr.1 and Add.4). The Committee also had before it the report on evaluation in the United Nations system prepared by the Joint Inspection Unit (JIU) (JIU/REP/77/1). The report was submitted to the Committee for its "preliminary observations" at the request of the Unit, since the Secretary-General, ACC and the Advisory Committee on Administrative and Budgetary Questions will not have an opportunity to comment on the report in time for the Committee's session.

68. At the invitation of the Committee, both meetings were attended by the Chairman of JIU.

69. He made a statement setting out his views on evaluation, in which he noted that there were several preliminary points on which there could be general agreement: (a) evaluation was an effort to assess results obtained against the objectives that had been set in the planning and budgeting phase; (b) evaluation involved judgements by representatives of Member States and was their prerogative; and (c) technical support was, however, needed from the secretariats in the form of internal evaluations. However, although these points of agreement were not negligible, what remained was a considerable grey area of undefined terms and unclear responsibilities. The Joint Inspection Unit had begun work already, even though the statute gave 1 January 1978 as the official date on which its responsibilities in that area commenced. In 1977 it would produce, in addition to the current report, which the Committee had before it, an experimental evaluation of the public administration and finance programme. Inspector Sohm's report was a descriptive

balance-sheet of what was being done, the annexes to that report being, perhaps, as important as the body of the text.

70. The Chairman of JIU then commented on some of the problems that needed attention. Achievement indicators needed to be developed. For example, one needed to know such simple things as the number of copies of a study that were sold, the number of persons trained by a training programme and whether the clientele of a programme was satisfied with it. Perhaps, however, the crux of the problem at the current stage was the imprecise nature of the objectives in programming documents. Objectives needed to include some reference to time phasing; they should also include regional targets.

71. In discussing the JIU report, the Committee generally welcomed the recommendations, although some concern was expressed that its recommendations would establish a system that was too cumbersome. Several members cautioned against spending too much effort on matters of definition and methodology, which would postpone pragmatic action. The Chairman of JIU assured the Committee that the recommendations would not be costly to implement and that system-wide guidelines and a common vocabulary would be worked out at a meeting in June 1977 at Geneva.

72. In general, the Committee considered the guidelines (E/AC.51/80, annex) to be acceptable.

73. The over-all response of the substantive units to the guidelines was assessed by the Committee as follows:

(a) The description of the organizational cost of major programmes was adequate except for the tables showing the cost as a percentage of total resources for the period 1974-1981, which caused a great deal of critical discussion. In particular neither the status nor the basis of the calculations was clear. Representatives of the Budget Division explained that the figures for the major programmes were a total of regular budget direct costs, extrabudgetary overhead, apportioned costs and operational expenditures. The percentage shown was obtained by dividing that total for the major programme by a corresponding total for the entire budget. The figures for 1974-1975 were actual expenditures and for 1976-1977 were a mixture of actual and projected expenditures, while the figures for 1978-1979 and 1980-1981 were projections derived by applying assumptions of inflation and real growth to the preceding biennium. The status of the figures was a projection only; they were not "plans" or "determinations" by the Secretariat and would not be used or referred to in future budgetary requests. It was pointed out that, in the context of the medium-term plan, such projections were requested of the Secretariat by the General Assembly in resolution 31/93. There was general agreement, however, that it was unnecessary to have projections of that sort in an evaluation report and that, if they were given in other contexts in the future, their status as projections given for information only should be made clear.

(b) The coverage of legislative authority and current evaluation procedures was regarded as adequate.

(c) Within the evaluations of individual programmes and subprogrammes the description of output was generally regarded as adequate, but the description of impact was regarded as poor. The Committee deplored that many of the substantive units did not respond to the questions on termination and expansion and that most of the answers given were trivial. Several representatives suggested that the

questions were not satisfactorily formulated and that it would be better to ask programme managers to state explicitly how they would choose to apply a 5 or 10 per cent variation in their budgets and what programme elements they would terminate or expand.

74. The evaluation of the major programme in environment (E/AC.51/80/Add.4), and the contribution of the United Nations Environment Programme (UNEP) in particular, was singled out as the best of the four reports. It was regarded as well drafted, presenting intelligible analyses. The Committee noted that UNEP had taken a selective approach in its internal evaluation and this approach made the task of a comprehensive evaluation impossible. It was recognized that such selectivity permitted a much fuller and more searching analysis of the programmes chosen for the exercise. The Committee was satisfied that the selection of programmes was not biased towards successful programmes, since it included not only showpieces, but also programmes where progress had been slow or where the contribution of UNEP was dubious. It was felt, however, that, if a selective approach were to be used in the future, the Committee and not the Secretariat should select the subprogrammes for special focus and that the Committee should consider, in each case, whether to ask the regional commissions to submit reports on the regional programmes.

75. In general it was felt that the Secretariat should make a more systematic effort to collect information on the results of its activities and, for that purpose, should send questionnaires to Governments, as suggested in the Secretary-General's report (E/AC.51/80, para. 17) whenever that would help.

76. It was also emphasized that the evaluations, although necessarily referring to the past, should indicate the relationship of the programmes evaluated to those currently being conducted and those proposed for the future.

77. The Committee felt that future evaluations, or the accompanying ACC reports, should contain indications of the total expenditure of the United Nations system in similar programmes.

78. There was general agreement that, in accordance with General Assembly resolutions 3543 (XXX) and 31/93, subprogrammes and programme elements that he regarded as obsolete or of marginal usefulness should be listed by the Secretary-General and some clear recommendations made on them in cases where there was not recent legislation authorizing their continuation.

D. Public information

79. The Committee reviewed the programme on public information at its 460th to 470th meetings. For consideration of the programme, the Committee had before it the report of the Secretary-General on programme evaluation for the biennium 1974-1975: public information (E/AC.51/80/Add.2); the report of ACC on public information activities in the United Nations system (E/AC.51/84 and Add.1); section 21 (public information) and section 8, programme D.1 (Economic Commission for Latin America) of the proposed programme budget for the biennium 1978-1979 19/ and the relevant section of the medium-term plan for the period 1978-1981. 20/

19/ Ibid., Supplement No. 6 (A/32/6).

20/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

80. At the outset, the Committee noted that the growth rate in real terms for the proposed programme budget concerning public information was 2.0 per cent, which was above the translation in percentage terms of the well-below-average biennial growth rate proposed by the Committee at its sixteenth session 21/ and endorsed by the Economic and Social Council in resolution 2019 (LXI) of 3 August 1976 and the General Assembly in resolution 31/93 of 14 December 1976.

81. The Director of the Budget Division of the Office of Financial Services of the United Nations Secretariat explained that the lack of compliance with the growth rate fixed by the General Assembly had been caused by the proposal to convert some posts in the Centre for Economic and Social Information (CESI) of the Office of Public Information of the United Nations Secretariat, currently financed from extrabudgetary sources, into posts financed under the regular budget. There was a general debate on the appropriateness of shifting to the regular budget activities and, consequently, human resources financed initially by some countries on a voluntary basis. The matter was discussed in detail in relation to the budget demands for CESI (see paras. 103-105 below).

82. The Committee agreed that public information activities were an important function of the United Nations and also accounted for a sizable share of the total resources of the Organization - receiving more than \$35 million and employing more than 600 staff members. These figures did not take into account the financial and human resources involved in the information activities of various United Nations organs established at Vienna, Geneva and Nairobi, in particular, or in those of the regional commissions.

83. It was found that the quantity and quality of data in the internal evaluation report (E/AC.51/80/Add.2) did not provide adequate assistance to the Committee in its effort to reach clear conclusions about future priorities on the basis of the impact of activities carried out in 1974-1975. The programme on the whole was unclear in its targets and exceedingly vague in measuring the results achieved. The internal evaluation concerning the work of all the divisions of the Office of Public Information was weak and did not provide conclusions by programme managers about the effectiveness of most of the activities carried out.

84. The Committee regretted that the evaluation report did not comply with the decisions of the General Assembly in resolution 3534 (XXX) of 17 December 1975 and paragraph 9 of resolution 31/93, which stressed the responsibility of the Secretary-General to draw to the attention of the competent intergovernmental bodies activities that were obsolete, of marginal usefulness or ineffective, indicating the resources that could be released so that the bodies concerned might take the necessary action. That restricted the ability of the Committee to carry out the instruction of the General Assembly in paragraph 11 (b) of resolution 31/93 in recommending curtailment or termination of such activities.

85. The Committee considered first the legislative authority for the programme and concentrated its attention on two issues: (a) the decision of the General Assembly in resolution 1335 (XIII) of 13 December 1958, by which the Secretary-General was requested, inter alia, to place greater emphasis upon the operations and

21/ Ibid., Supplement No. 38 (A/31/38), paras. 22, 86 and 88.

effectiveness of information centres in relation to the Office of Public Information at Headquarters, without impairing the over-all central direction of the United Nations information programme or the current facilities for the representatives of mass communications media; and (b) the decision of the General Assembly in resolution 1405 (XIV) of 1 December 1959, by which the Secretary-General was requested, inter alia, to appoint, in consultation with the Governments of Member States, a panel of qualified persons in order to consult with them from time to time on United Nations information policies and programmes in order to ensure maximum effectiveness at minimum cost.

86. The Committee was concerned that the principle of decentralization set out in General Assembly resolution 1335 (XIII) had not been effectively implemented even after 18 years. In 1959, there were 120 Professional posts at Headquarters, and 49 at the information centres. Currently, there were 134 Professionals at Headquarters and 52 at the information centres, which in fact constituted an increase in the percentage of Professional staff serving at Headquarters. On the other hand, in 1959, staff members in the General Service category numbered 103 at Headquarters and 102 at the information centres. Currently, there were 120 at Headquarters and 283 at the information centres. Any emphasis on the information centres had thus come solely through an increase in the number of staff members in the General Service category.

87. The arrangements for expert and intergovernmental review and guidance was the subject of discussion in the Committee. It was noted that a variety of functions had to be performed, including expert review and critique assigning programme priorities and giving over-all legislative and budgetary guidance. The Consultative Panel on Public Information had been established to carry out the first of these functions, while the latter had traditionally been carried out by the Fifth Committee, more recently supported by CPC, particularly with respect to programme review and priority assignment. Although the Committee felt that minor adjustments in the institutional coverage of these functions might be desirable, it felt no need for drastic changes or creation of new machinery.

88. It was also felt that the Consultative Panel met for too short a period of time, did not have adequate documentation to formulate technical recommendations for programme content and could not make recommendations to any policy-making body. In addition, the Committee stressed the need to encourage the Consultative Panel to formulate concrete recommendations as well as the necessity of having highly qualified media specialists participate in the Panel and the need for a more precise identification of its mandate. It was felt that the Consultative Panel, including highly qualified media specialists, should function in an optimal way enabling professional experts to make a full contribution in order to increase the effectiveness of the programme.

89. In studying the evaluation report for 1974-1975 (E/AC.51/80/Add.2) and correlating it with section 21 of the proposed programme budget for 1978-1979, the Committee was faced with a difficult problem in that the subprogramme structure of the former cut across the organizational structure that provided the basis for submission of the programme budget. Consequently, it was difficult to judge the effectiveness of the various activities.

90. On subprogramme 1 (OPI coverage) there were queries about the decline in output in areas such as radio news and still photographs, as well as about the

contents and dissemination of press releases. The permanent missions, as significant users of press releases, could have provided a useful means of evaluating the impact of the releases. There were suggestions that resources could be used more economically by issuing only monthly press releases on such matters as contributions to various funds and appointments of United Nations officers in the field, and by limiting coverage of those Conferences that work in informal sessions to background closing round-up press releases. Further, the Committee, appreciative of the value of the press release prepared at the end of each session of the General Assembly containing the resolutions and decisions adopted at that session, requested that a sufficient number of copies of the press release be provided to permanent missions.

91. Inquiries were made as to whether facilities for correspondents from developing countries were adequate. The difficulties in apportioning the limited space to various news representatives were recognized. However, it was stressed that in the allocation of facilities and space, priority should be given to bona fide correspondents. The Committee was assured by the representative of OPI that the question was under constant review by his Office.

92. The representative of OPI explained that decline in the output of radio news was mainly owing to the decrease of interest by developed countries in news oriented towards the United Nations, which was offset to some extent by greater interest in developing countries. The question was raised as to whether sufficient efforts were being made to maintain interest in United Nations information activities in developed countries, especially through the State-owned radio networks of Europe.

93. The Committee expressed serious concern about the continued and unacceptable delay in the publication of the Yearbook of the United Nations, which was a basic reference book for delegations, scholars and researchers on the work of the Organization. The delay in publication detracted from its value as a reference and adversely affected its sales. The Committee was informed that the volumes relating to the years 1975 and 1976 would be ready in 1978. The Committee was dissatisfied with that situation and recommended that the Secretary-General should ensure that the Yearbook was given the priority assigned to it by the General Assembly. In this connexion, it was also suggested that the possibility of effecting savings in time and money in the production of the Yearbook and other publications through technological innovations in the production process, particularly on-line, computerized word-processing technology, should be explored.

94. The Committee also commented critically on delays in the issue of the Monthly Chronicle in French and Spanish. Inquiries were made about the possibility of making the publication self-sustaining. It was suggested that the format of the Chronicle should be altered in order to provide more thorough information on United Nations activities, thus filling the gap created by the delays in the publication of the Yearbook. Further, it was suggested that the Chronicle could appear biannually or quarterly, which would be more economical.

95. It was stressed that the priority target of information activities should be the redissemulators of information, which should be identified, studied and assessed for their over-all effectiveness and in-depth impact in achieving programme objectives. Results of the study should be utilized to help determine the character and orientation of information.

96. The Director of CESI informed the Committee that consultations were currently being held with various Member States, especially in Europe, to see whether they would subsidize the cost of distributing Development Forum, which had a large following but was too costly to mail all around the world. If encouraging replies were received, it would be a step towards making the publication self-sustaining.

97. Details on commercial contracts negotiated for the publication of technical studies prepared by the United Nations were also provided to the Committee by the representative of OPI. Such ventures did not involve appropriations and provided royalty income to the United Nations. These included the papers from Habitat: United Nations Conference on Human Settlements, and material prepared for conferences such as those on water, science and technology, and technical co-operation among developing countries. The subject-matter of such publications was predominantly in the area of economics because of the volume of work done in that field. The studies being prepared for the forthcoming special session of the General Assembly on disarmament would be an important exception.

98. There was agreement that ACC and the Joint United Nations Information Committee (JUNIC) had made a good start with their report on system-wide co-operation (E/AC.51/84 and Add.1). A note of warning was sounded, however, lest too weighty a machinery result from the attempts at co-ordination. A number of questions were raised with regard to the specialized agencies' use of United Nations information machinery at Headquarters in order to distribute press releases on their own activities. The Committee was assured that that was done on a selective basis and was limited to items of special interest.

