



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

---

**10 May - 11 June 1976**

**GENERAL ASSEMBLY**

**OFFICIAL RECORDS: THIRTY - FIRST SESSION**

**SUPPLEMENT No. 38 (A/31/38)**

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NOTE

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

The present report has also been submitted to the Economic and Social Council under the symbol E/5832.

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## ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
CDPPP	Centre for Development Planning, Projections and Policies
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
ICAO	International Civil Aviation Organization
ILO	International Labour Organisation
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
UNFPA	United Nations Fund for Population Activities
UNIDO	United Nations Industrial Development Organization
WHO	World Health Organization
WIPO	World Intellectual Property Organization

I. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS OF THE COMMITTEE

A. Structure and presentation of the medium-term plan for the period 1978-1981\*

General

1. The standard outline for the subprogramme narratives devised by the Budget Division of the Office of Financial Services was regarded as satisfactory, the chapters on ocean economics and technology, population, statistics and transnational corporations providing examples of well-written narratives. Many other chapters, however, were not well written, some even containing paragraphs that were unintelligible owing either to the use of jargon or the generality of the approach. (See para. 79.)

Status of the document

2. The Committee concluded that the plan had the status of a proposal by the Secretary-General. It was subject to amendment by the competent intergovernmental bodies and in future plans this should be made clear in the title and the form of presentation. (See para. 82.)

Information on system-wide activities

3. Prior consultation should be more fully and effectively utilized. The comments made by the various organizations on each other's plans should be made available to the Committee and it was agreed that it would be useful to know what decisions had actually been taken on the basis of this and other exchanges of information. (See para. 83.)

Financial information in the plan

4. Although there were differences in emphasis which members laid to the need for detailed financial background, it was agreed that the next plan should contain, for each programme:

(a) Any approved allocations in the current regular budget;

(b) The actual extrabudgetary expenditures for the preceding year or biennium;

(c) Estimates, in percentage terms only, of the proportion of each programme's allocations during the plan period that the programme manager intended to devote to each subprogramme;

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\* Official Records of the General Assembly, Thirty-first Session, Supplement No. 6A (A/31/6/Add.1).

(d) Indications of the time-phasing of planned activities;

(e) As appropriate and in so far as possible, approximate amounts allocated or expended (as in (a) and (b) above) on related activities by other organs of the United Nations system. (See para. 84.)

### Programme structure

5. The next plan should be constructed solely on programme lines. There should be cross-references to paragraphs dealing with related work in other programmes, and supporting activities should be distributed among the programmes according to the objectives to which they were directed. (See para. 85.)

### Report of the Joint Inspection Unit on medium-term planning in the United Nations system

6. With regard to the report of the Joint Inspection Unit on the medium-term plan in the United Nations system (A/9646) and the documents related to it, namely the comments of ACC (A/9646/Add.1) and observations of the Advisory Committee on Administrative and Budgetary Questions (A/10081), brought to the attention of the Committee by Economic and Social Council decision 120 (LIX) of 30 July 1975, the Committee decided, at its 455th meeting on 11 June 1976, to draw the attention of the Council to chapter III of the present report, where the account of the Committee's consideration of the medium-term plan appears.

### B. Unsatisfactory presentations

#### Trusteeship and decolonization and public information

7. The Committee decided to request the Secretary-General that chapters V and XX of part two of the medium-term plan, entitled "Trusteeship and decolonization" and "Public information" respectively, be redrafted in order to conform to the general guidelines followed by the other programmes, and that the revised programmes be submitted to the Committee at its current session. (See paras. 114 and 239, respectively.)

#### Information systems

8. There was considerable discussion in the Committee about the absence of legislative authority for this subprogramme. (See para. 101.)

#### Development planning, projections and policies

9. The presentation of the programme in the medium-term plan was often characterized by too much vagueness. Also, the programme structure was considered less than satisfactory, the interrelationship among individual subprogrammes being often unclear. A third point of general criticism was that, while a systematic account had been given of the means utilized for co-ordination, there was not a sufficiently clear explanation of the effect of those means. (See para. 120.)



## Environment

10. The account of how the tasks were divided or shared between activities of UNEP, on the one hand, and especially those of several specialized agencies, on the other, was considered insufficient to define the role of UNEP properly. This was particularly the case in the field of human settlements, health, ecosystems, oceans and natural disasters. (See para. 139.)

11. The medium-term plan of UNEP did not clearly set out those elements of the programme which were funded by the regular budget of the United Nations and those financed from extrabudgetary sources. (See para. 140.)

## Public administration and finance

12. The Committee noted with disappointment that the presentation of the programme left much to be desired in terms of conceptualization and internal consistency and in terms of stating more clearly the objectives and describing the activities designed to achieve those objectives. The two main components of the programme, public administration and public finance, could be more closely interrelated. Some of the subprogrammes were not as clearly interrelated as would have been desirable with each other, with subprogrammes under other programmes of the United Nations and with programmes of other organizations of the system. The Committee therefore requested the Secretary-General to submit to the Economic and Social Council at its sixty-first session revised statements of objectives and impact of the various subprogrammes. (See para. 232.)

## Social development and humanitarian affairs

13. With regard to subprogramme 3 (Crime prevention and control) there was general agreement that it was not presented clearly enough and that there was some need for rewording. The Committee requested that its comments be transmitted to the forthcoming session of the Committee on Crime Prevention and Control and also to the Commission for Social Development and the Economic and Social Council. (See para. 279.)

## Review and appraisal of the implementation of General Assembly resolution 3442 (XXX) entitled "Economic co-operation among developing countries"

14. The Committee found the presentation on this subject in part three of volume I of the medium-term plan unsatisfactory as a basis for complying with the request contained in paragraph (e) of Economic and Social Council decision 139 (ORG-76), given the documents at its disposal. (See para. 344.)

15. While the Committee stressed the necessity of a system-wide integrated presentation of activities relating to economic and technical co-operation among developing countries for its consideration at a future session, it felt that, due to the constraints of time before the sixty-first session of the Economic and Social Council, a less ambitious approach would be necessary in the preparation of a revised draft for the Council at its sixty-first session. Accordingly, the Committee decided on a number of guidelines for the preparation of the revised text. (See paras. 357-358.)

### C. Recommendations concerning programme content

#### Department of Economic and Social Affairs: general medium-term strategy

16. The Committee agreed on the need for a more integrated approach to the programming of the Department's work. (See para. 98.)

17. While the Department's policy to decentralize responsibility for certain operational activities to the regional commissions was desirable, it should not be carried to the extent where it would result in a dispersion of efforts. (See para. 98.)

#### Information systems

18. The Committee found the idea contained in this subprogramme an interesting one, but felt that further information was necessary before the establishment on a permanent basis of a system for the storage and retrieval of the Department's documentation could be considered. (See para. 102.)

#### Human settlements

19. There was general agreement that tourism was a marginal activity in the context of the human settlements programme and that there was no need for the United Nations to direct substantial resources to it. (See para. 167.)

#### Social development and humanitarian affairs

20. Family planning should be presented more in the context of development and the broad involvement of people in development activities. (See para. 276.)

#### Transport

21. The Committee agreed on the need for a review of the field of transport by the Economic and Social Council with a view to adopting fresh mandates that would ensure an effective approach by the United Nations system to the problems. (See para. 314.)

### D. Recommendations of relative priorities and growth rates

#### Determination of relative real growth

22. The Committee considered tables 1 and 2 in chapter III of volume II of the medium-term plan and, after an exchange of views, agreed on the relative real growth rates indicated in the table on page 20. A low relative real growth rate was due solely to the lack of a justifiable plan and did not in any way imply a judgement by the Committee on the intrinsic significance of the field itself. It was the understanding of the Committee that the real growth rate of some programmes could be zero or negative. (See para. 36.)

## B. Recommendations regarding programme co-ordination

### Office for Inter-Agency Affairs and Co-ordination

23. It was no longer sufficient to co-ordinate the implementation of approved programmes; the system should instead endeavour to concert action at the planning stage. The Committee welcomed the emphasis placed in the section of the plan under discussion on "Joint Inter-agency programme planning and implementation" and decided to review the inter-agency planning exercises at present being carried out under the aegis of the Office when it considered the annual report of ACC. (See para. 93.)

### Industrial Development

24. It was recognized that UNIDO had, in the past, experienced difficulty in co-ordinating its industrial programmes with those of specialized agencies, regional commissions and other organizations, and the hope was expressed that this situation could be improved through the new Advisory Committee for Industry and ACC. (See para. 172.)

25. Concern was expressed at the high level of support costs in field programme expenditures for UNDP projects executed by UNIDO (as pointed out in JIU/REP/74/7) and the indications that those costs might increase in the future. Efforts should be made to reduce the proportion of such administrative expenses. It was suggested that the matter should be taken up by the Governing Council of UNDP, which could be furnished with the relevant sections of the Committee's summary records. (See para. 177.)

### Environment

26. The respective roles of UNEP and of the Centre for Housing, Building and Planning in the field of human settlements should be clarified. (See para. 146.)

27. The Committee stressed that the preparations for the forthcoming United Nations Water Conference and the United Nations Conference on Desertification should be closely co-ordinated by the responsible secretariats. (See para. 148.)

28. The Sub-Committee on Marine Science Applications of ACC should take all necessary measures to avoid duplication in the area covered by subprogramme 4 (Oceans), particularly with regard to the activities of UNEP and of the Ocean Economics and Technology Office of the United Nations Secretariat. (See para. 149.)