99. Inquiries were made as to the nature of the second group of functions entrusted to the public information services of the United Nations system, described in the report of ACC (E/AC.51/84, paras. 9 and 10). It was explained that such functions were not intended to involve the public information services in an advisory capacity, but to take into account the public information aspects of the increasing number of activities of a system-wide scope coming to the foreground, such as disarmament, food, health, industrialization and the like.

100. The Committee noted that the chart in annex II of the report (E/AC.51/84/Add.1), which provided an overview of the information activities of the United Nations system for the first time, proved very useful. The Committee recommended that information on the financial and human resources employed should be provided on a fully comparable basis for the next review of the programme.

101. The Committee noted with satisfaction the progress made in the implementation of subprogramme 4 (System-wide co-operation) (E/AC.51/80/Add.2, paras. 95-100) and noted the important role played by the JUNIC secretariat. It hoped that the co-ordinating and central planning role of CESI would be strengthened in the future.

102. During the study of the programme budget proposals for 1978-1979 (sect. 21), questions were raised about the absorption of extrabudgetary resources into the regular budget and the recurrence of various items described as non-recurrent items. One of the latter was expenditure for equipment which, it was explained, was being replaced at a rate far slower than that of the professional information industry.

103. The Committee was concerned about the very large size of the Radio and Visual Services Division at Headquarters, especially considering the reduced output of radio material. It was noted that no attempt had been made to decentralize the work of the Division even though there was expanded coverage in the developing countries.

104. One representative pointed out that the staff of the Radio and Visual Service Division had been servicing 147 countries and territories in 16 languages. He pointed out that a number of professional officers were outposted at information centres, regional commissions and the United Nations Office at Geneva as a move towards decentralization of the Headquarters staff.

105. In reply to questions about the functions of the External Relations Division, the representative of OPI explained that the Division serviced the information centres and provided public services. The latter included maintaining contacts with non-governmental organizations, replying to public inquiries, conducting group programmes for educational institutions, running the visitors' service and organizing international observance days.

106. In reviewing the work of CESI, the Committee centred its discussion on the absorption of posts created through extrabudgetary resources into the regular budget. On the one hand, it was suggested that the direction of activities had been determined to a large extent by voluntary contributions, and it was therefore inappropriate to transfer those activities to the regular budget. On the other hand, it was observed that the trend of work in the United Nations made extensive coverage of activities in the economic and social fields very relevant and that there was strong feeling among Member States that the activities of CESI should continue. The Committee was informed that Member States who made voluntary contributions had always made it clear that contributions were intended for specific projects and not provided to meet regular recurring charges. In that context, the Committee recognized that transfer of resources from extrabudgetary sources to the regular budget could result in distortion of constitutionally set priorities.

107. The Committee thus recognized the work of CESI and expressed the view that resources necessary for carrying out its functions should be made available. There the Committee was concerned with the fuzzy distinction between programmes and subprogrammes, which made it difficult to apply meaningful criteria in determining growth rates for subprogrammes. However, the Committee agreed to make a request to the Advisory Committee on Administrative and Budgetary Questions to study possibilities of effecting savings to support high priority areas through, inter alia, redeployment of existing resources.

108. One delegation suggested that OPI should exercise particular caution to avoid engaging in advocacy rather than information transmission. In particular, it should ensure that minority viewpoints on major issues are adequately reflected in OPI output. The Director of CESI assured the Committee that minority viewpoints were duly noted.

109. The Committee noted with concern the size of administrative costs and the existence of administrative services for each programme. It decided to refer the question to the Advisory Committee on Administrative and Budgetary Questions for study.

110. The Committee noted the work done by the information centres, especially in their contacts with redisseminators. The Committee was assured that the information centres did provide feedback to Headquarters for evaluation of the impact of information activities. It was felt that the resources were not adequately used to monitor data systematically. It was also recommended that the Joint Inspection Unit should visit randomly selected information centres to study their effectiveness and make recommendations about improving their work.

111. There were questions about strengthening regional centres and making increased use of languages other than the official languages of the United Nations. The Committee was assured that greater effort was being made in that direction.

112. The Committee regretted that data on information activities carried out by other organizations and programmes within the United Nations system had not been provided, thus restricting the work of the Committee in conducting a complete review of the information activities in the United Nations, and even more so of information activities in the United Nations system. The Committee recommends that this gap should be filled for the next review of the programme.

E. Human settlements

113. The Committee reviewed the programme on human settlements at its 469th to 471st and 487th meetings. For the consideration of the programme, the Committee had before it the report of the Secretary-General on programme evaluation for the biennium 1974-1975: human settlements (E/AC.51/80/Add.3 and Corr.1) and the report of ACC: activities of the United Nations system in human settlements (E/AC.51/83). The Committee also had before it the relevant sections of the proposed programme budget for the biennium 1978-1979 22/ and the medium-term plan for the period 1978-1981 23/ as follows:

(a) Department of Economic and Social Affairs: Proposed programme budget, section 5A, programme B2; medium-term plan, chapter XI, programme 1, paragraphs 665-746;

(b) Economic Commission for Africa (ECA): Proposed programme budget, section 9, programme C4; medium-term plan, chapter XI, programme 2, paragraphs 747-764;

(c) Economic Commission for Europe (ECE): Proposed programme budget, section 6, programme B4; medium-term plan, chapter XI, programme 3, paragraphs 765-772;

(d) Economic Commission for Latin America (ECLA): Proposed programme budget, section 8, no programme proposed; medium-term plan, chapter XI, programme 4, paragraphs 773-781;

22/ Ibid., Thirty-second Session, Supplement No. 6 (A/32/6).

23/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

(e) Economic and Social Commission for Asia and the Pacific (ESCAP): Proposed programme budget, section 7, programme C4; medium-term plan, chapter XI, programme 5, paragraphs 782-789;

(f) Economic Commission for Western Asia (ECWA): Proposed programme budget, section 10, programme C3; medium-term plan, chapter XI, programme 6, paragraphs 790-812;

(g) United Nations Environment Programme (UNEP): Proposed programme budget, section 13, subprogramme 1, programme 4 (b) 1; medium-term plan, chapter VIII, subprogramme 1, paragraphs 417-423.

114. Bearing in mind the fact that the Economic and Social Council at its forthcoming sixty-third session will be considering the institutional aspects of the programme on human settlements, the Committee at its 457th meeting (organizational meeting) on 9 May 1977 decided not to consider the institutional aspects of that programme at its present session, but to consider including it among the subjects for in-depth review at its eighteenth session. Accordingly, the Committee concentrated on its review of documents E/AC.51/80/Add.3 and Corr.1 and E/AC.51/83.

115. In his introductory statement, the Under-Secretary-General for Inter-Agency Affairs and Co-ordination stressed the concern of ACC that the momentum for action generated by Habitat: United Nations Conference on Human Settlements be maintained throughout the system, and that this interim period be utilized by organizations, inter alia, to reassess their programmes in the light of the Conference recommendations so that they might be better prepared to pursue action in this area under whatever institutional arrangements the General Assembly might decide upon.

116. The Director of the Centre for Housing, Building and Planning stated that evaluation in the sense of measuring the impact of United Nations activities in the field of human settlements presented some inherent difficulties. These included the difficulty of isolating United Nations inputs from those of the Governments concerned as well as those of other bilateral and multilateral organizations, the long-term horizons of human settlements problems and the interdisciplinary nature of human settlements issues.

117. The Committee noted that the Habitat Conference and the preparatory process that had led up to it had, in effect, undertaken an external evaluation of the human settlements activities within the United Nations system. It expressed satisfaction with the orientation of the programme towards operational activities and the provision of technical assistance to the developing countries in this field, as indicated by the level of the extrabudgetary resources. There was, however, a need for further regionalization of operational activities in the human settlements field. The Committee observed that the evaluation report (E/AC.51/80/Add.3 and Corr.1) did not provide sufficient information on the impact of the programme, but it expressed the hope that in the future such information would be made available.

118. Considerable concern was expressed about the discontinuance of a number of activities in the 1974-1975 programme as a result of lack of resources or a change in the legislative mandate. Some of those activities were extremely

valuable and potentially beneficial to the developing countries. The Committee agreed that the activities in the areas of housing and upgrading of slums, squatter and rural settlements (subprogramme 3) and the exchange of information (subprogramme 6) deserved to be accorded a high priority.

119. The Committee noted in the report of the Secretary-General (E/AC.51/80/Add.3, table 1) that the Department of Economic and Social Affairs had in the 1974-1975 biennium a total of 47 posts under the regular budget and 25 posts financed from extrabudgetary resources. A question was asked whether the principle of equitable geographical distribution was observed in the recruitment of staff for the extrabudgetary posts and what the prospects were for the continuance of financial support for the extrabudgetary posts. A number of representatives requested information concerning the source of the extrabudgetary resources.

120. In response, the Committee was informed that the usual requirements for recruitment of staff under the regular budget applied also for the extrabudgetary posts. The main source of extrabudgetary funds was UNDP and it was hoped that support for the extrabudgetary posts would continue to be forthcoming in order to ensure uninterrupted implementation of the human settlements programme.

121. The Committee was of the opinion that some of the legislative mandates were too broad in scope and lacking in precise guidelines. It was noted that, despite the recommendations of Habitat: the United Nations Conference on Human Settlements, which provided a fresh mandate to the human settlements programme, the pre-Vancouver programme remained valid. Some representatives felt that, with the exception of ECE, the activities being undertaken by the regional commissions were rather weak and unsatisfactory. It was noted that the other regional commissions might benefit from the experience of ECE, which had an elaborate procedure for reviewing its human settlements programme. Several representatives observed that, despite the rather broad mandate of ECA, the commission did not seem to have significant activities in this area, as indicated in table 2 (E/AC.51/80/Add.3). In reply, the representative of ECA stated that his Commission regarded human settlements as part and parcel of over-all economic and social development rather than as a matter of housing and building. That conception of human settlements was emphasized at the recently concluded Kinshasa meeting. He informed the Commission that the 1978-1979 programme budget of ECA would be revised in the light of the Kinshasa meeting.

122. The Committee underlined the need for effective evaluation methods of human settlements activities, particularly in the regional commissions. Some representatives were of the opinion that the commissions should prepare periodic performance reports in this area.

123. The Committee was informed by the representative of the Department of Economic and Social Affairs that, despite the absence of elaborate machinery for evaluation of programmes, the Department had devised a pragmatic procedure through which it attempted to monitor and control programme implementation by its various substantive units. This function was being undertaken by the Department's Resources and Programme Unit in co-operation with the programme managers. The monitoring of programme implementation was carried out through performance reports prepared annually and through the issue of a monthly status of allotment by the Departmental Administration and Finance Office. The Office of the Under-Secretary-General for Economic and Social Affairs also maintained close contact with the

various programme managers. This procedure enabled the Department to shift resources to be utilized in response to new developments in programme implementation. In the case of the Centre for Housing, Building and Planning, for example, considerable resources had to be redirected to the preparation for Habitat: the United Nations Conference on Human Settlements.

124. It was observed that the description in the Secretary-General's report (E/AC.51/80/Add.3, para. 65) of the output and impact of subprogramme 1 on settlement policies and strategies did not clearly indicate whether or not the activities undertaken were useful to the intended beneficiaries. The question was asked whether the Centre for Housing, Building and Planning had had any feedback from those activities from which to assess their impact, whether the activities under this subprogramme were undertaken primarily by the Centre's staff and what contribution the Centre expected to make towards the 1980 World Housing and Population Survey. One representative questioned the value of the studies intended to assist Governments in formulating urban land policies and land-use control measures. A number of representatives inquired why certain activities that were potentially beneficial to the developing countries had been discontinued.

125. In reply, the Committee was informed that reactions to the studies prepared under the subprogramme on settlement policies and strategies were favourable and provided an indication that they were useful. Most of the activities were financed primarily from the regular budget, although inputs from extrabudgetary resources were also utilized. Certain activities had been discontinued either in response to newer mandates or in favour of more pressing and immediate problems. Some representatives pointed out that the discontinued projects represented a waste of resources and made a request to the Advisory Committee on Administrative and Budgetary Questions to study the extent of this type of resource waste in not only the human settlement programme, but also various other programmes in the United Nations system. A question was also raised concerning the authorization to discontinue a project.

126. The Committee noted that a number of projects under subprogramme 2 on settlement planning had been discontinued. It emphasized the need to assist developing countries in training their nationals in settlement planning techniques. One representative underlined the importance of monitoring and evaluating activities in this area.

127. The Committee agreed that subprogramme 3 on housing and upgrading of slums, squatter and rural settlements deserved to be given a high priority. In that context, it expressed its regret of the fact that several projects under this subprogramme had been discontinued. The question was asked why projects had to be discontinued for lack of resources if adequate resources had initially been programmed for them in the biennial programme budget. Furthermore, new mandates were always accompanied, as appropriate, by statements of financial implications. These mandates could therefore not be the cause of diverting resources from ongoing activities to new ones.

128. It was observed by the representative of the Department of Economic and Social Affairs that the questions raised presupposed the existence of a sophisticated system of resource forecasting and performance evaluation and assumed that all legislative mandates had statements of financial implications. These assumptions were not in all cases correct. Resource requirements for projects were estimated

in work-months and it was not possible to make an accurate forecast of these resource estimates several months in advance. They were at best estimates, subject to further subsequent modifications in the light of actual needs and development. As regards legislative mandates, the Secretariat was often called upon to respond to mandates from, for example, major United Nations conferences, such as the World Conference of the International Women's Year and Habitat: United Nations Conference on Human Settlements and such review bodies as the Statistical Commission or the Population Commission, calling for new or expanded activities in certain areas. These requests were not always followed by the provision of required resources. Confronted with such situations, the Secretary-General often had to rearrange his priorities by shifting resources from one set of activities to another, resulting either in reduced resources being available to some projects or to the discontinuation of the projects. Turnover of staff could also be an unpredictable factor leading to unavailability of resources for particular activities.

129. The importance of subprogramme 6 on the exchange of information was emphasized. Several representatives felt that United Nations studies and publications in the field of human settlements needed to be given wider circulation particularly to countries with acute settlement problems.

130. The Committee noted with satisfaction the description of the ECE programme. Some representatives felt that the ECE programme could serve as a model to other regional commissions and that its studies and publications could be fruitfully utilized by them. One representative observed that too many intergovernmental meetings were being held under the auspices of ECE, making it rather difficult to assess their cumulative impact. Referring to paragraph 133 of the Secretary-General's programme evaluation report, one representative noted that, rather than phase out certain projects of the ESCAP programme, its resources needed to be doubled.

131. In response to an observation made in the Committee, the representative of ECLA explained that, although the ECLA budget for 1978/1979 made no provision for resources for a programme on human settlements, the session of the Commission held in Guatemala from 25 April to 5 May 1977 had adopted a resolution approving a programme of work in human settlements, and the Commission had also obtained extrabudgetary resources from UNEP to carry out a project on technology of human settlements at the regional office of ECLA in Mexico City.