29. Care should be taken to avoid repetition of work at international conferences. (See para. 148.)

## Major programmes unique to the regional commissions

### Methodology

30. Regional commissions should devote the major part of their slender resources to essential programmes and not to activities carried out by other agencies. Too heavy a stress on co-ordinating the activities of other agencies to the detriment of their own work should be avoided by the regional commissions. The main concern was to harmonize draft plans and programme budgets with the ultimate goal of achieving joint programming, rather than to engage in a posteriori co-ordination. (See para. 328.)

### Tourism

31. Concern was expressed in the Committee about possible duplication of the future activities of the World Tourism Organization (WTO) with those planned by the regional commissions. (See para. 337.)

### Data banks

32. The Committee raised questions on many occasions about the proliferation of proposals, which appeared in various chapters of the medium-term plan, for the establishment of data banks. In raising these questions, the Committee intended neither to criticize nor to reject the objective of providing better information to Member States nor to make a general criticism of the use of computer information storage and retrieval systems as a means of achieving this objective. The Committee did feel, however, that the proposals, as described and presented in the plan, were often not fully justified. In particular the Committee felt that, in working out these proposals, insufficient regard had been paid to the need to make each data bank compatible with the others being proposed. It was the Committee's impression that these proposals had not been co-ordinated. (See para. 105.)

### Report of the Administrative Committee on Co-ordination

33. The Committee supported the reliance of ACC on programme planning as a tool for intensifying interagency co-operation. Every effort should be made to expedite the harmonization of programme planning documents in order to provide the basis for more effective system-wide programme planning. (See para. 394.)

34. The question was raised whether the headquarters information offices of the specialized agencies and the United Nations information offices located in the same cities could not be merged. The Committee was informed that there might be certain substantive and administrative problems involved in such mergers and concluded that this matter might be taken up by the Fifth Committee of the General Assembly when it considered public information activities. (See para. 395.)

F. Substantive matters referred to the Committee

Human rights

35. In connexion with Economic and Social Council decision 146 (LX), the Committee noted that a certain discrepancy between growth rates in workload and available resources was not unique in the programme on human rights; further, it noted that incremental increases in resource allocations did not in itself assure efficient achievement of aims and objectives in United Nations programmes. Consequently, the Committee felt that the question of the sufficiency of the resources allocated to this programme could not be considered in isolation from the other programmes in the economic and social fields. (See para. 161.)

International drug control

36. On the question of the programme aspects of the secretariat arrangements for narcotics control, the Committee decided to inform the Economic and Social Council that under present circumstances there was no reason to change the existing secretariat arrangements. The Committee took the decision in the light of the expressed determination of the Commission on Narcotic Drugs to continue to monitor the possibility of streamlining the administration of the secretariats concerned, bearing in mind the need for economy and the most efficient and expeditious management. (See para. 189.)

Review of the machinery of the United Nations and of its system for administrative and budgetary control, investigation and co-ordination

37. The Committee felt that the Joint Inspection Unit had been performing a useful role and that it should, therefore, be continued. (See para. 366.)

38. Members of the Committee particularly supported a number of provisions in the terms of reference submitted by the Unit in the annex to A/31/89. (See para. 367.)

39. The Committee recommends to the Economic and Social Council the adoption of the following draft resolution:

The Committee for Programme and Co-ordination

Recommends to the Economic and Social Council the adoption of the following draft resolution:

"Review of the machinery of the United Nations and of its system for administrative and budgetary control, investigation and co-ordination

"The Economic and Social Council,

"Recalling General Assembly resolutions 3199 (XXVIII) of 18 December 1973 and 3392 (XXX) of 20 November 1975 concerning review of the intergovernmental and expert machinery dealing with the formulation, review and approval of programmes and budgets,

"Bearing in mind the consideration of the problem of evaluation in the report of the Working Group on United Nations Programme and Budget Machinery (A/10117, paras. 66-74) and the relevant comments of the Advisory Committee on Administrative and Budgetary Questions (A/10499, para. 2),

"Recalling the conclusion of the Group of Experts on the Structure of the United Nations System that 'an essential element of programme budgeting is effective monitoring of programme implementation and appraisal of programme accomplishments' (E/AC.62/9, para. 131),

"Taking into account other activities of intergovernmental bodies which recently have addressed themselves to questions related to administrative and budgetary control, investigation and co-ordination (A/31/75/Add.2),

"Recalling that General Assembly resolution 2024 B (XXVII) of 24 November 1972 requires review of the mandate of the Joint Inspection Unit at the thirty-first session of the General Assembly,

"Bearing in mind the relevant comments of the Joint Inspection Unit (A/31/89, paras. 10-14),

"Taking fully into account the terms of reference of the Committee for Programme and Co-ordination, as consolidated in Economic and Social Council resolution 2008 (LX) of 14 May 1976, which require the Committee for Programme and Co-ordination to 'consider and develop evaluation procedures and their use in the improvement of programme design',

"Bearing in mind the relevant discussion in the Committee for Programme and Co-ordination at its sixteenth session,

"Expressing the hope that the Committee for Programme and Co-ordination, with additional assistance from the Joint Inspection Unit, can adequately perform the needed task of external evaluation,

"1. Takes note of various studies and exercises in evaluation made within the Secretariat (A/10035/Add.1 and A/31/6/Add.1);

"2. Requests 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;

"3. Requests the Secretary-General to submit a report, together with comments thereon by the Joint Inspection Unit, to the General Assembly at its thirty-first session describing possible changes in the mandate of the Joint Inspection Unit which would enable it to assist the Committee for Programme and Co-ordination and other appropriate intergovernmental bodies within the United Nations system in carrying out their responsibilities for external evaluation;

"4. Recommends that the General Assembly at its thirty-first session, taking into account the report of the Secretary-General requested in paragraph 3 above, the relevant discussion during the sixteenth session of the Committee for Programme and Co-ordination, and the report of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System, consider developing appropriate external evaluation procedures;

"5. Further recommends that the General Assembly, at its thirty-first session, consider the improvement of the qualitative evaluation of the performance of the United Nations, the specialized agencies and the International Atomic Energy Agency as executing agencies, and of the United Nations Development Programme in administering operational activities of the United Nations system in order to enable the General Assembly to assess the efficiency of the system."

#### G. Financial and administrative matters

##### Statistics

40. Steps should be taken to expand the sales of United Nations statistical publications. (See para. 298.)

#### H. Work plan of the Committee for future sessions

##### Department of Economic and Social Affairs: general medium-term strategy

41. Recognizing the need to harmonize Headquarters and regional activities in a rational and integrated manner, the Committee felt that it might be useful to undertake at some of its subsequent sessions a review of studies, research and other operational activities that are being undertaken by the regional commissions. (See para. 98.)

##### Social development and humanitarian affairs

42. An inventory of social development programmes being carried out throughout the United Nations system was requested for the 1978 session of the Committee, so that an assessment could be made of the intended contribution of each programme. (See para. 278.)

##### Transport

43. The Committee decided to recommend to the Economic and Social Council to request the Secretary-General to submit to the Council, through the Committee for Programme and Co-ordination 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 to the Council in 1977 concerning an up-to-date mandate. (See para. 325.)

### Future programme of work

44. 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 1977 in connexion with the consideration of the proposed programme budget for 1978-1979: (a) environment; (b) human settlements; (c) public information; (d) transport. The Committee expressed the hope that internal and external evaluation could be performed on those programmes before its seventeenth session.

45. At the 1978 session, in the context of its review of the 1980-1983 plan, the Committee decided to consider, among others, the following programmes in depth: (a) development planning, projections and policies; (b) ocean economics and technology; (c) public administration and finance; (d) social development and humanitarian affairs. It was hoped that the Administrative Committee on Co-ordination would pay special attention to these programmes in its relevant future reports.

46. There was agreement that the six-weeks rule must be respected and that this constituted the minimum amount of time delegations needed to prepare for the session.

47. The Committee decided to recommend to the Economic and Social Council that the Committee hold a one-day organizational meeting three weeks prior to the main meetings of the session to elect officers and indicate to the Secretariat which sections of the plan should be redrafted, and to the specialized agencies what information was required from them.

### Terms of reference of the Committee

48. The Committee expressed the hope that the adoption by the Economic and Social Council of resolution 2008 (LX) would prevent any further misunderstanding about the role and competence of the Committee.

### Tribute to the Chairman

49. Members of the Committee expressed their deep appreciation for the contribution made by the Chairman and recommended that, if available, he should be re-elected as Chairman at the next session of the Committee.

### Participation by the specialized agencies and other concerned bodies of the United Nations

50. The specialized agencies as well as other concerned bodies of the United Nations should be represented at sessions of the Committee in order to ensure well-informed programme discussions.



## I. Other recommendations

[In addition to the summary of conclusions and recommendations of the Committee contained in paragraphs 1 to 50 above, the following recommendations are also made by the Committee.]

### Public information

51. In connexion with the United Nations Yearbook, the Committee recommended that the Secretary-General should give this important publication the high priority it deserved by reassigning adequate resources, by ensuring the timely submission of reports by different units and by streamlining production methods. The Committee considered that this important publication should be ready within a year after the end of the regular session of the General Assembly, without prejudice to its recognized quality and high standards of objectivity. (See para. 251.)