132. When considering the relevant sections of the proposed programme budget, several representatives asked for clarification on the use of extrabudgetary resources, which represented a large share of the programme. In that connexion, some representatives also asked for clarification of the relation between the Centre for Housing, Building and Planning and UNEP in carrying out activities relating to pilot projects to upgrade slum, squatter and rural settlements.

133. The Director of the Centre stated that the large portion of extrabudgetary activities resulted from the orientation of the human settlements programme towards activities carried out at the country level. Funding for such projects was provided by UNEP, as in the case of the pilot projects in Indonesia and the Philippines, as well as by the World Food Programme (WFP), which required technical support and support from the Centre. However, the main source of the extrabudgetary funds was UNDP. He noted that, as a result of Habitat: United

Nations Conference on Human Settlements, there had been a trend towards more comprehensive and large-scale projects.

134. A number of representatives indicated their support for subprogramme 3 (Housing and upgrading of slum, squatter and rural settlements), and inquired about its relation to the recommendations of the Conference on Human Settlements, the direct assistance provided to Governments under that programme and the impact of the subprogramme. With regard to project 3.5 (Global training programme in housing), a number of delegates expressed the view that such a programme could be carried out more efficiently at the regional or subregional levels.

135. In response, the Director of the Centre stated that Habitat: the Conference on Human Settlements had emphasized the needs and requirements of the poorest segments of the population and that a majority of the persons living in slum, squatter and rural settlements represented that group. As regards the global training programme in housing, the activities were to be carried out at the regional and subregional levels in close collaboration with the regional commissions and local and regional institutions concerned.

136. Many representatives inquired about the links between the proposed programme and the recommendations of Habitat: Conference on Human Settlements. The Director stated that five subprogrammes corresponded directly with the main subject areas discussed by the Conference. Many representatives indicated their support for subprogramme 6 (Exchange of information), and it was proposed to strengthen further that subprogramme to reflect the emphasis of the recommendations of the Conference.

137. The Committee was of the view that the high level of resources devoted to the human settlements activities of ECE made it essential that the results be made available to other regions as well.

F. Transport

138. The Committee reviewed the programme on transport at its 472nd to 477th meetings. For its consideration of the programme, the Committee had before it the reports of the Secretary-General on programme evaluation for the biennium 1974-1975 - transport (E/AC.51/80/Add.1) on comprehensive analysis of the activities of the United Nations system in the field of transport (E/5947), 24/ submitted to the Committee pursuant to paragraph 1 of Economic and Social Council resolution 2019 (LXI) of 3 August 1976 on the medium-term plan for the period 1978-1981, in which the Council had endorsed the conclusions and recommendations of the Committee at its sixteenth session. 25/ In paragraph 43 of its report on that session, the Committee had recommended to the Economic and Social Council that it should request the Secretary-General to submit to the Council, through the Committee at its seventeenth session, a comprehensive analytical report on the activities of the United Nations system in the field of transport, so as to enable the Committee to submit its views and recommendations concerning an up-to-date mandate to the Council in 1977.

139. The Committee had also before it the relevant sections of the proposed programme budget for the biennium 1978-1979, 26/ and the medium-term plan for the period 1978-1981, 27/ as follows:

- (a) Department of Economic and Social Affairs: proposed programme budget, section 5A, programme B3, subprogrammes 6 and 7; medium-term plan, chapter XXV, programme 1, paragraphs 2020-2037;
- (b) ECA: proposed programme budget, section 9, programme C.14; medium-term plan, chapter XXV, programme 2, paragraphs 2038-2042;
- (c) ECE: proposed programme budget, section 6, programme B.10; medium-term plan, chapter XXV, programme 3, paragraphs 2064-2078;
- (d) ECLA: proposed programme budget, section 8, programme C.10; medium-term plan, chapter XXV, programme 4, paragraphs 2079-2102;
- (e) ECWA: proposed programme budget, section 10, programme C.13; medium-term plan, chapter XXV, programme 5, paragraphs 2103-2107;
- (f) ESCAP: proposed programme budget, section 7, programmes C.7 and C.14; medium-term plan, chapter XXV, programme 6, paragraphs 2118-2149;
- (g) United Nations Conference on Trade and Development (UNCTAD): proposed programme budget, section 11A, programme C.6; medium-term plan, chapter XV, programme 1, subprogramme 8, paragraphs 1072-1079.

24/ The report was considered and endorsed by ACC at its session in April 1977.

25/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 38 (A/31/38), para. 325.

26/ Ibid., Thirty-second Session, Supplement No. 6 (A/32/6).

27/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1).

The Committee was also provided with supplementary information on institutional arrangements for work on transport questions in a note prepared by the UNCTAD secretariat (TD/B/C.4/165). Supplementary information was also provided by the International Civil Aviation Organization (ICAO) and the Inter-Governmental Maritime Consultative Organization (IMCO).

140. In his introductory statement on the Secretary-General's report (E/5947), the representative of the Office for Inter-Agency Affairs and Co-ordination said that relatively little multiorganizational co-ordination of programmes had been required in the past, but that the situation had changed somewhat over the past year for many reasons, as revealed by the work carried out in the preparation of the report, which had assisted ACC in the major task of assessing co-ordination requirements on a system-wide basis. The system-wide involvement in co-ordination in the transport field had been small mainly because the major modes of transport were relatively distinct and compartmentalized and because co-ordination had been mainly between modal specialist organizations and the organizations providing transport services. The exercise over the past year had revealed that more multiorganizational co-ordination would probably be required in the future, particularly in respect of the growing need to examine the over-all transport requirements of the least developed countries within a developmental framework. Perhaps, as indicated in the report, occasional ad hoc meetings would be helpful.

141. The Director of the Centre for Natural Resources, Energy and Transport drew attention to the obsolescence of its mandate in transport, the need for decentralization of activities to the regional commissions so that they might play a major role in the initiation and programming of transport activities as well as in the co-ordination of certain specific activities. He added that major global transport functions should continue to be vested in the Centre, especially in preparation for the Third United Nations Development Decade. These include functions such as analysis of global issues in the transport field, programming and substantive co-ordination, evaluating implications of new transport technologies, assessing the intricacies of establishing national integrated transport networks and measures to enhance their development, promoting interregional co-operation in transport development, providing assistance to the regional commissions, when and where requested, promoting technical co-operation among developing countries and disseminating information.

142. While the Committee appreciated the wide range of documentation available for its review of the programme on transport, and the fact that the report of the Secretary-General (E/5947) provided a useful review of the ongoing work in that field, regret was expressed that greater emphasis had not been given to programme analysis. Another lacuna was the absence of reference to co-ordination at the global level. The Committee expressed its regret that the transport activities of UNCTAD had not been included in the internal evaluation report (E/AC.51/80/Add.1) as part of the United Nations activities in this field, and considered it to be an unfortunate lapse. Further, it was observed that, despite its importance, transport was not on the regular agenda of the Economic and Social Council, thus leading to the current neglect of transport activities in terms of both an up-to-date mandate and effective co-ordination.

143. The Committee noted with regret the failure of the evaluation report (E/AC.51/80/Add.1) to draw attention to programme elements that were obsolete or of marginal utility, as stressed by the General Assembly in paragraph 9 of its resolution 31/93. The Committee also wanted to know whether the existing mandate had been fulfilled before considering the setting up of a substitute or additional focal point for the programme.

144. The Committee noted the directive of the Economic and Social Council dating back to 1959, which had not been realized to any great extent so far. It was observed that land transport was an area in which co-ordination at the global level was relatively less necessary, and that harmonization of programmes was needed primarily at the national level. Thus it was recommended that land transport should become the responsibility of regional commissions, including implementation of technical assistance programmes financed by UNDP.

145. The representative of the World Bank, in reply to questions, reported on its activities in the field of transport. The Bank was involved in technical assistance activities in land transport, as well as the development of fishing fleets and port facilities. While nearly 90 per cent of the investment in transport in developing countries was generated from the developing countries themselves, the Bank played a role in bridging the gap, especially in providing foreign exchange. The resources of the Bank used in the transport sector amounted to about 25 per cent of its total resources. Over the years the Bank had used \$11.5 billion for activities in the transport sector.

146. The Committee discussed the evaluation procedures employed by the United Nations. It was noted that the programme for 1974-1975 was framed in an ad hoc fashion and lacked an identification of priorities, that performance indicators were totally lacking and that there was no attempt to obtain the opinions of users in the case of studies prepared.

147. There was a detailed discussion of two studies prepared by the Secretariat: Physical Requirements of Transport Systems for Large Freight Containers 28/ and Air-cushion Vehicles for Use in Developing Countries. 29/ It was noted that there was a substantial use of consultants even for studies that were part of the regular activities of the Centre. Further, it was stated that, when costs of documentation were provided, the total cost should be given and not simply the cost of publication. The utility of such studies for users from developing countries, for whom they were intended, was questioned. At the same time, it was noted that the studies covered new areas of technology and were serious and well prepared.

148. In response to inquiries about polling users' opinions, the Chief of the Distribution Section of the Department of Conference Services gave figures for the distribution of copies to permanent missions, regional offices of the United Nations, depository libraries, retention of copies within the department for use by officials and experts, and sales. The speed, detail and accuracy with which the Distribution Section was able to provide those data was commended by the Committee, which also noted that actual sales corresponded very closely to the estimates made by the Sales Section. The Committee stressed that such details, which established for the first time a connexion between production and revenue, should be fully used in future evaluation reports. It was also suggested that necessary links should be maintained between substantive departments and the Budget Division to facilitate the assessment of success or failure of publications.

149. In considering the report of the Secretary-General (E/5947), the Committee noted that, if one included the five regional commissions, there were 20 different

28/ United Nations publication, Sales No. E.73.VIII.1.

29/ United Nations publication, Sales No. E.74.VIII.2.

entities in the United Nations system that were responsible for significant transport or transport-related activities; that there were more than double that number of policy-making bodies exercising managerial responsibilities for those activities; and that the transport programme sector was one of the largest in the system. It also noted that the preparation of the Secretary-General's report had led to a first interagency meeting involving almost all of the organizations concerned and had provided an occasion for transport officials to discuss areas of common concern and to familiarize themselves with what their counterparts were doing in other organizations and in other modes of transport. Finally the Committee noted that most of the co-operation carried out thus far in the field of transport had as a rule involved only two or three organizations, usually those exercising modal responsibilities (ICAO, IMCO and the United Nations), on the one hand, and the providers of transport services, for example, the World Meteorological Organization (WMO) for weather forecasting, the International Telecommunication Union (ITU) for communications and the International Labour Organisation (ILO) for training on the other hand.

150. The Committee decided to consider separately the three modes of transport (air, sea and land) and then the requirements for over-all transport activities. As regards air transport, the Committee concluded that it lay largely within the province of ICAO and did not require special attention.

151. The Committee considered the question of co-ordination on a system-wide range with special reference to the functions of UNCTAD and IMCO.

152. The Director of the Shipping Division of UNCTAD made a statement on institutional arrangements for work on transport questions in explanation of document TD/B/C.4/165. He referred to the close relationship between trade and development, shipping and other modes of transport, and the need for an integrated approach in planning strategy for economic and social development when devising transport policies and evaluating transport requirements. He explained the need for institutional arrangements at the global level to deal in an integrated manner with problems and policies relating to the international transport of goods, with a view to facilitating world trade, in particular that of developing countries, keeping in view the importance of ocean shipping in the total transport chain. UNCTAD already functioned as a de facto focal point for the study of issues on international multimodal transport and on international container standards. Further, resolutions 92 (IV) on economic co-operation among developing countries and 93 (IV) on the Integrated Programme for Commodities, adopted by the United Nations Conference on Trade and Development at its fourth session called, inter alia, for the examination of transport problems in an integrated approach.

153. In view of the growing de facto responsibilities of UNCTAD and its growing activities connected with the transport chain and the necessity of continuing to carry them out, and in recognition of the increasing link between maritime transport, port facilities and land transport through the growing use of containers and other forms of unitized cargo presentation, he considered that de jure recognition of the competence of UNCTAD, a recognition that would enable it to respond more systematically, and on a more efficient and permanent basis to the growing demands made on it, rather than on an ad hoc basis, as was currently the case, was overdue. He stressed the fact that, in carrying out work beyond the perimeter of pure shipping to the total transport chain, particularly the economic, commercial and related aspects, UNCTAD would not be overlapping work done elsewhere in the United Nations system and that it would consult with appropriate organizations.

154. The representative of IMCO said that his organization, which was concerned with the establishment of international standards for the construction, operation and safety of ships and reduction of the harmful effects on maritime environment, maintained close relations with the regional commissions and UNCTAD. On the question of co-ordination and the creation of a new focal point for that purpose, he said that his organization was not in favour of any new institutional arrangement which would exclude IMCO. Although it was concerned primarily with the technical aspects of shipping, those aspects had direct consequences for economic activities by affecting areas such as port designs. There was little duplication between the activities of UNCTAD and IMCO and any rearrangement should not lead to a situation in which something which needed to be done was ignored by all the organizations.

155. The representative of ICAO stated that his organization had not been consulted on the proposals contained in the UNCTAD paper (TD/B/C.4/165), that the status of that paper was still uncertain and that therefore his comments could be only of a preliminary nature. ICAO co-operated effectively with all other organizations concerned in the search for solutions to problems of a concrete nature, for example, transport of dangerous goods, transport problems of land-locked and island countries, and facilitation of transport procedures. In general, ICAO preferred this pragmatic approach to the solution to transport problems rather than the establishment of new co-ordination machinery.

156. Some representatives stated that new institutional arrangements for co-ordination at the global level were unnecessary and would impose an increased strain on resources. However, it was necessary to define precisely the existing mandate of the Department of Economic and Social Affairs for co-ordination. Those representatives observed that the Office for Inter-Agency Affairs and Co-ordination dealt with the administrative aspects of programme co-ordination and believed that the Department of Economic and Social Affairs should deal with the substantive aspects of over-all transport co-ordination. Co-ordination functions should not be delegated in a manner that would challenge the role of the Economic and Social Council in that area. While the Committee on Shipping of UNCTAD could be strengthened to enable it to deal with subjects such as multimodal transport, its role should be limited to economic and commercial aspects of shipping and ports.

157. Other delegations stated that the work being carried out by UNCTAD had to be continued in an institutionalized manner because such work was clearly established as its province. It was also felt that the Committee should not overreact to duplication, but should stress functions that were of special use to developing countries.

158. The representatives of IMCO and UNCTAD assured the Committee that in practice there was no duplication of activities by the two bodies. The Committee recognized that IMCO and UNCTAD had separate but complementary responsibilities and were engaged in parallel efforts, which would be effective through adequate co-ordination.