52. Concern was expressed about the excessive number of staff sent on mission to certain major conferences and it was the feeling of the Committee that the attention of the Advisory Committee on Administrative and Budgetary Questions should be drawn to the matter so that it could provide guidelines to govern OPI servicing of major conferences in future. (See para. 244.)

### Public administration and finance

53. The Committee felt it should draw the attention of the Economic and Social Council to the recommendations contained in the report of the Secretary-General on the meeting of the Expert Group on Budgeting and Planning for Development in Developing Countries (E/5794), since the Council had not had the opportunity of reviewing the programme for public finance for several years. (See para. 231.)

### Information systems

54. Since the Committee still had some doubts as to whether the expected benefits of the information systems were commensurate with the costs involved, it suggested that further information be provided on this point in the first place to the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee of the General Assembly. (See para. 103.)

### Report of the Secretary-General on budget and programme performance of the United Nations for the biennium 1974-1975

55. With respect to the report of the Secretary-General on budget and programme performance of the United Nations for the biennium 1974-1975 (A/10035 and Add.1) brought to the attention of the Committee in accordance with paragraph 2 of the report of the Advisory Committee on Administrative and Budgetary Questions (A/10499), the Committee decided, at its 455th meeting on 11 June 1976, to draw the attention of ACABQ to the draft resolution recommended by the Committee for adoption by the Economic and Social Council. (See para. 39.)

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

56. The Committee considered the item at its 455th meeting on 11 June 1976 and took note that at the Joint Meetings of the Committee for Programme and Co-ordination and ACC to be held on 19 October 1976 in accordance with Economic and Social Council decision 155 (LX), the Committee and ACC would consider ways and means for strengthening the procedures for consultations between the Committee and ACC, as called for in subparagraph (f) of Council decision 139 (ORG-76) of 15 January 1976.

## II. ORGANIZATION OF THE SESSION

57. The Committee for Programme and Co-ordination held its sixteenth session at the United Nations Headquarters from 10 May to 11 June 1976.
58. The agenda for the session (E/AC.51/78), adopted by the Committee at its 411th meeting, is reproduced as an annex to the present report.
59. Pursuant to Economic and Social Council decision 137 (ORG-76) of 15 January 1976, the Committee decided at its 411th meeting, on 10 May 1976, that it should be provided with summary records only for its consideration of items 3 and 7 of its agenda, respectively entitled "Medium-term plan for the period 1978-1981" and "Review and appraisal of the implementation of General Assembly resolution 3442 (XXX) entitled 'Economic co-operation among developing countries'". The summary records of the Committee's consideration of these items are contained in documents E/AC.51/SR.411 to 448.
60. At its 411th meeting, the Committee elected the following officers by acclamation: Peter Hansen (Denmark), Chairman; and Christo Kossev (Bulgaria), Vice-Chairman. At its 424th meeting, on 19 May 1976, the Committee elected by acclamation Michael G. Okeyo (Kenya), Vice-Chairman; and Anwar Kemal (Pakistan), Rapporteur.
61. The following States members of the Committee were represented: Argentina, Belgium, Brazil, Bulgaria, Byelorussian Soviet Socialist Republic, Chile, Denmark, France, Haiti, India, Indonesia, Japan, Kenya, Pakistan, Togo, Uganda, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and United States of America.
62. The following States Members of the United Nations were represented by observers: Australia, Canada, Federal Republic of Germany, Greece, Jordan, Mexico and Netherlands.
63. Present also at the session were the Under-Secretary-General for Administration and Management; the Under-Secretary-General for Inter-Agency Affairs and Co-ordination; the Executive Director of the United Nations Environment Programme; the Assistant Secretary-General, Controller; the Assistant Secretary-General for the Office of Public Information; the Executive Director for the Information and Research Centre on Transnational Corporations; the Director and Deputy to the Under-Secretary-General for Political Affairs, Trusteeship and Decolonization; the Director of the Budget Division, Office of Financial Services; the Director of the Office of the Under-Secretary-General for Economic and Social Affairs 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, United Nations Environment Programme and United Nations Development Programme also attended the session.
64. The following specialized agencies were represented: International Labour Organisation, Food and Agriculture Organization of the United Nations, United

Nations Educational, Scientific and Cultural Organization, World Health Organization, the World Bank, and Inter-Governmental Maritime Consultative Organization, and the International Atomic Energy Agency. The General Agreement on Tariffs and Trade was also represented.

65. The Committee met for the first time under its new terms of reference contained in Economic and Social Council resolution 2008 (IX) of 14 May 1976, as the main subsidiary organ of the Economic and Social Council and the General Assembly for planning, programming and co-ordination. For the first time the Committee was able to consider in depth and, as its terms of reference stated "in the light of its budgetary implications", the totality of the Organization's medium-term plan for the period 1978-1981, which covered all 25 major programmes of the United Nations. Some delegations estimated that a total expenditure of more than \$2 billion was involved during the period in question.

66. Due to the lack of time, the Committee was unable to consider items 6 and 9 of its agenda. "Reports of the Joint Inspection Unit" and "Reports of the specialized agencies and the International Atomic Energy Agency", respectively.

#### Adoption of the Committee's report

67. The Committee considered its draft report, contained in documents E/AC.51/L.80 and Add.1-21, at the 453rd to 456th meetings on 10 and 11 June 1976 and adopted it, as orally revised.

### III. MEDIUM-TERM PLAN FOR THE PERIOD 1978-1981

#### A. General discussion

68. The Committee considered agenda item 3, "Medium-term plan for the period 1978-1981" at the 411th to 442nd, 445th to 448th and 451st to 452nd meetings. 1/
69. For the consideration of the item, the Committee had before it the following documents:
- A/31/6/Add.1      Medium-term plan for the period 1978-1981 2/
- E/5794              Meeting of the Expert Group for Budgeting and Planning for Development in Developing Countries: progress report of the Secretary-General
- A/10035 and  
Add.1              Budget and programme performance of the United Nations for the biennium 1974-1975: report of the Secretary-General (brought to the attention of the Committee in accordance with paragraph 2 of the report of the Advisory Committee on Administrative and Budgetary Questions (A/10499))
- A/9646              Report of the Joint Inspection Unit on medium-term planning in the United Nations: note by the Advisory Committee on Administrative and Budgetary Questions transmitting the report (brought to the attention of the Committee pursuant to Economic and Social Council decision 120 (LIX) of 30 July 1975, by which the Council decided, inter alia, to review at its sixty-first session the comments of other interested bodies on the recommendations in the report of the Joint Inspection Unit and to urge the early implementation of those conclusions of the report already accepted by ACC)
- A/9646/Add.1      Comments by the Administrative Committee on Co-ordination on the report of the Joint Inspection Unit
- A/10081              Observations of the Advisory Committee on Administrative and Budgetary Questions on the report of the Joint Inspection Unit
70. The Committee's attention was also drawn to decision 146 (LX) taken by the Economic and Social Council at its 2002nd meeting, on 12 May 1976, inviting the Committee for Programme and Co-ordination to analyse the programme in the field of

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1/ E/AC.51/SR.411-442, 445-448. The 451st and 452nd meetings were closed.  
2/ Official Records of the General Assembly, Thirty-first Session, Supplement No. 6A (A/31/6/Add.1), vols. I and II.

human rights as contained in the medium-term plan for 1976-1979 <sup>3/</sup> and the programme budget for 1976-1977 <sup>4/</sup> in order to ascertain to what degree the presentation of this programme and the resources allocated to it as described in these two documents could efficiently achieve the aims and objectives of United Nations activities in this field.

71. In his introductory statement, the Assistant Secretary-General, Controller, noted that as a result of the recommendations adopted by the General Assembly and the Economic and Social Council on programme and budget machinery, the Committee for Programme and Co-ordination was meeting at its sixteenth session with a greatly expanded mandate and for a considerably longer period of time. The session marked the first time that the plan was to be considered in advance of the preparation of the budget covering the first of the two biennia concerned. This more rational procedure would permit the plan to become a meaningful framework for future budgets. In principle, the 1978-1979 budget would make no provision for activities not clearly covered by the programme strategy approved during the review of the plan, unless legislative authorization for the purpose was granted subsequently to the plan review or unless a pressing need of an unforeseeable nature arose. Although this conception of the relationship between the plan and the budget was not without practical difficulties, it was nevertheless a workable one.

72. The Assistant Secretary-General then described briefly the content of the medium-term plan, its use of three levels in its analyses (major programme, programme and subprogramme) as recommended by ACC (E/5803) and the standard outline used for each subprogramme narrative.

73. At the request of the Committee, the Chairman proposed, at the 412th meeting, an outline for the organization of the review of the programmes of the medium-term plan. The programmes were divided into four main categories, as follows:

Category 1: Programmes that were not presented in accordance with the format on the basis of which the programme was prepared and therefore needed to be revised and presented to the Committee in a proper form;

Category 2: Programmes that fell wholly or partially within the sphere of other major United Nations organs such as the Security Council and the Trusteeship Council;

Category 3: Programmes that should be subjected to a full review for one or several of the following reasons: they had not been the subject of review in connection with the consideration of previous medium-term plans or programme budgets; they were not subject to review by specialized intergovernmental bodies and therefore the Committee provided the only opportunity for an inter-governmental programme review; the Committee at its fifteenth session had found that they needed special attention; they were formulated following a major United Nations conference; neither the General Assembly nor the Economic and Social Council had requested the Committee to give special attention to them;

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<sup>3/</sup> Ibid., Thirtieth Session, Supplement No. 6A (A/10006/Add.1).

<sup>4/</sup> Ibid., Supplement No. E (A/10006).

Category 4: Programmes that the Committee would not consider in detail. These were: programmes that fell primarily within the mandate of other organizations of the United Nations system and therefore should be reviewed from the point of view of co-ordination rather than of substance; programmes for which special reviewing bodies existed; programmes for which a major international conference either was in progress or was to take place in the near future.

74. At the same meeting, the Committee agreed that chapters V "Trusteeship and decolonization" and XX "Public information" in part two of the medium-term plan fell into category 1 and it accordingly decided to request the Secretary-General to have those chapters redrafted to conform with the general guidelines followed by the other programmes and resubmit the revised programmes to the Committee at its current session. (The revised texts of chaps. V and XX are contained in A/31/6/Add.1/Corr.3 and 4 respectively.)

75. At the same meeting, on the basis of the above-mentioned categories and criteria, the Committee decided to consider in depth the following programmes: ESA interdivisional subprogrammes (Long-range forecasting, Information systems); Development planning, projections and policies; Environment; Industrial development; International drug control; Ocean economics and technology; Public administration and finance; Public information; Science and technology; Social development and humanitarian affairs; Transnational corporations; Transport; and the special analyses in part three of volume I of the medium-term plan on economic co-operation among developing countries.

76. It was understood that the decision to study these programmes in depth would not restrict delegations from commenting as fully as they wished on any of the other programmes in the medium-term plan.

77. Some delegations noted that the fact that the Committee had decided not to review in depth programmes concerning peace and security did not detract from the importance of those programmes since the medium-term plan could be successfully implemented only in a climate of international peace and security.

78. The Committee decided on an agenda and it allotted two meetings to the major programmes to be considered in depth, the second of which would take place several days after the first in order to permit redrafts in the form of conference room papers to be submitted to the Committee and detailed answers to be prepared to questions raised in the debate. The Committee followed a procedure for in-depth review whereby it called for comments on each programme as a whole and then took up each subprogramme separately.

79. A number of observations on the format of the document and the type of information it contained were made throughout the session, and one meeting in the last week was devoted to this topic. The standard outline for the subprogramme narratives devised by the Budget Division was regarded as satisfactory, the chapters on ocean economics and technology, population, statistics and transnational corporations providing examples of well-written narratives. Many other chapters, however, were not well written, some even containing paragraphs that were unintelligible owing either to the use of jargon or the generality of the approach.

80. It was noted that there were still some objectives that were presented under two organizational units but that appeared to refer to the same activities. The

subprogrammes on human settlements and disaster relief of the UNEP programme were examples of this problem, which, the Committee stated, should not occur in the next plan. The statements of expected impact were regarded as of particular interest but were, in general, of disappointing quality. If programme managers were unable to provide precise indications of what impact they expected their strategies to have, then they should say so.

81. Four areas requiring a change in presentation in the next plan were discussed as follows.

### 1. Status of the document

82. The Committee concluded that the plan had the status of a proposal by the Secretary-General. It was subject to amendment by the competent intergovernmental bodies and in future plans this should be made clear in the title and the form of presentation.

### 2. Information on system-wide activities

83. Several representatives noted that information was needed on the activities in a given field being performed by other parts of the United Nations system in order to obtain perspective on the narratives in the plan. It was recalled that the 1976-1979 plan had contained material on "related work in other international organizations" and the Committee wished this to appear in the next plan. In addition, one delegation suggested that tables of comparative financial data for the recent past could be provided. It was also noted that the report of ACC contained sections dealing with substantive areas and that, in the future, these should be read in conjunction with the chapters in the plan that dealt with those areas. The presence of representatives of the specialized agencies had been helpful to the Committee. Those representatives might, for future sessions, provide short written commentaries concerning work in their organizations related to some of the United Nations programmes under consideration. The system of prior consultation should be more fully and effectively utilized. The comments made by the various organizations on each other's plans should be made available to the Committee and it was agreed that it would be useful to know what decisions had actually been taken on the basis of this and other exchanges of information.

### 3. Financial information in the plan

84. In both the terms of reference of the Committee for Programme and Co-ordination and in the report of the Working Group on United Nations Programme and Budget Machinery (A/10/L.17 and Corr.1) it was stated that the Committee should review programmes taking into account their budgetary implications. However, the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee had unambiguous authority for the detailed budgetary review and it was felt that this division of labour should be maintained. The plan could clearly not present budgetary data in any way that would imply a commitment of funds over a time span as long as that covered by the plan period. Although there were differences in emphasis which members laid to the need for detailed financial background, it was agreed that the next plan should contain, for each programme:



- (a) Any approved allocations in the current regular budget;
- (b) The actual extrabudgetary expenditures for the preceding year or biennium;
- (c) Estimates, in percentage terms only, of the proportion of each programme's allocations during the plan period that the programme manager intended to devote to each subprogramme;
- (d) Indications of the time-phasing of planned activities;
- (e) As appropriate and in so far as possible, approximate amounts allocated or expended (as in (a) and (b) above) on related activities by other organs of the United Nations system.

#### 4. Programme structure

85. It was noted several times that there were still deficiencies in the plan's programme structure. The same activities were still being presented in different chapters of the plan simply because they were carried out in different organizational units. The next plan should be constructed solely on programme lines. There should be cross-references to paragraphs dealing with related work in other programmes, and supporting activities should be distributed among the programmes according to the objectives to which they were directed. Within programmes there were still some subprogrammes that were collections of activities of a similar sort, such as technical assistance or the servicing of meetings. No such subprogrammes should appear in the next plan; the activities involved should be presented under the subprogramme to which they contributed.

#### B. Determination of relative real growth

86. The Committee considered tables 1 and 2 in chapter III of volume II of the medium-term plan and, after an exchange of views, agreed on the relative real growth rates indicated in the table below. A low relative real growth rate was due solely to the lack of a justifiable plan and did not in any way imply a judgement by the Committee on the intrinsic significance of the field itself. It was the understanding of the Committee that the real growth rate of some programmes could be zero or negative.

87. In the case of the growth rates of programmes in the political area a lower than average designation was due to the difficulty of predicting events, it being understood that these programmes were of high priority and that, should events warrant it, supplementary allocations would be provided. Apart from these special cases, and those noted in paragraph 36 of volume II of the plan, the basis of the Committee's designations was the actual narratives in the plan, together with the supplementary material and explanations provided in the course of the session.

88. There was general agreement, after the Committee had made these determinations of relative real growth rates of major programmes, that it was working with a blunt instrument and that considerable refinements in the techniques involved were needed. As a consequence, some flexibility in interpreting the determinations was needed. It was understood that the normal budgetary review was to be conducted and that programmes given a higher than average real growth rate in the Committee would not receive that growth if their submissions did not require it.

Table

Recommendations of the Committee for Programme and Co-ordination  
for relative real growth rates in regular budget allocations for  
the period 1978-1979

Major programme	Biennial real growth rates				
	Well above average	Above average	Average	Below average	Well below average
1. Over-all policy-making . .				X	
2. Economic and social policy-making . . . . .				X	
3. Political and Security Council affairs . . . . .				X	
4. Special political affairs and special missions . . .					X
5. International justice and law . . . . .				X	
6. Trusteeship and decolonization . . . . .					X
7. Development planning, projections and policies				X	
8. Disaster relief . . . . .			X <sup>a/</sup>		
9. Environment . . . . .					X
10. Food and agriculture . . .				X	
11. Human rights . . . . .				X	
12. Human settlements . . . . .			(X) <sup>b/</sup>		
13. Industrial development . .		(X) <sup>c/</sup>			
14. International drug control				X	
15. International protection of and assistance to refugees . . . . .					X
16. International trade . . .		X			

Table (continued)

Major programme	Biennial real growth rates				
	Well above average	Above average	Average	Below average	Well below average
17. Natural resources: energy, water, minerals and cartography . . . . .		X			
18. Ocean economics and technology . . . . .		(X) <sup>d/</sup>			
19. Population . . . . .			X		
20. Public administration and finance . . . . .					X
21. Public information . . . . .					X
22. Science and technology			X		
23. Social development and humanitarian affairs			(X) <sup>e/</sup>		
24. Statistics . . . . .		X			
25. Transnational corporations . . . . .	X				
26. Transport . . . . .			_____		X
TOTAL			X		

a/ Extrabudgetary resources allocated to this programme will be taken into account.

b/ This designation is hypothetical; actual allocations will depend on the outcome of Habitat: United Nations Conference on Human Settlements.

c/ This designation is hypothetical pending decision on the status of UNIDO.

d/ This designation is hypothetical; actual allocations will depend on the outcome of the United Nations Conference on the Law of the Sea.

e/ The budget for subprogrammes 1-3 of programme 1 should have a well-below average rate of real growth; this implies that subprogrammes 4-5 of programme 1 will have a higher-than-average rate of real growth.

### C. Office for Inter-Agency Affairs and Co-ordination

80. The Committee reviewed section A of part one of the medium-term plan, concerning the Office for Inter-Agency Affairs and Co-ordination, at its 412th to 414th meetings.