159. The representative of UNCTAD, replying to a question regarding the activities of UNCTAD in the field of international shipping legislation in their relation to those of the United Nations Commission on International Trade Law (UNCITRAL), stated that the group was responsible for examining problems of international shipping legislation from the point of view of their economic and commercial aspects. He confirmed that there was close co-operation between UNCTAD and UNCITRAL.

as, for example, in the preparation of a draft convention on the carriage of goods by sea, which is the subject of a United Nations conference to be held in 1978.

160. As regards inland transport, the Committee noted that the mandate in that area was shared between the Transport Section of the Centre for Natural Resources, Energy and Transport and the five regional commissions. It agreed that there should be a further extensive decentralization of activities to the regional level, since inland transport was primarily a concern at the national, subregional and regional levels. However, it was recognized that certain functions relating to over-all transport planning and co-ordination should be left to the Centre.

161. In reviewing the relevant proposed programme budget for 1978-1979 (sect. 5A, programme B.3, subprogrammes 6 and 7), the Committee noted that it did not conform to the medium-term plan for 1978-1981 (chap. XXV, programme 1, paras. 2020-2037) and that the proposed programme appeared to be the result of proposals conceived in the Centre after the medium-term plan had been discussed by the Committee at its sixteenth session. The Director of the Centre explained that subprogrammes 6 and 7 were intended to provide an input for a strategy in the transport sector for the next development decade. He felt that subprogrammes on road construction in arid areas and rural transport in developing countries should be decentralized to the regional commissions and that the consequent saving of resources should be reallocated to high priority areas.

162. With regard to the proposed activities of the regional commissions, the representative of ICAO stated that, although in most cases full co-operation existed, there were a few outstanding co-ordination problems remaining. In accordance with its constitutional responsibilities, ICAO was working on all aspects of civil aviation. It was of course ready to assist the commissions in respect of any problems concerning air transport. He considered it essential, however, that ICAO should be consulted before any study or project concerning air transport was planned and any relevant action should be closely co-ordinated with it.

163. With regard to the ECLA programme budget, the representative of ECLA said that co-ordination with ICAO existed on the subprogramme on air transport in the Caribbean and that attempts were being made to obtain services of an expert for the subprogramme on coastal shipping in the Caribbean.

164. With regard to the programme of ECA, there were questions about the reduction of posts financed from extrabudgetary sources and its effects on implementation of the programme. Clarifications were requested on subprogrammes on airlinks with other regions and satellite communications. The representative of ECA explained that the goal was to strengthen exchanges with other developing regions and to study satellite communications in various countries in order to take follow-up action at an appropriate future occasion. The Committee felt that, in view of enormous problems of transport in Africa, ECA should do more in that field and a means should be devised of assisting ECA in carrying out its programme.

165. The Committee took note with appreciation of the approach of ESCAP in integrating the economic and technical aspects of shipping within a programme which could be of assistance to other regions. The representative of ESCAP said that increased resources for technical assistance were necessary for adequate programme delivery.

166. Replying to a question on the proposal for a new post for the programme of substantive support for technical assistance, contained in section 11A of the proposed programme budget for the biennium 1978-1979, the representative of the UNCTAD secretariat informed the Committee that, during the major portion of 1976, that post had been financed from overhead resources. Such resources were no longer available, so that if a new post were not approved, it would be problematic for the UNCTAD secretariat to continue to offer services as required for that programme, which, he noted, was an integral part of the regular programme of UNCTAD in the field of shipping.

G. Environment

167. The Committee reviewed the programme on environment at its 482nd to 486th meetings, on 9, 10 and 13 June 1977. For its consideration of the programme, the Committee had before it the report of the Secretary-General on programme evaluation for the biennium 1974-1975: environment (E/AC.51/80/Add.4); the report of ACC on analysis of the activities of the United Nations system in the field of the environment, with emphasis on co-ordination aspects (E/AC.51/82 and Add.1 and 2, English only); and of the Advisory Committee on Administrative and Budgetary Questions on co-ordination questions in the activities of UNEP (A/31/227). The Committee also had before it the relevant sections of the proposed programme budget for the biennium 1978-1979 30/ and the medium-term plan for the period 1978-1981 31/ as follows: UNEP: proposed programme budget, section 13; medium-term plan, chapter VIII, programme 1, paragraphs 400-472; ECE: proposed programme budget, section 6, programme B.3; medium-term plan, chapter VIII, programme 2, paragraphs 473-478; ECLA: proposed programme budget, section 8, programme C.3; medium-term plan, chapter VIII, programme 3, paragraphs 479-483; ESCAP: proposed programme budget, section 7, programme C.3; medium-term plan, chapter VIII, programme 4, paragraphs 484-487.

168. In an introductory statement, the Executive Director of UNEP stressed some of the differences that distinguished UNEP from other programme areas considered by the Committee: the environment programme was a multisectoral system-wide programme; the costs of the UNEP secretariat were met from two sources, the regular budget of the United Nations and the Fund of the United Nations Environment Programme, which carried approximately 64 per cent of the total programme support costs of UNEP under the proposed budget for the biennium 1978-1979 and financed all the UNEP programme activities. He also described some of the decisions taken by the Governing Council at its fifth session, held at Nairobi from 9 to 25 May 1977, stressing in particular the increasing attention paid by the Council to questions of evaluation. He added that previous evaluation efforts, directed largely towards impact evaluation of selected projects, were not adequate, and that future efforts should be directed at subprogrammes and should cover all related projects under the subprogramme budget line concerned. He also indicated that the Governing Council had welcomed the proposed programme in the area of human settlements and habitat and noted the reformulation of the programme activities on the basis of the

30/ Official Records of the General Assembly, Thirty-second Session, Supplement No. 6 (A/32/6).

31/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

outcome of Habitat: United Nations Conference on Human Settlements. Finally, he briefly outlined the current and proposed level of operations of the United Nations Habitat and Human Settlements Foundation.

169. The Committee expressed general satisfaction with the quality of the evaluation report (E/AC.51/80/Add.4) in comparison with the other reports (E/AC.51/80/Add.1-3). However, while the Committee voiced some concern about the selective approach, which it had not requested and which excluded such other important areas of the work of UNEP as environment and development, the International Referral System, the industry programme, training and education activities and the protection and harmonious exploitation of water resources, it noted that subprogrammes, both successful and less successful, had been chosen for evaluation and that the results were also very good. The Committee noted that the document lacked hard data and contained value judgements which were not sufficiently supported by facts and which fell more properly within the purview of the Committee itself. Furthermore, the evaluation methodology followed by UNEP did not fully correspond to that outlined in the report of the Secretary-General (E/AC.51/80) and could usefully have been described in more detail in order to guide the Committee's review of the subprogrammes. The Executive Director noted that the width of the programme precluded the presentation of an over-all evaluation in a fairly brief document. On the other hand, the selective approach had helped in a review in depth. Also, UNEP had not entirely arrived at an evaluation methodology for Level-One and Level-Two programmes because of difficulties inherent in evaluating the collection of information and catalytic activities.

170. The Committee noted that, in spite of the progress achieved by UNEP in past years, there continued to be, in the United Nations system, some overlapping and an excessive fragmentation of resources in the environmental field; the co-ordinating role of UNEP was therefore crucial. The breadth of the programme, however, continued to be a cause for preoccupation and the need for further concentration of UNEP activities was underlined. In addition, while UNEP had made some progress with regard to documentation, communication and information, further efforts were needed in those areas. The Committee also felt that, since UNEP was now beyond its "teething" stage, the Programme's priorities should by now have been further clarified and its efforts further concentrated.

171. The Executive Director said that, while the problem of overlapping had not yet been fully solved, the situation was improving thanks to such exercises and the efforts of the Environment Co-ordination Board. The internal projects of UNEP were limited to pre-programming activities or to activities that could not be undertaken by other organizations. The approach followed by UNEP to the question of concentration was, of course, guided by the Governing Council, which strove to maintain a proper balance between global, regional, subregional and national projects; at its previous session, the Governing Council, while recognizing the primarily global nature of the UNEP mandate, had felt that national projects should receive appropriate attention, since they often required only modest investments and could have significant catalytic effects within the regions.

172. In its discussion of the subprogrammes, the Committee felt that it would have been useful if information had been provided on the budgetary and extrabudgetary resources allocated to each subprogramme.

173. The Committee recognized that, from a methodological viewpoint, the

subprogramme Earthwatch (and particularly the Global Environmental Monitoring System (GEMS)) did not lend itself easily to evaluation since it was primarily a data-collection system and was not intended to modify existing trends or situations. The Committee felt, however, that insufficient progress had been accomplished in that area, whose importance warranted intensified efforts. The Executive Director recognized that the very complexity of the system had made its rapid implementation difficult and that there had been, at its inception, a perhaps excessive optimism regarding the rate at which the subprogramme could be implemented over the years.

174. With regard to the subprogramme on oceans, the Committee agreed that the programme element selected for evaluation, the Mediterranean programme, was an outstanding example, both technically and politically, of the co-ordinating and catalytic function of UNEP. The Committee recognized that such an experiment should have the greatest possible multiplier effect through use in other parts of the world. The Executive Director confirmed that similar programmes were being developed in various regions of the world. The Committee also commended UNEP for its stated intention to reduce significantly the level of its own involvement in the Mediterranean programme by letting States parties to the Barcelona Convention for the Protection of the Mediterranean Sea against Pollution assume direct political and financial responsibility for the future conduct of the subprogramme.

175. With regard to the subprogramme on arid and semi-arid land ecosystems, the Committee felt that it reflected an unsatisfactory situation in that the activities of UNEP in the area were still largely theoretical and fragmented and had not yet led to significant improvement in the United Nations system, where overlapping and a lack of over-all direction remained conspicuous problems. The programme also lacked clear geographical focus, unlike the subprogramme on oceans. It would have been useful if UNEP had been able to identify a few problem areas where a concentration of efforts might yield more tangible results. The Executive Director confirmed that the problem of co-ordination in that field was conspicuous because almost all United Nations agencies had some relevant activities. He hoped that the United Nations Conference on Desertification, to be held at Nairobi from 29 August to 9 September 1977, would give a clearer focus to such activities and would offer useful suggestions for co-operative ventures from which tangible results might be expected.

176. On the basis of the information submitted to it, the Committee continued to have some reservations about the precise role of UNEP's programme in the field of natural disasters. The Committee noted that the Office of the United Nations Disaster Relief Co-ordinator also had a mandate to "co-ordinate and catalyse" action elsewhere. That programme had been the subject of a General Assembly resolution in 1976 requesting additional resources to ensure the maintenance of a strengthened office. In these circumstances, the Committee recommends that the Economic and Social Council and the General Assembly further clarify the precise division of responsibilities among UNDRO, UNDP and UNEP, both through the United Nations regular budget and the Fund of the United Nations Environment Programme.

177. With regard to the regional environment programmes, the Committee noted that the report of ECE was a good one. The Committee was assured that UNEP was co-operating with ECE as well as with the other regional commissions and intended to strengthen their environmental capacities. The Governing Council of UNEP had repeatedly stressed the need for a strong regional presence of UNEP. It was observed that, outside of ECE, no real evaluation was carried out in the regional

commissions. The Committee was not convinced that the preference for regional staffing should be given to candidates from the regions; in its view, the various regions would benefit from a more flexible personnel recruitment policy, which would facilitate the recruitment of suitable staff and promote useful exchanges of experience.

178. On system-wide co-ordination (E/AC.51/82 and Add.1 and 2), the Committee stressed the fact that the principal task of UNEP was to ensure the proper co-ordination of all environmental activities of the United Nations system and recognized that progress had been accomplished in that area thanks to the joint programming exercises, the Environment Co-ordination Board and the focal points system developed at the working level between UNEP and the specialized agencies. The Committee felt, however, that the current situation could be much improved. In its view, the conclusion contained in paragraph 21 of document E/AC.51/82 was somewhat optimistic, for while the programmatic process was a useful tool to bring order to a complex, multidisciplinary area, it did not really permit an in-depth review and analysis of all the environmental activities of the United Nations system, much less an evaluation of such activities. In addition, while recognizing that the difficulties with the specialized agencies that UNEP might have encountered at its inception had to a great extent been solved, the Committee took the view that the decisions of the Governing Council of UNEP should be reflected in the work programme of the agencies in order for the influence of UNEP to yield practical results.

179. The Committee welcomed the decision of the Governing Council that the state of the environment report should be prepared every five years and that an in-depth analysis should be conducted every year on only a few specific subjects. It was to be hoped that, in the long run, the UNEP programme document would present a complete picture of United Nations environmental activities and that more information would be provided in that document on the total resources allocated to the stated goals and objectives of UNEP from both the regular budget and the Fund of the United Nations Environment Programme and from all United Nations agencies; not only would such information aid the Governing Council in its evaluation of programmes, but the very process of data-gathering would also help UNEP in its task of co-ordination.

180. The Executive Director explained that paragraph 21 did not apply to all activities of the United Nations system in the environmental field, but only to the priority areas of UNEP. The decision in the Governing Council could only be reflected in the work programme of the specialized agencies inasmuch as the governing bodies of such agencies agreed to it. The Environment Co-ordination Board, however, was becoming a forum not only for an exchange of views on environmental activities of the system, but also for the actual harmonization of such activities. The "focal point" system was increasingly proving its usefulness as an instrument of such harmonization.

181. The Committee felt that the document under discussion contained not so much an analysis of system-wide co-ordination activities as an inventory of the means of such co-ordination, and would have been more useful if it had been more descriptive of the substance of the discussions between UNEP and the specialized agencies, with emphasis in particular on such factors as points of contention and problems encountered. Furthermore, the selective approach taken in the report presented the Committee with the same difficulty as that encountered in the case of evaluation.

The Executive Director explained that the selective approach had been endorsed by ACC only after considerable discussion and for the same reasons he had invoked in the case of evaluation. Consultations had been held with UNDP and the World Bank because, by the very nature of their activities, they did not lend themselves to joint programming.

182. The representatives of FAO, WHO, the ILO, UNESCO and IAEA expressed general satisfaction at the mechanisms that had been instituted to improve the co-ordination activities of UNEP with the agencies, gave several examples of concerted action and stressed that those mechanisms were permitting UNEP and the agencies to influence each other's work programmes.

183. The Committee requests that it be provided with detailed information regarding budgetary and extrabudgetary resources devoted to environmental programmes by the entire United Nations system. The representatives of the World Bank and of the Budget Division observed in their statements, however, that determining the part of a given project or programme that could be described as environmental was a difficult task, which, in the absence of relevant criteria, was often based on somewhat arbitrary choices; in some cases, projects or programmes could be properly described as developmental or environmental, depending upon the perspective with which one looked at them. The Committee, while recognizing this problem, requests ACC to make efforts to identify the environmental components of programmes and provide financial information on them.