81. The Director and Deputy to the Under-Secretary-General for Inter-Agency Affairs and Co-ordination, in his introductory statement at the 412th meeting, noted that the United Nations system continued to grow increasingly complex in terms both of number of organizations and of institutional relationships. At the same time, the interdependence of development problems and the urgent need for interdisciplinary approaches to their solution were becoming increasingly apparent. These trends implied a growing role for the Office for Inter-Agency Affairs and Co-ordination. Its main contribution in these new circumstances was to ensure - through information to intergovernmental bodies and direct action at the intersecretariat level - that the reservoir of knowledge and expertise accumulated by the system was fully and effectively brought to bear on the solution of the global development problems facing the international community. The Office must also ensure that full information on ongoing activities and on the resources available throughout the system is systematically provided to intergovernmental bodies, especially when new institutional machinery is contemplated. While no major staff increases would be sought, the provision of adequate travel funds for the Office was essential to ensure its active presence whenever issues affecting the system as a whole were being discussed.

82. Members of the Committee welcomed the approach to co-ordination being developed by the Office and the expanded role the Office could play during the coming planning period. The view was expressed that in future plans, statements of objectives should be accompanied by more detailed descriptions of the activities designed to achieve them. It was further noted that the results of the restructuring exercise at present being carried out would undoubtedly affect co-ordination activities and even possibly their main thrust.

83. The Committee agreed that a main contribution of the Office should be to keep intergovernmental bodies abreast of developments and activities throughout the system so as to enable those bodies to take informed and effective decisions to guide the work of the system. In this connexion, the intention of the Office to place its experience at the disposal of international conferences covering the activities of several organizations of the United Nations system was welcomed by the Committee. In the same context, the suggestion was made that the Office should on a systematic basis place at the disposal of the General Assembly and other programme-reviewing organs information on related programmes being planned throughout the system. Several members of the Committee expressed interest in the suggestion and considered that the modalities for its implementation should be studied further.

84. It was generally felt that it was no longer sufficient to co-ordinate the implementation of approved programmes; the system should instead endeavour to concert action at the planning stage. The Committee welcomed the emphasis placed in the section of the plan under discussion on "joint interagency programme planning and implementation" and decided to review the interagency planning exercises at present being carried out under the aegis of the Office when it considered the annual report of ACC.

94. Some members expressed reservations about what they felt was an excessive emphasis in the statement of the Office's objectives on the elimination of duplication and overlapping of activities. They considered that while duplication in legislative action was undesirable, research work being undertaken by different organizations in the same field often resulted in the system placing additional knowledge at the disposal of the international community, and that it was not proper or desirable to restrict such work. Other members generally stressed the importance they attached to the elimination of duplication and overlapping, including the discontinuation of projects which had become obsolete or wasteful, and felt that the effective and economical use of existing resources remained an important goal of interagency co-ordination. There was general agreement in the Committee that while it was the exclusive prerogative of intergovernmental bodies to discontinue activities initiated by them, it was a proper function of the Office to bring instances of obvious duplication or overlapping to their attention for appropriate action. It was further felt that a distinction should be drawn between, on the one hand, complementary or mutually supporting activities in the same field, which must clearly be encouraged, and, on the other, wasteful duplication, which should be eliminated in view of the limited resources at the disposal of the system.

95. Clarifications were sought in respect of the "representational" functions of the Office, particularly of its Geneva staff. The Committee felt that substantively oriented work should have a clear priority over ceremonial functions. It was explained that these functions were not of a formal character, but entailed active participation in the work of agency governing bodies and other meetings on behalf of the United Nations. In addition, one official at Headquarters was involved in arranging for United Nations representation at agency and other intergovernmental meetings.

D. Department of Economic and Social Affairs:  
general medium-term strategy

96. At its 414th and 415th meetings, the Committee reviewed section B of part one of the medium-term plan concerning the Department of Economic and Social Affairs: general medium-term strategy. Introducing the departmental strategy, the Director of the Office of the Under-Secretary-General explained that in the proposed medium-term plan the Department had attempted, first, to condense as concisely as possible the plan objectives of each programme; secondly, to update each programme's medium-term plans in the light, *inter alia*, of the recent decisions and recommendations of the General Assembly at its seventh special session; and, thirdly, to present in a unified and integrated manner all the plan objectives of the various programmes of the Department. If the medium-term plan were to provide the intended framework for the formulation of the biennial programme budgets, it should be conceptually broad and flexible. A full and detailed compatibility between plan objectives and programme budgets was not in his view possible in a dynamic society and organization. A programme budget was an operational instrument for the implementation of a plan objective. The medium-term plan document should therefore be regarded as indicative; precise figures would be presented in a programme budget document to be considered by the Committee at a subsequent session. The Department was aware of the importance of a system of monitoring and evaluation of plan implementation; it was currently studying and considering a suitable system for an efficient and effective programme management.

07. Regarding the general philosophy behind the Department's medium-term plan strategy, the Director observed that, in view of the many intergovernmental mandates given to the Department and bearing in mind the specific responsibilities of other organizations within the United Nations system, it was essential to define a departmental strategy with respect to both policy-oriented research and operational activities.

08. The Committee agreed on the need for a more integrated approach to the programming of the Department's work, which in the past had often suffered from a lack of common focus and direction. While it supported the intentions expressed in the presentation of the Department's medium-term strategy, it requested an explanation with regard to paragraph 35 of the medium-term plan in which it was stated that it might be more desirable for the Department to concentrate its efforts on relatively short-term advisory functions in relation to planning, policy-making and institution building rather than continue to provide assistance for projects that require a substantial manpower input over several years, or for technical studies, on roads, for example, for which others inside or outside the United Nations system might be more appropriately equipped. Also, while the intention to achieve a closer integration between the Department and the regional commissions through joint planning was supported, the question was raised whether this would entail a rotation of staff between Headquarters and the regional commissions. In this connexion caution was expressed that while the Department's policy to decentralize responsibility for certain operational activities to the regional commissions was desirable, it should not be carried to the extent where it would result in a dispersion of efforts. Recognizing the need to harmonize Headquarters and regional activities in a rational and integrated manner, the Committee felt that it might be useful to undertake at some of its subsequent sessions a review of studies, research and other operational activities that are being undertaken by the regional commissions.

09. In reply to these comments, the Director said that the Department was at present evaluating the possibility of transferring certain functions currently performed at the Headquarters level to the regional commissions while at Headquarters it would concentrate on conceptual aspects and play a co-ordinating role. It was also felt that the regional commissions, in turn, should participate in these conceptual activities undertaken at Headquarters. As had been noted by the Committee, the rotation of Headquarters staff with that of the regional commissions raised the issue of the extent to which present United Nations staff rules and regulations allow for this exercise to be carried out smoothly. Regarding the statement in paragraph 35 of the medium-term plan, it was observed that the United Nations does not have sufficient resources to engage in long-term advisory functions or to undertake purely technical studies for which others might be better equipped. An exception to such long-term advisory functions could be statistics and natural resources programmes which tend to offer greater opportunity for mutual enrichment over time. On the other hand, concentration on more short-term advisory work would have the advantage of creating a direct link between ESA policy research, the decisions taken by the General Assembly and the Economic and Social Council and the assistance for advising on the implementation of such decisions at the national level.

## Long-range forecasting (Project 2000)

100. The Committee approved of the intentions expressed in the interdivisional subprogramme on long-range forecasting. It was hoped that this subprogramme would assist in the implementation of resolutions and decisions of the intergovernmental bodies and that both quantitative and qualitative forecasting exercises would be undertaken in co-operation with the regional commissions and specialized agencies. However, a reservation was expressed on the Project in view of the absence of precise legislative authority for it. Doubts were expressed as to whether the subprogramme was necessarily an interdivisional one, since it might well be incorporated in the CDPPP programme. The representative of the Department stated that CDPPP would be the lead agency for the subprogramme's activities and inputs to it would be provided by all the concerned units of the Department.

## Information systems

101. There was considerable discussion in the Committee about the absence of legislative authority for this subprogramme. It was stated that section III, paragraph 8 of General Assembly resolution 3362 (S-VII), quoted as legislative authority, referred to the collection and dissemination of the technical expertise available in the United Nations system to developing countries and therefore could not be quoted as legislative authority. It was explained by the Director that there were several other resolutions which were relevant to the activities proposed to be included within this subprogramme. Several delegations stated that in any case section III, paragraph 8 of General Assembly resolution 3362 (S-VII) should be implemented.

102. The Committee found the idea contained in this subprogramme an interesting one, but felt that further information was necessary before the establishment on a permanent basis of a system for the storage and retrieval of the Department's documentation could be considered.

103. In so far as the system might be established through internal administrative rearrangements within the Department, and might not warrant the status of an independent subprogramme, the view was expressed that it was not a matter for the Committee to consider. It was noted, however, that the system, as proposed by the Secretariat, would entail considerable costs. Since the Committee still had some doubts as to whether the expected benefits of the system were commensurate with the costs involved, it suggested that further information be provided on this point in the first place to the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee.

104. If the need for improving the arrangements for storing and retrieving the Department's documentation would result in the establishment of a system like the one proposed, its work should be reviewed by the Committee after a trial period of two to three years, in order to evaluate its cost effectiveness.

105. The Committee raised questions on many occasions about the proliferation of proposals, which appeared in various chapters of the medium-term plan, for the establishment of data banks. In raising these questions, the Committee intended neither to criticize nor to reject the objective of providing better information to Member States nor to make a general criticism of the use of computer information

storage and retrieval systems as a means of achieving this objective. The Committee did feel, however, that the proposals, as described and presented in the plan, were often not fully justified. In particular the Committee felt that, in working out these proposals, insufficient regard had been paid to the need to make each data bank compatible with the others being proposed. It was the Committee's impression that these proposals had not been co-ordinated.