184. In the course of its consideration of section 13 (United Nations Environment Programme) of the proposed programmed budget for the biennium 1978-1979, the Committee raised a number of questions regarding what it viewed as an excessively high percentage of UNEP resources devoted to administrative functions under both the regular budget and the Fund, the top-heaviness of the UNEP establishment and the ratio in that establishment between Professional and General Service posts, which departed considerably from the average United Nations ratio.

185. The Executive Director stated that the relative top-heaviness of the UNEP secretariat should be seen in the light of the system-wide co-ordinating role of UNEP, which required a staff of high calibre and at a sufficiently high level, administratively, to carry the authority needed for the proper discharge of that role. In addition, some of the posts that appeared at first glance to be administrative in nature were in fact, in the area of Fund management, not only administrative but substantive, inasmuch as they included duties connected with project review, appraisal and implementation. The difference between UNEP and the United Nations resulted from the fact that UNEP was situated at Nairobi, which made it necessary to have certain General Service posts which would not otherwise be required.

186. The Executive Director informed the Committee of the decisions taken by the Governing Council at its fifth session on the question of the transfer of certain posts from the Fund to the regular budget and the creation of new Fund posts, in the light of the recommendations of the Advisory Committee on Administrative and Budgetary Questions. He also referred to the original proposal by the Secretary-General, at the thirty-first session of the General Assembly, for the establishment of a rationale for the allocation of expenses between the regular budget and the Fund. Although that proposal had not received the endorsement of the General Assembly, the Advisory Committee had taken the view that the principle of zero growth that had governed the establishment financed by the regular budget need no

longer apply and that the Secretary-General should, in the future, be free to propose increases in the regular budget, on a case-by-case basis, with full justification. Consequently, the Secretary-General and the Executive Director had proposed, in the 1978-1979 budget estimates, the transfer of six Professional and six local-level posts from the Fund to the regular budget. Those proposals accounted for 7.4 per cent of the 8.4 per cent real growth rate shown in section 13.

187. With regard to the situation of the Fund, the Executive Director stated that the target figure for the first five-year cycle 1973-1977 of \$100 million would be reached by the end of the year. At its previous session, the Governing Council had endorsed the Executive Director's target of \$150 million for the cycle 1978-1981. The Executive Director, however, was concerned that only 70 Governments were contributing to the Fund and expressed the hope that support would be forthcoming from those Governments that had not yet contributed to it, in addition to increased resource support from the current contributors.

188. The Committee expressed concern about the transfer of posts from an extrabudgetary source, such as the Fund of the United Nations Environment Programme, to the regular budget, a problem that had arisen under several other programmes. It appeared from section 13.13 of the proposed programme budget that the regular budget might in the future be called upon to support an increasing number of posts in the UNEP establishment, while the number of Fund posts might itself continue to increase. Some concern was expressed about the degree of support UNEP should receive from the regular budget in comparison with other programmes.

189. On the other hand, it was also pointed out that the environment programme was an important one, not least for developing countries, and that appropriate support should be given to it from the regular budget in order for UNEP to discharge effectively the functions attributed to it by the General Assembly in resolution 2997 (XXVII). Another cause of concern for the Committee was that not enough information was available on the numbers and cost of project staff financed from the Fund of the United Nations Environment Programme. In order for the Committee to consider the situation in its entirety, full information should be provided on the financial and human resources of UNEP, whether financed from budgetary or extrabudgetary sources.

190. In considering the parts of the programme budget dealing with the environmental programmes of the regional commissions, the Committee noted with concern the lack of balance in the environmental activities between the regional commissions, but expressed satisfaction with the intention of UNEP to help strengthen the capacity of the commissions. The Committee hoped that more detailed financial information could clarify the situation about the distribution of resources among various regions. It was stressed that a more even degree of involvement by the regional commission would be achieved in the environment field.

H. Development planning, projections and policies

191. The Committee considered the draft programme budget proposals on development planning, projections and policies at the 482nd meeting, on 9 June 1977. For its consideration of the programme, the Committee had before it the relevant sections

of the proposed programme budget for the biennium 1978-1979 32/ and the medium-term plan for the period 1978-1981 33/ as follows:

(a) Department of Economic and Social Affairs: Proposed programme budget, section 5A, programme B1; medium-term plan, chapter VI, programme 1, paragraphs 52-58 and 221-285; A/31/6/Add.1/Corr.3, chapter VI (programme 1) and Corr.4, paragraphs 2244-2248;

(b) ECA: Proposed programme budget, section 9, programme C2; medium-term plan, chapter VI, programme 2, paragraphs 286-294;

(c) ECE: Proposed programme budget, section 6, programme B2; medium-term plan, chapter VI, programme 3, paragraphs 295-300;

(d) ECLA: Proposed programme budget, section 8, programme C2; medium-term plan, chapter VI, programme 4, paragraphs 301-321;

(e) ECWA: Proposed programme budget, section 10, programme C2; medium-term plan, chapter VI, programme 5, paragraphs 322-340;

(f) ESCAP: Proposed programme budget, section 7, programme C2; medium-term plan, chapter VI, programme 6, paragraphs 341-360.

192. Some representatives suggested that the in-depth consideration of the programme in 1978 might be postponed, because the outcome of the restructuring of the economic and social sectors was likely to affect the way the tasks of development planning, projections and policies would be carried out. Some other representatives, however, did not feel that restructuring posed an obstacle to an early in-depth consideration of what was a major and key programme.

193. The importance of the programme was stressed and the draft programme as a whole was viewed favourably. Some representatives raised questions about the particular priorities attached to two subprogrammes - subprogramme 3 (Development and physical resources: long-term perspectives) and subprogramme 4 (Development and financial resources) - as possible points for future in-depth evaluation. Questions were also raised about the extent to which individual subprogrammes relied on extrabudgetary funds, on the cut-back in the resources for operational programmes and on the declining use of consultants.

194. The Director of the Centre for Development Planning, Projections and Policies replied that both subprogrammes were covered by mandates from intergovernmental bodies. Regarding the use of extrabudgetary funds, he referred to the note by the Secretary-General giving supplementary information on subprogrammes and programme elements within programmes and support functions (E/AC.51/INF.6 and Corr.1), which showed that the use of extrabudgetary funds was almost entirely limited to the operational subprogramme. He also explained that the cut-back in the extrabudgetary resources for the operational subprogramme resulted from a cut-back in UNDP overhead funds to the United Nations. The use of consultants depended upon the requirements of work and, in the light of current experience, it was believed that the work programme could be carried out with the proposed reduction in funds.

32/ Ibid., Thirty-second Session, Supplement No. 6 (A/32/6).

33/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

I. Ocean economics and technology

195. The Committee considered the draft programme budget proposals for the Ocean Economics and Technology Office at its 486th meeting, on 13 June 1977. For its consideration of the programme, the Committee had before it section 5A, programme B4, of the proposed programme budget for the biennium 1978-1979 34/ and the relevant chapter of the medium-term plan for the period 1978-1981. 35/

196. In reference to subprogramme 2, on marine and coastal technology, the question was raised why elements 2.1 and 2.3, both of which appeared to be related to information dissemination, should not be subsumed under subprogramme 3. As for element 2.2, relating to technical co-operation among developing countries (TCDC), it appeared to belong under subprogramme 4 (Substantive support for technical co-operation).

197. It was also noted that the comments made by UNESCO on the ocean economics and technology programme under the prior consultations procedure (see E/AC.51/88) pointed to the need for co-ordination, particularly in regard to the projects on integrated mapping, the establishment of a Marine and Coastal Technology Information Service (MACTIS) and a survey of TCDC capabilities, as proposed in the programme. The Committee was given assurances that the programme of work of the Ocean Economics and Technology Office was formulated in consultation with UNESCO to establish complementarity. In the context of the above average growth rate recommended for the programme, the question was raised whether the request for an additional regular budgetary post was made in anticipation of the outcome of the United Nations Conference on the Law of the Sea. Clarification was requested about the meaning in section 5A, paragraph 5A.30, of the phrase "there is no policy-making body for this programme" and the phrase "the Ocean Economics and Technology Office provides the secretariat for the ACC Sub-Committee on Marine Affairs".

198. Replying to the questions raised, the Chief of the Ocean Economics and Technology Office pointed out that the interrelated activities proposed under subprogramme 3 (Marine and coastal technology), concerned a very specialized subject, and responded to a request by the Economic and Social Council. For that reason, they were not included under subprogramme 3 (Information dissemination), which was a more general category, or, in the case of element 2.1, under subprogramme 4, which was concerned with technical co-operation only.

199. He pointed out that the word "specialized" had been omitted from the reference to policy-making organs for the programme. In fact, the ocean economics and technology programme received its legislative mandate from the Economic and Social Council and reported to it.

200. The justification for the additional post, he explained, derived from the need to provide information and analyses on the potential of sea-bed minerals that would permit the enrichment of various models of the world economy, though he stressed that the Office would not and could not itself engage in model-building.

34/ Ibid., Thirty-second Session, Supplement No. 6 (A/32/6).

35/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5), chap. XVII, paras. 1414 and 1441.

201. The Ocean Economics and Technology Office currently provided the secretariat of the ACC Sub-Committee on Marine Affairs under the new terms of reference adopted by the Sub-Committee at its seventeenth session, in which that function was assigned to the Department of Economic and Social Affairs. Formerly, the secretariat had been provided on a rotating basis, a practice that was difficult to maintain with the growth of the Sub-Committee's activities and responsibilities.

202. Replying to questions about extrabudgetary resources, the Chief of the Ocean Economics and Technology Office said that the additional extrabudgetary P-4 post would be allocated to technical co-operation, which was a small component within the programme and was directly supportive of national and regional projects in coastal area development being pursued by Governments.

203. Given the complexity and diversity of many of the issues addressed under the programme, consultant expertise in selected areas was required. He stated that the Ocean Economics and Technology Office served two masters. In addition to the Economic and Social Council, it was called upon to prepare information notes and studies for the United Nations Conference on the Law of the Sea and specifically for its First Committee. As long as the Conference lasted, some portion of the programme's resources in subprogramme 3.1, on sea-bed minerals, would have to be directed towards meeting its needs. Moreover, the Office also co-operated closely with the Centre for Natural Resources, Energy and Transport, which had a general mandate in the mineral field. However, the division of labour was such that the Centre covered land-based mineral sources while the Ocean Economics and Technology Office covered ocean-based sources. That division would apply, for example, in responding to a request by the Committee on Natural Resources at its recent session for a study on nickel.

J. Public administration and finance

204. The Committee considered the draft programme proposals on public administration and finance at its 486th and 487th meetings. For the consideration of the programme the Committee had before it the relevant sections of the proposed programme budget for the biennium 1978-1979 36/ and the relevant chapter of the medium-term plan for the period 1978-1981 37/ as follows:

(a) Department of Economic and Social Affairs, United Nations Secretariat: Proposed programme budget, section 5A, programme B.6; medium-term plan, chapter XIX, programme 1, paragraphs 1559-1599, as amended by Corr.3 and 4;

(b) ECA: Proposed programme budget, section 9, programme C.10; medium-term plan (A/31/6/Add.1/Corr.3), chapter XIX, programme 2, paragraphs 1600-1607C;

(c) ECWA: Proposed programme budget, section 10, programme C.9; medium-term plan, chapter XIX, programme 3, paragraphs 1608-1615;

(d) ESCAP: Proposed programme budget, section 7, programme C.10.

36/ Ibid., Thirty-second Session, Supplement No. 6A (A/32/6).

37/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

205. The Committee inquired about the basis for the selection of the studies included in the programme. The representative of the Division of Public Administration and Finance of the United Nations Secretariat explained that these studies had evolved from the recommendations and decisions adopted by the governing bodies, including the Economic and Social Council and the Committee for Programme and Co-ordination, and stemmed from the medium-term plan for 1978-1981 as approved by the Committee at its sixteenth session. An ad hoc group of experts on the United Nations Programme in Public Administration and Finance was periodically convened to examine the programme, and its most recent recommendations were endorsed in Economic and Social Council resolution 1977 (LIX).

206. While the Committee recognized the importance of the programme and welcomed its development orientation, it regretted the lack of information provided on the substantive content of the programme elements. Questions were asked about the use of consultants, the degree of reliance by the Division on work done by academic bodies and consideration of the activities of the various specialized agencies. The Committee also observed that the programme budget proposals contained many new programme elements that were not adequately explained.

207. The Committee was assured that the Division was working with the Joint Inspection Unit to develop impact indicators. The Committee was informed that the Division was trying to concentrate on practical studies that would be of immediate use to developing countries by helping them in strengthening national administrative and financial infrastructure.

208. The Committee looked forward to reviewing the programme in depth at its eighteenth session.

K. Social development and humanitarian affairs

209. The Committee considered the draft programme budget proposals on social development and humanitarian affairs at its 487th meeting. For the consideration of the programme, the Committee had before it the relevant sections of the proposed programme budget for the biennium 1978-1979 38/ and the medium-term plan for 1978-1981 39/ as follows:

(a) Department of Economic and Social Affairs: Proposed programme budget, section 5A, programmes B.8 and 9; medium-term plan (A/31/6/Add.1/Corr.3), chapter XXII, programme 1, paragraphs 1733-1808;

(b) ECA: Proposed programme budget, section 9, programme C.12; medium-term plan, chapter XXII, programme 2, paragraphs 1809-1822;

(c) ECLA: Proposed programme budget, section 8, programme C.8; medium-term plan, chapter XXII, programme 3, paragraphs 1823-1843;

(d) ECWA: Proposed programme budget, section 10, programme C.11; medium-term plan, chapter XXII, programme 4, paragraphs 1844-1859; and

38/ Ibid., Thirty-second Session, Supplement No. 6A (A/32/6).

39/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5).

(e) ESCAP: Proposed programme budget, section 7, programme C.12; medium-term plan, chapter XXII, programme 5, paragraphs 1860-1873.

210. The Chairman of the Committee drew the attention of the Committee to the fact that subprogrammes 4 (Integration of women in development) and 5 (International instruments relating to the status of women) had been accorded a higher than average growth in view of the many activities required in connexion with the United Nations Decade for Women and Development. The resource requirements associated with those additional activities were recognized by the Secretary-General in allocating an additional four Professional temporary assistance posts and two General Service posts in 1977. However, strict application of the designated growth rate would allow the retention of only two Professional posts in 1978/1979.

211. The Committee discussed at considerable length the need to cut back on other subprogrammes or activities in the programme for which lower than average growth rates had been suggested. The resources thus becoming available could be redeployed to support subprogrammes with above average growth rates. The representative of the Centre for Social Development and Humanitarian Affairs of the United Nations Secretariat pointed out that, while an attempt had been made along those lines, it had been found difficult to cut back on programme areas that had received no growth during the past two biennia but that nevertheless had clear legislative directives for specific activities in such fields as social development, social integration and welfare, and crime prevention and control. In response to queries from Committee members as to the nature of the legislative mandate for those activities, he pointed out that, in addition to resolutions of the General Assembly and the Economic and Social Council, the proposed activities had been presented in the 1978-1981 medium-term plan, together with the relevant legislative authority.

212. The Committee agreed that, in its evaluation of the programme along with others in 1978, the Committee should review in depth the question of legislative mandates with a view to determining priorities among activities being proposed under many different resolutions. At that juncture, a number of Committee members restated their endorsement of the programme objectives, but felt that, in a time of budgetary stringency, measures should be taken to try to stay within the relative growth rates endorsed by the General Assembly.

213. A number of delegations raised questions as to whether there was duplication of effort between the Geneva and the Headquarters operations. It was pointed out by the representative of the Centre for Social Development and Humanitarian Affairs that the Division for Social Affairs at Geneva, while a branch of the Centre for Social Development and Humanitarian Affairs, also carried out work for the Centre for Development Planning, Projections and Policies and programmes in support of the global orientation of the centres based at Headquarters, while also serving the European nations in lieu of a social affairs unit within ECE. It was emphasized that the work of the Geneva Division complemented that of the centres based at Headquarters and did not duplicate or conflict with them. In that connexion, the Committee took note of the expected transfer of the Centre for Social Development and Humanitarian Affairs, together with its Geneva Division, to Vienna sometime in early 1979. It was felt by some delegates that the impending move should eliminate any question of possible overlapping, but might also give rise to some savings as economies of scale were realized in the consolidation of certain activities, such as youth programmes.

214. A point that also recurred several times in the review of the programme concerned the increase in the proposed travel programme. The representative of the Centre for Social Development and Humanitarian Affairs explained that, while there was some increase in the travel programme, that was felt to be necessary in view of the role the Centre was requested to play in implementing the United Nations Decade for Women and Development as well as other areas such as youth activities and rehabilitation. It was to serve as a promoter and catalyst in advancing the interest of women and other vulnerable groups throughout the United Nations system and in both developing and developed countries. To carry out effectively that responsibility, some increase in the travel programme was essential. Nevertheless, the proportion of travel to over-all staff costs was comparable to other programmes.

215. It was also emphasized that in selecting consultants and experts, every effort should be made to ensure that individuals from developing countries were given priority consideration. The representative of the Centre for Social Development and Humanitarian Affairs assured the Committee that the vast majority of experts and consultants selected by the Centre were from developing countries.

216. With respect to subprogramme 1 (Popular participation and institutional development), the Committee sought clarification on the relation between the programme elements dealing with rural development and popular participation, the activities of the Food and Agriculture Organization of the United Nations (FAO) in the field of agrarian reform and those of the World Bank in the field of rural development. It was explained that in those cases, as in others such as the welfare of migrant workers, the Centre focused on the social aspects of the programmes - that is, the welfare of the individuals and groups affected - while the specialized agencies tended to concentrate on the issues from a sectoral point of view. In each case, there was active co-ordination between the Centre and the other organizations, particularly in the work on rural development. However, the Committee expressed reservations concerning the lack of clarity in the objectives stated in subprogrammes 1.1 (Guidelines and recommendations for strengthening popular participation in development), and 1.2 (Provision to Governments and intergovernmental bodies of information on the role and functions of locally based organizations for rural development). The Committee was of the view that resources from those subprogrammes could be redeployed to subprogramme 1 and to other high priority programmes.

217. Concerning subprogramme 2 (Services for social integration and welfare), it was noted that the focus of most of the programme elements was on the provision of guiding principles to Member States. The Committee expressed its concern about the usefulness of such guidelines, which could not be developed to the satisfaction of all Governments. It was explained that the medium-term plan for 1978-1981, which served as a basis for the proposed programme budget, provided for the development of such guidelines, but that different formulations might be considered in light of the Committee's comments.

218. With regard to subprogramme 3 (Crime prevention and control), a representative expressed concern that the proposed guidelines to be developed under subprogramme 3.4 (Prevention and control of violence), might be of an academic nature as they should primarily be resolved at the national level.

219. Concerning subprogramme 4 (Integration of women in development), one representative felt that the resources for subprogramme 4.5 (Planning, supervision and reporting on the Voluntary Fund for the United Nations Decade for Women), should

not be provided from the regular budget, but should be financed from the Voluntary fund for the United Nations Decade for Women. The representative of the Centre explained that the Consultative Committee established by the General Assembly to advise on the operations of the Fund was not in favour of financing staff positions from those limited funds. In the same context, he emphasized that the work under other subprogrammes was supportive of and integrated with the work on the advancement of women.

220. With regard to subprogramme 6 (Participation of women in international co-operation and in the maintenance of peace), a representative felt that the proposed resources allocated to that subprogramme were not adequate.

221. Concerning the programme of ECA, the Committee noted that the majority of the programme elements were concerned with the preparation of studies. While the nature of such studies could not be ascertained, the Committee nevertheless expressed the hope that they would be action-oriented.

L. International drug control

222. The Committee considered the draft programme budget proposals on international drug control, contained in section 14 of the proposed programme budget for the biennium 1978-1979, 40/ at its 488th meeting. The Committee also had before it the relevant chapter of the medium-term plan for the period 1978-1981. 41/

223. The Committee's attention was also drawn to Economic and Social Council resolution 2081 (LXII), paragraph 2 of which read as follows:

"Recommends that the Committee for Programme and Co-ordination and the General Assembly should ensure that necessary resources shall be allocated under the regular budget of the United Nations for international drug control, bearing in mind the importance of this programme."

224. Discussion centred around the growth rate of the programme, which was higher than the "below average" level endorsed by the General Assembly in resolution 31/93.

225. Some representatives strongly supported the budget proposals because of the priority of the programme and the increased workload of the Secretariat following the entry into force in August 1976 of the Convention on Psychotropic Substances of 1971.

226. Other representatives expressed concern about the alteration by subsidiary bodies of the Economic and Social Council of the growth rate endorsed by the General Assembly and felt that, if Assembly decisions were not enforced, it would lead to unchecked violation of such decisions. While they recognized the importance of the programme, they stated that the activities in that field should be carried out within the limits of the approved growth rate. Further, they proposed that the approved growth rate should be adhered to and that the Committee should give sympathetic consideration to the allocation of additional resources during its next review of the programme.

227. For the conclusions and recommendations of the Committee, see chapter I, paragraphs 27 and 28.

40/ Ibid., Thirty-second Session, Supplement No. 6 (A/32/6).

41/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5), chap. XIII.

M. Human rights

228. The Committee considered the draft programme proposals on human rights at its 488th meeting. For the consideration of the programme, the Committee had before it section 18 of the proposed programme budget for the biennium 1978-1979, 42/ and the relevant chapter of the medium-term plan for the period 1978-1981, 43/.

229. Most representatives regretted that a growth rate of 2.4 per cent had been proposed for the programme, well above the "below average" biennial growth rate recommended by the Committee at its sixteenth session and endorsed by the Economic and Social Council in resolution 2019 (LXI) and by the General Assembly in resolution 31/93, and they stressed the need effectively to carry on the programme within the available resources.

230. Several representatives raised questions about identifying the legislative authority of some of the programmes and subprogrammes mentioned in the proposed programme budget and desired clarification about the apparent duplication of certain activities.

231. The proposal to increase staff requirements for the performance of new responsibilities, which was the basis for the 2.4 per cent proposed growth rate for the biennium, was criticized by some representatives. They stated that the extent of the demands on the Division of Human Rights, arising from the entry into force of the International Covenant on Civil and Political Rights in March 1976, had not yet been clearly assessed. It was suggested that a detailed technical study of the cost-effectiveness of the programme should be undertaken, possibly with the participation of the Joint Inspection Unit. Several delegations said that proposed transfers of temporary to permanent posts were not justified and in fact represented a hidden increase in the proposed budget for the forthcoming biennium.

232. For the conclusions and recommendations of the Committee, see chapter I, paras. 25 and 26.

N. Programming procedures and the plan and budget cycle

233. The Committee encountered during the seventeenth session, as it had at earlier sessions, difficulties in dealing with decisions emanating from programme formulating organs, such as regional commissions, the Industrial Development Board or the Trade and Development Board, which had met after the finalization of the budget. Another similar kind of difficulty was encountered with respect to programme budget proposals that had not been included in the plan, some of which had not even been authorized by a governing body. General Assembly resolution 31/93 confirmed the programme planning and budgeting procedures that had developed in the past two years. Those procedures require all programme proposals, with one category of exceptions, to go through a standard programming sequence:

Step 1: Incorporation in the strategy of a subprogramme of the proposed medium-term plan. That required a legislative basis and that basis must be

42/ Ibid., Thirty-second Session, Supplement No. 6A (A/32/6/Add.1).

43/ Ibid., Thirty-first Session, Supplement No. 6A (A/31/6/Add.1 and Corr.1-5), chap. X, paras. 602-663.

a resolution of the General Assembly, the Economic and Social Council, a regional commission, the Industrial Development Board, the Trade and Development Board or other governing body;

Step 2: Approval or modification of the proposed strategy by the Economic and Social Council and the General Assembly on the basis of the advice of the Committee for Programme and Co-ordination;

Step 3: Translation of the medium-term plan strategy into activities at the programme element level that will constitute the first two years of the approved plan strategy, and formulation of those as programme budget proposals;

Step 4: Approval or modification of the programme aspects of the budget by the Economic and Social Council and the General Assembly on the basis of the advice of the Committee for Programme and Co-ordination.

234. The only exception to that procedure envisaged by the General Assembly in resolution 31/93 is if "a pressing need of an unforeseeable nature arises as determined by the General Assembly". Even there a procedure was implied that would require the General Assembly to certify that a pressing need of an unforeseeable nature exists.

235. Some such procedure, and some such rigorous definition of exceptions to it, is needed if any programme planning is to be successfully instituted in the United Nations. Without it the organization would be left with programmes that consisted of a multitude of diverse projects which, in many cases, did not cohere into subprogrammes directed towards a single objective and which were unlikely to be related to efforts of sufficient size to have a discernible impact on a world or regional problem.

236. There were, however, a large number of proposals originating from various subsidiary bodies for programmes supplementary to those included in the plan or the budget. Those proposals were the results of resolutions of subsidiary bodies passed after the plan or budget had been formulated.

237. The standard programming sequence would normally mean a delay of two years between the passage of a resolution calling for a new action (one that did not fit into any existing subprogramme strategies) and the first expenditure of funds on it. However, if the resolution calling for the new action were passed just after the plan had been finalized, the sequence could, if strictly followed, mean a delay of up to four years. In this context, the Director of the Office of the Under-Secretary-General for Economic and Social Affairs stated that his Department faced the problem of responding to new developments requiring modifications in their activities to ensure the continuing relevance of their actions and responses. Some amount of flexibility was, in his view, necessary to ensure that actions in the economic and social fields were not hampered by too rigid a framework.

238. This obviously created a real dilemma: either the standard sequence was followed, causing excessively long delays, or it was undermined. Consequently a solution must be sought that would preserve the consistency of the programming process as established by the General Assembly and at the same time would introduce into that process at least the degree of flexibility necessary for the organization to adapt to a rapidly changing environment without impairing the quality of planning

and programming. It would, therefore, be necessary, in order to be practical, to organize such additional proposals into two types of flows. One flow of proposals would be directed along the standard programming procedures and follow the normal programming sequence, as described in paragraph 233. The other flow of proposals would be dealt with under the category of exceptions, as referred to in paragraph 234. It was assumed that only those proposals would fall into that category for which the primary programme-formulating body considered that there was "a pressing need of an unforeseeable nature" and that characterization was supported by the governing body.

239. The Committee suggests that the Economic and Social Council and the General Assembly may wish to consider these problems in order to provide appropriate institutional means for solving them. One approach for such means might be a better synchronization of the planning and programming procedure with the meeting schedules of the various intergovernmental and expert groups involved in this process. However experience has shown that a perfect synchronization is hardly a practicable proposition for a variety of well-known reasons. Further, this sort of synchronization would not in itself solve the problem of fitting needs for programme innovation or change into the framework of the existing plan and budget.

240. Efforts towards better synchronization of conference and programming schedules would therefore have to be supplemented by changed modalities in the work of the organs with the main responsibilities in the programme and planning procedure. The Economic and Social Council and the General Assembly might wish to discharge the task of integrating the second flow of proposals, mentioned in paragraph 238, into the plan without a prior review by their subsidiary programming organ, CPC; or they might wish to charge this Committee with the task of carrying such a review at a resumed session after the conclusion of the summer session of the Economic and Social Council, before the General Assembly convenes.

CHAPTER IV. REPORTS OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION, OF THE SPECIALIZED AGENCIES AND THE INTERNATIONAL ATOMIC ENERGY AGENCY, AND JOINT MEETINGS OF THE COMMITTEE FOR PROGRAMME AND CO-ORDINATION AND THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

241. At its organizational meeting (457th meeting), on 9 May 1977, the Committee decided to consider the reports of the specialized agencies and the International Atomic Energy Agency (IAEA) (agenda item 6), and the joint meetings of the Committee for Programme and Co-ordination (CPC) and the Administrative Committee on Co-ordination (ACC) (agenda item 7) within the context of its consideration of agenda item 5 (Reports of the Administrative Committee on Co-ordination).

242. The Committee considered the items at its 477th to 482nd meetings. For its consideration of the items, the Committee had before it, in connexion with item 5, the annual report of ACC for 1976/1977 (E/5973), the report of ACC on prior consultations on programme planning documents (E/AC.51/85) and a report by ACC on economic co-operation among developing countries (E/AC.51/86); in connexion with item 6, the analytical summaries of the reports of the specialized agencies and IAEA (E/5948-5958); and, in connexion with item 7, a letter dated 28 April 1977 from the Chairman of ACC addressed to the Chairman of CPC (E/AC.51/L.83).

243. The Committee decided to defer its consideration of the activities of the United Nations system relating to economic co-operation among developing countries to a later session.

244. Owing to lack of time, the Committee was not able at its current session to review the analytical summaries of the reports of the specialized agencies and IAEA. The Committee did, however, hold a general exchange of views on the manner in which it could best discharge its responsibilities for the review of agency activities in the future. It noted that no satisfactory way had yet been found to deal with the agencies' reports. After deciding that ad hoc analytical summaries, rather than the full agency reports, should be submitted to it, the Council had on several occasions in the past recommended changes in the format of those summaries and, in 1971, had instituted a new procedure for in-depth reviews of selected agency reports. Those arrangements had not, however, brought about significant improvements in the way in which the reports were being dealt with. For example, CPC had for several years not been able to give more than a cursory review to such submissions. It was felt, therefore, that the time might have come to develop new approaches to the review of agency activities. In particular, it was suggested that, in line with the new terms of reference of CPC, which emphasized a programme sector-by-programme sector rather than an organization-by-organization review of activities, it might be preferable, rather than attempting to deal with the reports of individual agencies, to identify areas in which several organizations were involved and to ask those organizations to submit reports which would enable CPC to consider their involvement in those areas and to assess the extent to which their activities were complementary and mutually supporting. It was suggested that consideration of those issues might be pursued at the forthcoming joint meetings of CPC and ACC.