E. Economic Commission for Africa, Economic Commission for Europe, Economic Commission for Latin America, Economic Commission for Western Asia, Economic and Social Commission for Asia and the Pacific

106. At its 415th meeting, the Committee reviewed sections C through G of part one of the medium-term plan, concerning the regional commissions.

107. It was mentioned that paragraph 65 of the plan, relating to ECE rightly stressed that the success of the Conference on Security and Co-operation in Europe and the signing of the Final Act at Helsinki had created a favourable climate for the work of ECE. It was stated that the activities of ECE should be consistent with its main objective, which was to strengthen co-operation between Western and Eastern Europe. Further, it was stated that the activities of ECE were not simply European in scope; they also affected economic co-operation throughout the world.

F. Political and Security Council affairs

108. The Committee reviewed the programme on political and Security Council affairs contained in chapter II of part two of the medium-term plan at its 429th and 430th meetings.

109. In reply to a question raised, the Director of the Disarmament Division explained that the word "initiatives" in paragraph 153 (vi) of the plan included the proposal for a world disarmament conference, the possibility of holding a special session of the General Assembly devoted to disarmament, and proposals for a session of the United Nations Disarmament Commission. They would require preparations by the Secretariat which were not included in the existing work programme of the Disarmament Affairs Division. Further, the resolutions on apartheid mentioned in paragraph 170 included both General Assembly and Security Council resolutions.

G. Special political affairs and special missions

110. The Committee reviewed the programme on special political affairs and special missions contained in chapter III of part two of the medium-term plan at its 429th meeting.



111. Some representatives noted that in paragraph 189, the United Nations Chief Co-ordinator for the United Nations Peace-keeping Missions in the Middle East appeared in the list of operations. While their delegations in the Security Council had supported the nominee to the post of Chief Co-ordinator, it should not, however, be concluded that the Security Council had established a new peace-keeping operation.

## H. International justice and law

112. The Committee reviewed the programme on international justice and law contained in chapter IV of part two of the medium-term plan at its 429th meeting. A question was raised whether the chapter really constituted a programme at all. It was suggested that the sessions of the International Law Commission should be shorter, that more meetings should be held during each session, and that the Commission should endeavour to deal more expeditiously with the items on its agenda. It was further suggested that only one volume of the Yearbook of the International Law Commission should be issued each year and that the secretariat of the Committee on Relations with the Host Country should play a more effective role in regard to the work of that Committee. There was difference of opinion as to whether or not the Commission should defer consideration of the item on the law of the non-navigational uses of international watercourses. In this connexion, attention was invited to General Assembly resolutions 3071 (XXVIII) and 3495 (XXX) as the basis for the continuation without interruption of the proposed study.

113. It was observed on behalf of the Office of Legal Affairs that the programme of the International Law Commission was carefully reviewed each year by the General Assembly, which in the past had taken decisions about the topics to be studied and the priorities to be accorded to them. The summary record of the Committee's discussion would be made available as appropriate to those concerned, in order to inform them of the comments which had been made.

## I. Trusteeship and decolonization

114. The Committee reviewed the programme on trusteeship and decolonization contained in chapter V of part two of the medium-term plan at its 412th and 437th meetings. At the 412th meeting, the Committee decided to request the Secretary-General to have the programme as contained in chapter V redrafted in order to conform to the general guidelines followed by the other programmes contained in the medium-term plan. Accordingly, a revised text was submitted to the Committee. (For the text, see A/31/6/Add.1/Corr.3.)

115. It was noted with satisfaction that, although the original text of chapter V gave the impression that all the problems should be solved in the same way, the revised programme indicated clearly that the work of the United Nations had to take into account the special character of each situation. With regard to the presentation of subprogramme 4 (Servicing of statutory bodies and missions), it appeared to consist of a list of duties rather than objectives, and the question was raised whether subprogramme 4 could in fact be considered a separate subprogramme and whether its component parts should not be included under other subprogrammes.

116. The Committee recognized the importance of the programme and it was noted that, in implementing the Declaration on the Granting of Independence to Colonial Countries and Peoples, the United Nations had made a significant contribution in the field of decolonization. However, a number of problems still remained to be solved, and in this connexion it was stressed that the programme was crucial for the attainment of the basic objectives of the United Nations Charter. The applications of the measures envisaged under the programme would help to bring about the definitive elimination of the colonial system and the granting of independence to all the peoples suffering under the yoke of colonialism.

117. The Director and Deputy to the Under-Secretary-General for Political Affairs, Trusteeship and Decolonization, in accepting the proposed revisions, observed that the preparation of the programme had not been an easy task, as the political problems involved many imponderables which could not be evaluated precisely. It was, therefore, impossible to indicate exactly what the Department's personnel needs would be in a year's time. One could only speak of the present and make projections on the basis of the instructions and requests of the deliberative bodies concerned.

#### J. Development planning, projections and policies

118. The Committee reviewed the programme on development planning, projections and policies contained in chapter VI of the medium-term plan at its 420th to 424th and 431st to 432nd meetings.

119. In an introductory statement, the representative of CDPPT said that the programme was designed to examine the development process as a complex whole, without drawing artificial distinctions between economic and social factors. The work involved assessment of the policy options open to Governments for sustained economic and social progress and for achieving an integrated world economy. It was necessary to keep abreast of changes in the world economy and constantly adjust the work to meet changing circumstances. A continuing flow of relevant analyses and information was maintained between various components of the United Nations system in order to co-ordinate their respective work. Under the programme, a wide range of studies and reports were prepared. These were intended primarily to assist official bodies of the United Nations; but where the studies and reports dealt with matters of interest to development planners and policy makers in general, they were also issued as sales publications. Drawing upon the ongoing substantive work, advisory services were provided, upon request, to Governments on various aspects of development planning and policies, including policies to promote economic co-operation and integration among developing countries.

120. There was general agreement in the Committee that the programme covered a very important and comprehensive area of work. The presentation of the programme in the medium-term plan, however, was often characterized by too much vagueness. Also, the programme structure was considered less than satisfactory, the interrelationship among individual subprogrammes being often unclear. A third point of general criticism was that, while a systematic account had been given of the means utilized for co-ordination, there was not a sufficiently clear

explanation of the effect of those means. The co-ordination under the programme should not only cover the exchange of information but should also promote the work of various organizations on development and planning in a more systematic way. One delegation expressed the view that CDPPP should review the orientation of its work and concentrate entirely on a few pilot ideas which would give impetus to the activities of the Organization. In responding to these points, the representative of CDPPP pointed out that the programme dealt with intersectoral activities which were inclined to be of a more general character than were sectoral activities. Moreover, since the developments in the world economy were subject to rapid change, a considerable degree of flexibility had to be maintained to deal with the emerging demands of the international community. Co-ordination under the programme was designed to avoid duplication and reinforce efforts of various components of the United Nations system; a continuing exchange of analyses and information was an essential means of harmonizing the substantive work.

121. The importance of subprogramme 1 (Review and appraisal of economic and social progress) was recognized, but it was stressed that the nature of the underlying work should be stated more clearly. The objectives of the subprogramme should take into account not only what was stated in the medium-term plan but also the social transformation of developing countries through such measures as agrarian reform, an active role by the public sector, enlarged markets for their products, and improvement in their terms of trade. Account should also be taken of the experience of various countries in accordance with the relevant resolutions of the General Assembly. It was pointed out that the impression left by the presentation that targets applied only to developing countries was an erroneous one since the International Development Strategy for the Second United Nations Development Decade (General Assembly resolution 2626 (XXV)) also set goals for the performance of developed countries in the efforts to achieve the internationally set development goals. The legislative authority for the World Economic Survey and the relationship of the Survey to the review and appraisal work needed to be clarified and the results of the mid-term review and appraisal should be taken into account. The representative of the Secretariat explained that the World Economic Survey was prepared annually in pursuance of General Assembly resolution 118 (II). After the adoption of resolution 2626 (XXV), the preparation of the Survey and the review and appraisal work had been undertaken as closely related tasks, both because of their intrinsic nature and because of the need to make the best use of available resources. The work took into account all the relevant resolutions of intergovernmental bodies. The progress in the implementation of the provisions of the International Development Strategy, whether addressed to developed or developing countries, was examined in the light of those resolutions.

122. While recognizing the value of subprogramme 2 (Development and human resources), it was stated that the subprogramme was imprecisely formulated. For instance, it was not clear what was meant by social conditions for the social consequences of policies for rapid growth. Nor was it clear what purposes would be served by comparative studies, expert meetings and regional seminars. The relationship of the work under subprogramme 2 with other work, especially that under chapter XXII (Social development and humanitarian affairs), and the sources of information to be used in carrying out the work needed to be clarified. The representative of CDPPP explained that the work under subprogramme 2 would consider

such questions as the social implications of economic growth; for instance, an effort would be made to determine what effect a rapid rate of industrial and agricultural expansion would have on needs in such fields as education, health, housing and living conditions in general. The experience of various countries would be drawn upon for that purpose. The sources of information would be all those normally used in work on development problems, notably the information published by Governments or made available by them in response to specific inquiries. The suggested meetings and seminars would be designed to serve as forums for exchange of experience among government officials and for the formulation of conclusions by them for possible application in their own national context. The work under subprogramme 2 on development and human resources emphasized the economic aspects, whereas the work under chapter XXII emphasized the welfare aspects. The details of the work could be specified more meaningfully in the budget for the biennium 1978-1979 after the Commission for Social Development had had an opportunity to examine the work programme. The Committee decided that subprogramme 2 should be redrafted to incorporate the clarificatory information provided to it orally during the discussion. (The revised draft of subprogramme 2 appears in document A/31/6/Add.1/Corr.3.)

123. Subprogramme 3 (Long-range forecasting (Project 2000)) was considered to have been examined, by and large, in the context of interdivisional subprogramme 1 (Long-range forecasting (Project 2000)) in section B of part one of the medium-term plan (see para. 100 above). A question was raised as to where the subprogramme "Development and physical resources", listed in volume II of the medium-term plan but not in volume I, fitted into the programme in chapter VI and, moreover, why the cumulative effectiveness of that subprogramme was indicated as being "not applicable". The clarification provided by the Secretariat was that "Development and physical resources" did, in fact, constitute subprogramme 3, and that it dealt with intersectoral relationships of physical production (agriculture, manufacturing, mining etc.). However, in so far as the subprogramme's output was envisaged as a major input into Project 2000, it was at present considered to form part of interdivisional subprogramme 1. A study dealing with alternative future scenarios for the world economy and its geographical components had recently been completed and was scheduled to be published in the latter part of 1976. The cumulative effectiveness of the study could not be judged before it was published. The cumulative effectiveness referred to in paragraph 25 of volume II of the medium-term plan related to past work which was clearly not applicable in the case of the study in question. A reservation was registered with regard to subprogramme 3.

124. The need for the work specified in subprogramme 4 (Development and financial resources) was emphasized, but some questions were raised as to whether that work represented any overlap or duplication with the work under the programmes relating to public administration and finance (chap. XIX) and transnational corporations (chaps. XIX and XXIV of the medium-term plan, respectively). Several representatives, however, stated that they did not think any duplication was involved. Queries were raised regarding the legislative authority for the work on international payments arrangements, as well as about the basis on which countries would be selected for studying their experience on aspects of taxation and the usefulness of work on aspects of the transfer of foreign private capital.

Clarifications were provided that the work undertaken by CDPPP in connexion with subprogramme 4 dealt with the economic and social aspects of development finance, whereas the administrative aspects were dealt with under the programme relating to public administration and finance. The work on foreign private capital touched on aspects not dealt with under the heading "Transnational corporations". Many countries did borrow from international private capital markets, and the work sought to shed light on that aspect. Guidelines for work on international payments arrangements were provided by General Assembly resolutions 3202 (S-VI) and 3362 (S-VII). The work on aspects of taxation drew upon all available studies. Only those new country studies would be made that would help to fill the current void.

125. There was consensus that subprogramme 5 (Economic and social projections) was important. Some representatives wondered, however, whether that work should be listed as a separate subprogramme or as part of another subprogramme, since the data emanating under subprogramme 5 were often used by other subprogrammes. Concern was also expressed over the seeming proliferation of data banks. In response, the Secretariat pointed out that the subprogramme represented a distinct objective, namely, the specification of national and international policy implications in quantitative terms of certain desired goals and objectives. The work had formed the basis of delineation of targets for the Second United Nations Development Decade and was expected to play a similar role in connexion with a third United Nations development decade. A great deal of quantitative data had to be processed in an economically meaningful fashion for that work; but the data were only a means to a specific end, not an end in themselves. In so far as the data processed under subprogramme 5 were also needed in other subprogrammes, it was only logical that they should be so used.

126. The meaning of certain statements contained in subprogramme 6 (Integrated economic and social planning) was questioned. It was said that Governments were not interested in "the way" in which development plans were formulated and implemented, but rather in comparative studies of the content of such plans. Similarly, experience at the national level could not be "tested" at seminars and workshops; it could be discussed or examined. Similarly, the need was not for an "integrated pattern of development" but rather for an integrated or unified approach to development. The Secretariat pointed out by way of clarification that the purpose of the work was indeed as suggested during the discussion in the Committee and that future descriptions of that work would indicate more clearly its content. Some comments were also made by representatives with regard to the work on regional or subnational planning and its relationship to the corresponding work under subprogramme 8. The clarificatory exchange of views on that aspect took place in the context of the discussion on subprogramme 8.

127. The discussion on subprogramme 7 (Technical work for the Committee for Development Planning) was concerned mainly with organizational aspects. Some representatives did not consider that the servicing of a committee constituted a subprogramme; others, emphasizing the importance of the work for and by the Committee for Development Planning, felt that that would justify its presentation as a subprogramme. By way of clarification, the representative of CDPPP stated that the terms of reference of the Committee for Development Planning had been considerably enlarged over the years and that Committee had requested that certain arrangements be made to enable it to discharge its enlarged responsibilities

satisfactorily. The work carried out for the Committee for Development Planning was designed to serve a distinct objective, namely, to help in the formulation of policy recommendations.

128. On subprogramme 3 (Development planning advisory services), a number of points raised by representatives were clarified by the Secretariat. It was noted that both the United Nations and the World Bank provided such advisory services to Governments through financial allocations by UNDP. The decision as to which organization would provide those services was made by UNDP in the light of the wishes of the Government concerned. A predominant majority of those services were, in fact, provided by the United Nations. The development planning advisory services of the United Nations covered not only various aspects of national planning but also aspects of economic co-operation and integration among developing countries. These services performed an important function, but they were listed in volume II of the medium-term plan as being "replaceable" because, as stated in the definition given in paragraph 27 of that volume, the Government concerned could obtain such advisory services from a source other than the United Nations. The effectiveness of the development planning advisory services could be judged both from the work carried out and from the large number of requests for assistance received from Governments. Development planning advisory services also dealt, as relevant, with regional or subnational planning. Following the adoption of General Assembly resolution 1708 (XVI) in 1961 and several other resolutions subsequently by the General Assembly and the Economic and Social Council, work on various aspects of planning, including subnational planning, had been carried out. The development planning advisory services had completed 3 regional or subnational projects (in Madagascar, Peru and Thailand); 12 projects were now under way (in Bolivia, Brazil, Ecuador, Fiji, Indonesia, Iran, Mexico, Nepal, the Niger, Pakistan, Panama and Senegal); and experience suggested that additional requests from Governments were likely to be received. Substantive work on regional or subnational planning was done under subprogramme 6, and that work provided support to corresponding advisory work under subprogramme 8. Sectoral aspects of regional or subnational planning were dealt with under other major programmes - for example, those relating to human settlements, industrial development, food and agriculture.

129. The Committee did not consider it appropriate to go into the substance of subprogramme 9 (United Nations Special Fund). The importance of the subprogramme was recognized but clarifications were sought on the present temporary arrangements for meeting the administrative and operational costs of the Special Fund and there was general recognition that the General Assembly had postponed a decision on long-term arrangements to its thirty-first session, at which it would review the over-all situation regarding the Special Fund. It was noted that the Special Fund was operating at the present time with the assistance of the Department of Economic and Social Affairs, particularly CDPFP. The Fund was endeavouring to keep up to date its information on the most seriously affected countries and to prepare proposals for the Board of Governors on policies and procedures that the Fund might adopt.

130. The representative of ECA informed the Committee that since the preparation of the ECA programme two new subprogrammes had been formulated in the light of the principles for the establishment of a new international economic order. The first new subprogramme, entitled "Socio-economic research, planning and projections",

dealt with the application of a unified approach to development planning in Africa, the development of African entrepreneurs in both private and State enterprises, the problem of co-ordinating the public and private sectors in the implementation of development planning, and regional and sectoral planning. The second new subprogramme was entitled "Area programme for the least developed countries" and involved the monitoring of all ECA activities with respect to the least developed and land-locked African countries. This subprogramme was also concerned with fiscal, monetary and financial issues at the national level.

131. While some delegations and the representative of the Budget Division expressed concern that revisions at short notice such as that announced by the representative of ECA rendered the task of the Committee difficult and could defeat the very concept of medium-term planning, considering that the preparation of the plan was a long and complex task involving a large number of administrative and political bodies, other representatives were of the opinion that there were precedents where revisions had been introduced. The Committee agreed that a revised ECA programme should be submitted. (For the text of the revised programme, see A/31/6/Add.1/Corr.3.)

132. With regard to the programme of ECE, the representative of ECE, in response to a question raised, explained that the Commission's work in the field of economic plans, programmes and perspectives had assumed added importance as countries from different parts of the region had placed greater emphasis on projections in the light of changing economic circumstances. That work was also of interest to other regions, as demonstrated by General Assembly resolution 3508 (XXX). The preparation of the seminars was carried out as part of the ongoing activities of the Secretariat and additional costs of meetings held away from Geneva were borne by the host Governments.

133. Regarding the programme of ECLA, the representative of ECLA, replying to questions raised, explained that he would have preferred the use of the term "extreme" poverty to the word "abject" poverty which was never used by ECLA in that context. He also stated that ECLA was opposed to any automatic transplanting of models and that such models needed to be adjusted to the situations of the countries in which they were to be applied. He added that much could be learned from the experience of the developed countries in devising such models.