245. Various suggestions were made regarding the topics on which the subject-oriented discussions might focus at the next or the following session of CPC. The topics included the activities of the system in support of economic co-operation among developing countries, science and technology, and information systems.

A. Annual report of the Administrative Committee on Co-ordination for 1976/1977

246. The Committee devoted special attention to the introduction to the ACC annual report (E/5973), which referred, inter alia, to the intention of ACC to set up a task force on development objectives and programmes of the United Nations system.

247. The Under-Secretary-General for Inter-Agency Affairs and Co-ordination noted that ACC visualized the task force as a means by which the system as a whole might mobilize its technical capacity for supporting the global assessment called for under General Assembly resolution 31/178 and for collecting the data and information needed for the formulation of a new international development strategy, as envisaged in General Assembly resolution 31/182. Pending consultations with CPC and the Economic and Social Council on the subject, the task force had not yet been convened. The basic premise on which ACC was proceeding was that such substantive technical work as might be required of the task force would be undertaken in close co-operation with the United Nations expert and intergovernmental bodies concerned, in particular the Committee on Review and Appraisal, the Committee for Development Planning or any other intergovernmental preparatory machinery that might eventually be set up for that purpose by the Assembly.

248. The Committee found the passages in the ACC report dealing with that subject somewhat unclear and ambiguous. While expressing its support of the objectives of the task force proposal, members of CPC noted that the terms of reference of the task force and the modalities of its work needed to be more clearly spelt out. It was not clear, for example, how the proposed task force fitted into existing ACC machinery or to what extent a new set of arrangements were being contemplated in the relationship between organizations, on the one hand, and the Committee for Development Planning and the Committee on Review and Appraisal on the other.

249. While the details of the proposal were still unclear, the intention of ACC to provide more effective technical backstopping to the work of the intergovernmental bodies dealing with development and international economic co-operation, particularly the Committee for Development Planning and the Committee on Review and Appraisal, was to be welcomed. The Committee had in fact on several occasions in the past expressed the view that too much of the time of ACC appeared to be devoted to purely administrative questions and that substantive development issues were not receiving the attention from ACC that they deserved. The Committee considered that it was the sort of work ACC should have been performing for years and hoped therefore that the measures envisaged implied first and foremost an intention on the part of ACC to give higher priority to development issues in its future work.

250. As regards the strengthening of collaboration between ACC and intergovernmental bodies, the Committee stressed that the respective roles of intersecretariat and intergovernmental bodies should be strictly observed and that the prerogatives of Governments in respect of policy formulation should not in any way be pre-empted or

encroached upon. At the same time, ACC should strengthen its technical support for, and analytical contribution to, intergovernmental discussions in that area and it was expected that the measures envisaged by ACC would serve to enhance its capacity in that respect.

251. In particular, the Committee felt that the work of intergovernmental bodies in that field would greatly benefit from more extensive preparatory work on the part of ACC, which would provide a synthesis of decisions taken, analyse the development targets set by the various United Nations organizations and explore their interrelationships. That would greatly facilitate the task of central intergovernmental bodies in integrating these targets so that they would comprise a consistent set of development objectives.

252. The Under-Secretary-General for Inter-Agency Affairs and Co-ordination explained that the actual work of the task force would largely depend on the specific tasks that the Committee for Development Planning and the Committee on Review and Appraisal would carry out, the working methods that they would adopt and the implications thereof for the work of the task force. He assured the Committee that the task force would not in any way become involved in the formulation of policy, which was the exclusive prerogative of Governments. The intention was to mobilize the technical expertise available throughout the system in the various development sectors and place it at the disposal of central intergovernmental bodies, so as to enable them to take decisions in full awareness of the relevant facts. Any analysis to be carried out would be based on decisions already taken, and would place due emphasis on the relationships among the development targets so far set and the obstacles encountered in their implementation. The task force would include the organizations most closely engaged in development activities and would normally involve senior econometricians and planning specialists. The task force was intended to replace the ACC Sub-Committee on the United Nations Development Decade. He further explained that issues relating to modalities of the work of the task force would again be considered by ACC at its forthcoming session in July.

253. The Committee considered that the work of the task force could be directly relevant not only to the Committee for Development Planning and the Committee on Review and Appraisal, but also to its own activities and concluded that the work of ACC in that area would be a suitable topic for discussion at the joint meetings of CPC and ACC.

B. Programme planning

254. The ACC annual report (E/5973) contained a detailed account of the progress made by the Task Force on the Harmonization of Programme Budget Presentation of the Consultative Committee on Administrative Questions (CCAQ) which had met in February 1977 in establishing uniform terminology, in harmonizing the programme narratives in programme budgets, in the treatment of extrabudgetary resources in programme planning documents, in harmonizing the concepts and objectives of medium-term plans, in the study of techniques of performance reporting and evaluation, in the revision of the ACC programme classification and in arrangements for the future organization of work on programme planning and related questions.

255. The Committee's discussions focused on the evolution of medium-term planning. It noted with concern that the plans of the various organizations continued to differ greatly in concept and execution. For example, some contained detailed information on activities, whereas others were limited to statements of objectives. While welcoming the progress that had been made through the adoption of general principles on medium-term plans and on the formulation of objectives, as indicated in paragraphs 39 and 40 of the ACC report, the Committee recognized that there was a great deal more work to be done before the plans as a whole could serve as a useful tool for the development planning needs of the system as a whole.

256. The Committee was informed of the reasons for the organizations' accepting a six-year period for their medium-term plans and agreeing that their plans should be on a fixed-term period rather than on a rolling basis. It also noted that the programme budget and medium-term plan of UNESCO might soon be on the same time-period as those of the other organizations.

257. The Committee observed that time horizons for plans, the scope of programmes and concept of medium-term planning varied from organization to organization, according to the nature of the functions performed by each. The Committee had doubts whether a six-year period for the medium-term plan for the United Nations would not diminish the capacity of the Organization to respond to issues in a quick and flexible manner.

258. The Committee recommended that ACC should clarify the obstacles and costs involved in the further harmonization of programme budgets and of medium-term plans, as well as the advantages to be derived therefrom, and that it should indicate the ways in which further progress might be made. It noted the progress achieved in reaching agreement on the narrative structure and the hierarchical structure of major programme, programme, subprogramme and programme element. The Committee recognized that decisions concerning the harmonization of programme planning documents might involve a trade-off between an optimum design of such documents, from the point of view of the requirements of each organization, and the advantages to be derived from system-wide comparability. The Committee noted, however, that the work carried out so far in that area, though significant, was far from having reached a stage where such issues might arise and felt that the system would benefit from further harmonization of programme planning documents.

C. Prior consultations on programme-planning documents

259. The Committee noted that, since the prior consultation procedure had been instituted in 1970, ACC had on a number of occasions reviewed its experience with the implementation of the procedure in the context of its annual reports. It was, however, the first time that ACC had submitted to the Committee a comprehensive assessment of the over-all impact of that procedure on the work of organizations, together with detailed information on the status of its implementation within the system. The opportunity that the report (E/AC.51/85) had afforded CPC for a general review of the functioning of the procedure was generally welcomed.

260. The Committee noted that the exchange of comments on programme planning documents under the prior consultation procedure was only one of many means being used by organizations to harmonize their programme proposals. Such means included ACC sub-committee programme discussions, as well as bilateral consultative arrangements, the experimental joint planning exercises that ACC had launched in a number of areas and, at the intergovernmental level, the in-depth reviews of selected programme areas being conducted by CPC.

261. The Committee further noted that a number of difficulties continued to be encountered in applying the prior consultation on procedure. The difficulties stemmed from the tightness of the time-table for the preparation of the programme planning documents and from the schedule of the meetings of the intergovernmental bodies called upon to review them. They also arose from the time-consuming bureaucratic procedures involved. Finally, they also related to the presentation and contents of the actual programme-planning documents and generally the still evolving state of programme-planning techniques within the system.

262. The Committee noted that the impact of the procedure on the specifications of the programmes, as they appeared in the various programme budgets, continued to be limited. That was in part inherent in the nature of the procedure itself, which was conceived of as applying to the last stage of programming when the formulation of the programme budget proposals had already been finalized. It also, however, generally reflected the slowness of the process by which external inputs and different approaches could be incorporated in the programming process.

263. The expansion of the programming process to incorporate inputs from other organizations was, in the view of the Committee, essential in order to ensure that the activities of organizations in interdisciplinary fields, such as rural development and land reform, were effectively co-ordinated. It was noted, on the other hand, that the success of activities in many of those areas often depended on basic economic and social changes in the countries concerned, and that co-ordination should not therefore be used to overshadow the underlying political issues involved.

264. Commenting on the directions that the prior consultation procedure should take in the future, the Committee noted that no definite answers were as yet available to some of the basic issues raised in the ACC report (E/AC.51/85), such as the impact of the prior consultation procedure on the development of joint planning and on the work of the programme-reviewing organs. Nevertheless, sufficient elements had emerged from the ACC assessment to justify the conclusion that the procedure should be continued and made to work better. The state of co-ordination continued to improve, and the prior consultation procedure had no doubt contributed to that improvement. Also, as ACC had rightly noted, although the comments of other organizations had seldom led to immediate changes in the formulation of the various programmes, they often had a cumulative effect, which influenced both the implementation of programmes and the formulation of those programmes in the next programme-planning documents.

265. The Committee further noted that the extension of prior consultations to the medium-term plans had not as yet brought about the improvements in the over-all results of the procedure that were expected from it and that programme budgets had in fact more often elicited substantive comments than had the medium-term plans. The question was therefore raised whether it would not be preferable in the circumstances to concentrate the prior consultation procedure on the programme budgets, while using ACC sub-committees and other consultative mechanisms for consultations on the medium-term plans. The Committee concluded, however, that, on balance, it might be more advisable for the time being to continue to apply the prior consultation procedure to both programme budgets and medium-term plans, while stepping up efforts to harmonize the medium-term plans.

266. The question was also raised whether it was necessary for legislation to be passed by the various governing bodies in order to make that procedure mandatory for all organizations. In reply, it was explained that all the members of ACC

concerned had committed themselves to following this procedure and that the various governing bodies had been so informed and had confirmed the undertakings made by the executive heads. Nevertheless, it was noted that the procedure was not being systematically followed in all cases. The Committee reiterated the need for the systematic application of this procedure.

267. Members of the Committee endorsed the suggestions and conclusions contained in the report regarding the integration of the results of the prior consultation procedure into the work of CPC and of the ACC programme co-ordination machinery. In particular, the Committee shared the view of ACC that the establishment of systematic linkages between the prior consultation exercise and the work of the ACC subsidiary bodies operating in programme areas would help to focus the procedure more clearly on its real goals and to ensure that the various comments of organizations were dealt with systematically. The Committee also agreed to the suggestion of ACC that information on the results of prior consultations should be conveyed to CPC on a programme-sector-by-programme-sector rather than on an organization-by-organization basis, with particular attention being devoted each year to the areas selected by CPC for in-depth review.

D. Information systems

268. The Committee emphasized the importance of improving and strengthening co-ordination in the utilization of information systems. It noted that the work programme of the Inter-Organization Board for Information Systems (IOB) contained several elements which were directly relevant to the Committee's concerns in that area, particularly the proposed work leading to the preparation of a detailed inventory of the existing information systems in the United Nations family. With regard to programme 2, concerned with the evaluation of information systems "as evidenced by the services and products available to users" (E/5973, para. 60 (b)) the point was made that evaluation exercises in that area should be primarily based on requests for services, rather than on the availability of such services. At the same time, it was noted that, since new technologies were involved, the potential demand for services should be taken into account, as well as the actual demand for them. The importance to developing countries of increasing access to information services made available by international organizations was generally stressed.

269. The Committee noted that the General Assembly, in its resolution 31/94 B, had requested the Advisory Committee on Administrative and Budgetary Questions, inter alia, to examine methods and criteria for co-ordinating and harmonizing existing and planned information systems and assess their utility and estimate their costs. The Committee therefore decided to await the results of the Advisory Committee's consideration of these matters before commenting further on the work of IOB.

270. As regards the Common Register of Development Activities (CORE) project, the potential interest of the project was emphasized. The Committee decided to keep the matter under review and to return to it in the light of the over-all conclusions of the Advisory Committee, as well as the results of the assessment of the projects to be carried out by ACC, including the costs involved.

E. Programme questions

271. Before commenting in detail on the passages of the ACC annual report dealing with developments in individual programme sectors, the Committee had a general discussion on the functioning and effectiveness of the ACC machinery and on ways in which the usefulness of the ACC report could be enhanced.

272. Reference was made at the outset of the discussion to Economic and Social Council resolution 1643 (LI), which dealt with the functioning and methods of work of ACC and generally the contribution expected from the machinery for intersecretariat co-ordination. That resolution had requested ACC to present annually to the Council:

"A concise report on the way in which the system operates, bringing out the problems solved and in addition highlighting those which are unresolved, for action at the intergovernmental level, and making suggestions and proposals designed to facilitate the implementation by the organizations concerned of decisions taken by the Council in the field of co-ordination, in order to ensure that actions taken are mutually supporting and complementary."

273. The report of ACC, in the view of some members, did not respond sufficiently to the foregoing guidelines; for example, it did not seem to contain any indication of difficulties encountered in the course of ACC's work or concrete proposals that would enable the Committee and the Council to take action to avoid duplication of work in the various programme areas covered by the ACC machinery. This led to an impression that the work of ACC and its subsidiary bodies was mostly procedural. If such were the case, the question arose whether the expenditures arising from the large number of meetings of ACC subsidiary bodies were justified. Also, questions were raised regarding the usefulness and relevance of the work of the ACC machinery to the concerns of the Council and CPC for the rationalization of the activities of the system.

274. In reply, it was stated that the need for each meeting of an ACC subsidiary body was carefully assessed and only meetings for which a justification was provided in terms of substantive issues to be dealt with, or in terms of the implementation of specific requests by intergovernmental bodies, were approved. While that was of necessity a continuous process, the substantive content of discussions in the various ACC sub-committees had been steadily increasing. The work of those bodies had come to be regarded as an integral part of the programming processes of the various organizations, for which in many cases they provided substantive inputs. The relatively few instances of duplication or overlapping presented in the report were attributable, at least in part, to the shift of emphasis that had taken place within the ACC subsidiary machinery from ex post facto co-ordination to the concerting of activities at the planning stage. That was in the view of ACC, the most efficient way of ensuring co-ordination, and several concrete examples were given of instances in which that approach had contributed to a rationalization of activities and the solution of problems before they became serious.

275. Representatives of the specialized agencies stressed the usefulness to their organizations of the ACC machinery; they noted that the machinery was being increasingly used not only for the implementation of directives from co-ordinating bodies, but also for the effective execution of directives from their respective governing bodies. They recognized, on the other hand, that the effectiveness of

sub-committees varied from one to another, as did their usefulness for each organization. It was pointed out in that connexion that the value of individual sub-committees depended not only on the approach that substantive officials took to interagency work, but also on the mandates that officials received from their organizations.

276. It was generally recognized that greater efforts were required on the part of ACC to provide the Committee and the Council with options and alternative courses of action and to link the work of ACC and its subsidiary machinery more closely to the concerns of intergovernmental bodies.

277. The Committee found this exchange of views very useful in clarifying the work of the ACC machinery and the approach of ACC to its functions. The discussions had, however, highlighted the fact that the ACC annual report had not succeeded in conveying to intergovernmental bodies the true value of the work carried out under ACC. The information contained in the report was, in the view of the Committee, too selective and continued to place too much emphasis on achievements, disregarding outstanding problems. While stressing the need for further efforts in that respect, the Committee recognized that better lines of communication had been established between ACC and the intergovernmental bodies over the years. Information was now available to Member States on the calendar of meetings and agenda of ACC and its subsidiary bodies, and the circulation to members of the Committee of the summary of results of the sessions of ACC and its Preparatory Committee would assist the Committee in following the work of ACC more closely and in understanding the background of the various issues highlighted in the annual report.

278. The need for a stricter observance of the directives contained in Council resolution 1643 (LI) was emphasized and the Committee decided to keep those matters under continuing review. It concluded that a further exchange of views with members of ACC on those issues at the time of the next joint meetings would assist in further improving mutual understanding and closer co-operation between the two Committees.

F. Rural development

279. The Committee stressed the importance it attached to the ACC planning exercise in rural development and felt that the information contained in the ACC report was not sufficiently detailed to enable CPC to assess adequately the progress being made in the implementation of the exercise.

280. The Committee also heard a statement by the representative of the ILO on the experience of his organization in acting as lead agency for the exercise during the past year. The Committee noted that, in January 1978, the function of lead agency would be transferred to FAO.

281. In response to questions raised concerning the composition and purpose of the exploratory visits, it was explained that such missions had generally included representatives from only the four organizations most directly involved. The substantive purpose of the visits was to ascertain the intentions and wishes of the countries concerned and to place the expertise of the system at their disposal.

282. As regards the criteria being developed for evaluation of programmes, the view was expressed that excessive emphasis seemed to be placed on input rather than on

output and results achieved. In reply, it was explained that two separate though related exercises were under way, concerned, respectively, with the evaluation of country programmes and with the assessment of the extent to which international programmes were being directed towards the alleviation of rural poverty. The main concern with regard to the former was the development of standards against which the effectiveness of programmes could be assessed. It should be noted, however, that the evaluation of the impact of programmes at the country level was essentially a national responsibility, which the system could only assist by developing methodologies for that purpose and lending its expertise. As part of the support to be provided to countries, the system was working on the development of preliminary indicators which would of course have to be modified and adapted to circumstances prevailing in each country.

283. The assessment of the extent to which international programmes were being directed towards the alleviation of rural poverty was a different exercise, which by necessity involved, inter alia, an assessment of the total resources of the system being utilized for that purpose. However, the two exercises were also related in the sense that the criteria being developed for the identification of target poverty groups would be used for that purpose as well. In a more general sense, relevance to country action was one of the main criteria by which Headquarters programmes were being reviewed in the context of the planning exercise.

284. With regard to the harmonization of proposals in rural development for inclusion in programme planning documents, the Committee was informed that a number of key areas of work in rural development had been identified for intensified interagency consultations, which, it was hoped, would lead to joint programme proposals. The Committee was further informed that the United Nations intended to propose that joint system-wide medium-term objectives be elaborated and reflected in the next round of medium-term plans of organizations, together with an indication of the contributions that each organization intended to make to meet those objectives.

285. Nevertheless, the Committee expressed concern lest the complexity of the conceptual work involved should delay the actual implementation of programmes at the country level. Other members expressed appreciation for the deliberate and systematic way in which that work was being carried out and felt that the translation of concepts into programmes was proceeding satisfactorily. All members shared the hope that the exercise would lead to practical results at the earliest possible moment.

G. International Year of the Child

286. The Committee stressed that activities for the International Year of the Child should adhere strictly to the terms of General Assembly resolution 31/169. Questions were raised regarding the funding of programmes planned by the agencies for the Year, and it was noted that those activities would be carried out under the agencies' regular budgets.

H. Science and technology

287. The Committee stressed the importance of the preparatory work for the United Nations Conference on Science and Technology for Development, to be held in 1979.

The Committee drew the attention of ACC, the Economic and Social Council and the General Assembly to the fact that the success of the Conference depended to a large extent on the degree of co-operation and co-ordination within the United Nations system, especially during the preparatory process. Concern was expressed that some organizations of the United Nations system, particularly those linked to the work of the Conference, did not seem to have made budgetary estimates for the necessary preparatory work.

288. The Committee noted that ACC had reported that "arrangements are now being made for officials from some organizations to join the secretariat of the Conference" (E/5973, para. 83). Members of the Committee raised questions regarding the nature of those arrangements and emphasized that the secretariat should be established with due regard to equitable geographical distribution.

289. The Committee was informed that, in accordance with Council resolution 2028 (LXI), paragraph 5, and the decision of the Preparatory Committee for the Conference, the three posts at the principal officer level approved by the Advisory Committee on Administrative and Budgetary Questions for the manning table of the Conference were being filled by officials from the Office for Science and Technology (one from a developing country, one from a socialist country and the third from a Western country), and that officials at the senior officer level, preferably from developing countries, would be seconded by UNCTAD, UNIDO and UNESCO. UNCTAD, UNIDO and UNESCO had agreed to submit proposals regarding staff available for secondment, but as yet no such proposals had been received. The Secretary-General had also appealed to organizations to lend additional staff to the Conference secretariat from their own resources. The representative of the World Intellectual Property Organization (WIPO) stated that his organization was arranging to make available to the Conference secretariat an official who was a national of a developing country. The Committee noted that the Secretary-General of the Conference hoped that the posts provided for in the 1977 budget would be filled by September 1977.

290. The Committee noted the above arrangements. It also emphasized that participation in the Conference secretariat was only one means by which the organizations concerned should assist in the preparations for the Conference. Organizations such as UNCTAD and UNIDO, as well as other competent organizations within the United Nations system, should provide assistance through ongoing work carried out in their own secretariats, for example, the work of UNCTAD in preparing a code of conduct for transfer of technology.

291. With regard to the interagency co-ordination of the preparatory work, the Committee noted that it was being effected through the ACC Sub-Committee on Science and Technology. The Director of the Office for Science and Technology was chairman of the Sub-Committee and the secretariat of the Conference participated in its meetings.

292. Questions were raised regarding the progress of work of the Interagency Task Force on Information Exchange and Transfer of Technology, which had been established to carry out the tasks called for under General Assembly resolution 3507 (XXX) and 31/183, including an analysis of the possibility of establishing a network for the exchange of technological information. It was noted that a report of the Secretary-General on the work of the Task Force would be before the Council at its sixty-third session. In that connexion, it was also noted that the Task Force, in co-operation with IOB, was arranging for the preparation of a pilot directory of United Nations

information services. Surprise was expressed that such a directory did not already exist. It was explained that it would not simply be a listing, but would include a full description of all technological and scientific information systems and services available within the United Nations system of organizations, including information content, points of contact with the organizations and facilities for using the services. The Committee noted that the directory would be completed by August 1977 and hoped that it would be of use to developing countries.

I. Questions relating to transnational corporations

293. The Committee noted that arrangements had been made for co-operation between the Centre on Transnational Corporations and the organizations concerned in carrying out the programme of work of the Centre, which included the preparation of a code of conduct, the establishment of a comprehensive information system, research and technical co-operation. The Committee hoped that effective co-ordination was in fact being achieved, particularly with regard to the development of the comprehensive information system.

J. Education and training

294. The Committee noted the efforts being made to achieve co-ordination of activities in the field of education and training and drew attention in particular to the importance of activities relating to migration of trained personnel.

K. International years and anniversaries

295. The Committee noted the proposals outlined in the ACC report for future international years and anniversaries. It strongly endorsed the ACC recommendation that the Council should review the existing situation relating to international years and anniversaries against the background of its own previous resolutions on the subject with a view to focusing attention and securing action on the most important issues.

L. Joint meetings of CPC and ACC

296. The Committee had before it the text of a letter (E/AC.51/L.83) addressed to the Chairman of CPC from the Secretary-General informing him of the ACC proposals regarding the items that might be discussed at the forthcoming joint meetings of CPC and ACC. The Committee also heard a statement by the Chairman of the Committee on his participation in the relevant meetings of ACC at its April session.

297. The Committee agreed that the following items should be included in the provisional agenda of the forthcoming joint meetings:

- (a) Development objectives of the United Nations system;
- (b) Ways and means of strengthening the contribution of organizations to the work of CPC and the Economic and Social Council.

Paragraphs 246 to 253 above, relating to the discussion by CPC of the introduction to the ACC annual report and the decision of ACC to set up a task force on development objectives and programmes of the United Nations system, are relevant to the consideration of agenda item (a) above. Similarly, issues are raised in paragraphs 244 and 245 above, dealing with the reports of the specialized agencies and IAEA, and paragraphs 271 to 278, which are relevant to the discussion of agenda item (b) above.

ANNEX I

Agenda of the seventeenth session

1. Election of officers for 1977
2. Adoption of the agenda
3. Proposed programme budget for the biennium 1978-1979
4. Reports of the Joint Inspection Unit
5. Reports of the Administrative Committee on Co-ordination
6. Reports of the specialized agencies and the International Atomic Energy Agency
7. Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination
8. Adoption of the report of the Committee on its seventeenth session.

ANNEX II

List of documents before the Committee at its seventeenth session

<u>Document Number</u>	<u>Agenda item</u>	<u>Title</u>
A/32/6	3	Proposed programme budget for the biennium 1978-1979
A/31/6/Add.1 and Corr.1-5	3	Medium-term plan for the period 1978-1981
A/31/101	4	Report of the Joint Inspection Unit on fellowships in the United Nations system
A/31/227	3	Report of the Advisory Committee on Administrative and Budgetary Questions concerning co-ordination questions in the activities of the United Nations Environment Programme
E/5890 and Add.1-4	4	Latin American integration: report of the Joint Inspection Unit on technical co-operation provided by the United Nations system; and comments thereon
E/5947	3	Report of the Secretary-General: a comprehensive analysis of the activities of the United Nations system in the field of transport
E/5948	6	Analytical summary of the report of the International Labour Organisation
E/5949 and Corr.1 (English and Spanish only)	6	Analytical summary of the report of the Food and Agriculture Organization of the United Nations
E/5950	6	Analytical summary of the report of the United Nations Educational, Scientific and Cultural Organization
E/5951	6	Analytical summary of the report of the World Health Organization
E/5952	6	Analytical summary of the report of the International Civil Aviation Organization
E/5953	6	Analytical summary of the report of the Universal Postal Union

<u>Document Number</u>	<u>Agenda item</u>	<u>Title</u>
E/5954	6	Analytical summary of the report of the International Telecommunication Union
E/5955	6	Analytical summary of the report of the World Meteorological Organization
E/5956	6	Analytical summary of the report of the Inter-Governmental Maritime Consultative Organization
E/5957	6	Analytical summary of the report of the World Intellectual Property Organization
E/5958	6	Analytical summary of the report of the International Atomic Energy Agency
E/5959 and Add.1	4	Asia and the Pacific: report of the Joint Inspection Unit on the technical co-operation provided by the United Nations system to the regional and subregional integration and co-operation movements; and comments thereon
E/5973	5	Annual report of the Administrative Committee on Co-ordination for 1976-1977
E/AC.51/80	3	Report of the Secretary-General on programme evaluation for the biennium 1974-1975
E/AC.51/80/Add.1	3	Report of the Secretary-General on programme evaluation for the biennium 1974-1975 - Transport
E/AC.51/80/Add.2	3	Public information
E/AC.51/80/Add.3 and Corr.1	3	Human settlements
E/AC.51/80/Add.4	3	Environment
E/AC.51/81 and Add.1	2	Agenda adopted by the Committee at its 457th meeting on 9 May 1977
E/AC.51/82 and Add.1 and 2 (English only)	3	Report of the Administrative Committee on Co-ordination: Analysis of the activities of the United Nations system in the field of the environment, with emphasis on co-ordination aspects
E/AC.51/83	3	Report of the Administrative Committee on Co-ordination: Activities of the United Nations system in human settlements

<u>Document Number</u>	<u>Agenda item</u>	<u>Title</u>
E/AC.51/84 and Add.1 (English only)	3	Report of the Administrative Committee on Co-ordination: Public information activities in the United Nations system
E/AC.51/85	5	Report of the Administrative Committee on Co-ordination: Prior consultations on programme planning documents
E/AC.51/86	5	Report of the Administrative Committee on Co-ordination: Economic co-operation among developing countries
E/AC.51/87	4	Note by the Secretary-General on fellowships in the United Nations system
E/AC.51/88 and Add.1-3	3	Proposed programme budget for the biennium 1978-1979: Comments received from the specialized agencies and IAEA
E/AC.51/L.83	7	Letter dated 28 April 1977 from the Chairman of the Administrative Committee on Co-ordination addressed to the Chairman of the Committee for Programme and Co-ordination
E/AC.51/L.84	-	Note by the Chairman on the programme of work approved by the Committee at its organizational session
E/AC.51/L.85	3	Cable dated 3 June 1977 from the President of the Industrial Development Board addressed to the Secretary-General of the United Nations
E/AC.51/L.86 and Add.1-22	8	Draft report of the Committee
E/AC.51/INF.6 (English only) and Corr.1 (English only)	3	Proposed programme budget for the biennium 1978-1979: section 5A. Department of Economic and Social Affairs - Note by the Secretary-General on supplementary information on subprogrammes and programme elements within programmes and support functions
E/AC.51/INF.7 and Corr.1	-	List of participants
TD/B/C.4/165	3	Note by the UNCTAD secretariat on institutional arrangements for work on transport questions
DP/254	4	Report of the Joint Inspection Unit on country programming as an instrument for co-ordination and co-operation at the country level

<u>Document Number</u>	<u>Agenda item</u>	<u>Title</u>
DP/268	4	Comments on the above report by the Administrator of the United Nations Development Programme
JIU/REP/77/1	4	Report of the Joint Inspection Unit on evaluation in the United Nations system

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