134. In connexion with the programme of ESCAP, the representative of ESCAP, in response to questions raised, explained that the terms of reference of the Committee for Development Planning were cited as the legislative authority for subprogrammes 1 and 2, because those subprogrammes were concerned with evaluation and assistance in the field of development planning, both being the basic functions of the Committee. He also explained that subprogramme 4 (Administrative systems) concerned interagency activities and therefore there was no duplication of the work at Headquarters or of other organizations of the United Nations. This subprogramme had been included under development planning since in the ESCAP work programme the activity was inseparable from development planning.

## K. Disaster relief

135. The Committee reviewed the programme on disaster relief contained in chapter VII of part two of the medium-term plan at its 429th meeting. It was stated that the principal function of the United Nations Disaster Relief Office (UNDRRO) was to monitor and co-ordinate the activities of the United Nations system and intergovernmental organizations concerning disaster relief, pre-disaster planning and disaster prevention.

136. The Committee expressed satisfaction with the activities of UNDRRO and general support for the programme as presented. Hope was voiced that extrabudgetary funds would continue to be available in support of the work of UNDRRO. A note of caution was sounded that the projection of the programme for technical assistance in disaster prevention and planning might be too optimistic, in view of the difficulties experienced by other funds in evaluating their future resources. Clarifications were given by the representative of UNDRRO of that Office's relationship with UNEP and with other United Nations bodies in the collection of information during disaster situations, and regarding the nature and operation of the UNDRRO data bank.

## L. Environment

137. The Committee considered the programme on environment in chapter VIII of part two of the medium-term plan at its 424th to 426th and 445th and 448th meetings.

138. The representative of UNEP reviewed some of the major decisions taken at the fourth session of the Governing Council of UNEP and explained how they influenced the conceptual, structural and financial aspects of the Programme. The representative of WHO explained that there had been a strong environmental dimension to the work of that organization since its inception and indicated that WHO collaborated with UNEP in the area of human health and health of the environment satisfactorily and at various levels.

139. The Committee recognized that the primary responsibility of UNEP was to be the focal point for the co-ordination of environmental programmes, particularly within the United Nations system. It felt, however, that the medium-term plan of the Programme was too vague in that it did not clearly bring out this co-ordinating role. The account of how the tasks were divided or shared between activities of UNEP, on the one hand, and especially those of several specialized agencies, on the other, was considered insufficient to define the role of UNEP properly. This was particularly the case in the field of human settlements, health, ecosystems, oceans and natural disasters. It was also mentioned that UNEP appeared to be drifting into an operational role, which was contrary to its mandate. Concern was expressed that the programme was attempting to do too much and would be more effective - and would perform more efficiently - if it concentrated on a smaller number of problem areas.

140. The Committee pointed out that the medium-term plan of UNEP did not clearly set out those elements of the programme which were funded by the regular budget of the United Nations and those financed from extrabudgetary sources. This



distinction was an important one for the Committee since the medium-term plan was to serve as a framework for the next biennial programme budget.

141. In this connexion, it was pointed out that UNEP had departed considerably from the concept of a "small secretariat" referred to in General Assembly resolution 2997 (XXVII) and discussed in relevant meetings of the United Nations prior to the adoption of that resolution. The members of the Committee emphasized the high administrative costs of UNEP. Those costs absorbed resources which could be used for programme purposes. Reference was also made to the Governing Council's decision to strengthen the regional offices of UNEP and the question was asked whether this meant that new posts would be created or that the staff of the regional offices would be increased through transfers from the headquarters of UNEP.

142. The view was expressed that several passages in the programme conveyed the impression that UNEP was dealing with problems that had already been tackled by other organizations and that it was through its co-ordinating work that those problems were being solved.

143. While the importance of environmental co-ordination at the regional level was generally recognized, the view was expressed that regional activities were insufficiently co-ordinated and that the regional commissions should be called upon to play a greater role in the environmental field, particularly when they had, like ECE, considerable expertise.

144. In reply to some of the questions raised in the general debate, the Executive Director of UNEP stressed that its programme was determined by the decisions of its Governing Council and that the medium-term plan of the Programme reflected those decisions - albeit perhaps imperfectly in view of the need for conciseness and of the difficulty of fitting the rather special responsibilities of UNEP within the required format of the plan. Thus it was not for the secretariat of UNEP to amend the substance of the programme although, of course, presentation of the text itself could be improved.

145. In response, members of the Committee reminded the Executive Director that the Committee for Programme and Co-ordination, under its terms of reference, was the main subsidiary organ of the Economic and Social Council and the General Assembly for planning, programming and co-ordination. Specifically, the Committee was to consider in depth and, as its terms of reference stated, in the light of the budgetary implications, the medium-term plan of the Secretary-General. The presentation of the environment programme was not sufficiently clear or detailed to allow the Committee to discharge its mandate adequately with respect to its review of the programme. It was further pointed out in this connexion that the secretariat of UNEP was partly financed from the regular budget of the United Nations, which placed the Programme under the legislative authority of the General Assembly, to which the Committee for Programme and Co-ordination reported through the Economic and Social Council.

146. In the course of the debate on the various subprogrammes, requests were made for further information or clarification on some of the activities of UNEP, particularly with regard to the respective roles of and co-ordination between UNEP and the specialized agencies and/or units of the United Nations active in the fields covered by the subprogrammes. Thus, it was felt that the respective roles of UNEP and of the Centre for Housing, Building and Planning in the field of human

settlements should be clarified (the Centre for Housing, Building and Planning was said to have as one of its major functions the co-ordinating role in this area (para. 675 of the medium-term plan)).

147. It was stated that the objective of subprogramme 2 (Human and environmental health) was somewhat overstated and resembled too closely the basic mandate of WHO. The representative of WHO agreed that the objective of this subprogramme could be made more specific to indicate that the activities would be carried out in collaboration with WHO and other organizations as appropriate. She reiterated that the assistance of UNEP had been instrumental in the development of certain activities currently carried out by WHO.

148. With regard to subprogramme 3 (Terrestrial ecosystems), it was felt that mention should be made in that section of the forthcoming United Nations Water Conference which would provide a useful input not only for the subprogramme as a whole but also for the United Nations Conference on Desertification which was being prepared under the auspices of UNEP. It was also stressed that the preparations for both Conferences should be closely co-ordinated by the responsible secretariats. The question of a possible duplication of work between UNEP and the Committee on Science and Technology for Development, which dealt with both arid and semi-arid zones was raised, since the question of arid and semi-arid zones was not only to be considered by the Conference on Desertification but was also to be included in the agenda of the forthcoming Conference on Science and Technology; care should be taken to avoid repetition of work at international conferences. The representative of UNEP replied that he did not think that one conference would duplicate the work of the other; rather, some elements of the Conference on Desertification might provide specific inputs into the Conference on Science and Technology.

149. It was stated that the Sub-Committee on Marine Science Applications of ACC should take all necessary measures to avoid duplication in the area covered by subprogramme 4 (Oceans), particularly with regard to the activities of UNEP and of the Ocean Economics and Technology Office of the United Nations Secretariat.

150. The view was expressed that the presentation of subprogramme 6 (Natural disasters) was somewhat misleading in that it appeared that UNEP was playing a major role with respect to natural disasters prevention or mitigation, whereas it was in fact the United Nations Disaster Relief Office which had the central responsibility in that area; it would have been more appropriate for this subprogramme to be presented under chapter VII, since UNEP was primarily supporting the work of the Office.

151. Regarding subprogramme 10 (Supporting activities), the hope was expressed that UNEP would be using all relevant visual resources available for education and publication within the United Nations system, particularly the films prepared for Habitat. Regarding the establishment by UNEP of a "clearing-house" for technical assistance needs, it was felt that such a facility should work in close co-operation with other similar facilities established or being established within the United Nations system.

## M. Food and agriculture

152. The Committee reviewed the programme on food and agriculture contained in chapter IX of the medium-term plan at its 420th and 431st meetings.

153. With respect to the functions performed by the central machinery established within this sector in the United Nations system, it was noted that the relationship between FAO and the World Food Council was less than clear. The Committee felt that while the appropriate forum to deal with the basic structural aspects of the question was the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System, it should itself endeavour to suggest ways to reduce any confusion in the distribution of tasks among the central bodies of the system. In particular, it was stressed that the objectives of the World Food Council should be set out more clearly and in greater detail. The representative of FAO informed the Committee that the relationship among the various bodies in the United Nations system active in this sector had become a source of concern to that organization. 5/

154. Another dimension of the problem of programme co-ordination in the sector was the relationship between the regional commissions and FAO. The Committee was assured that as a result of FAO maintaining joint divisions with all the regional commissions, the programmes reflected a joint approach of FAO and the regional commissions from the perspective of their respective regions.

155. In commenting on the programmes and subprogrammes, it was emphasized that agrarian reform and the mobilization of internal reserves should be important components of the medium-term plan in order to improve significantly the conditions of the poorest segments of the population. With respect to the programmes of the regional commissions, it was felt that their analyses of the problems addressed were sometimes oversimplified - for example, in the case of the problem of food production in Africa (para. 502 of the medium-term plan) - and their objectives were often formulated in too ambitious terms - for example in the case of the presentation of the over-all agricultural strategy for the ESCAP region (para. 582 of the plan).

156. The representative of FAO stated that there was a strong feeling at the executive level of that organization that the regional commissions should not be operational in sectoral fields. In this connexion the representatives of ESCAP and ECWA noted that their respective commissions did not share the opinion expressed by FAO. They felt that the joint divisions provided a proper basis for their operations.

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5/ In this connexion, regret was expressed that representatives of the World Food Council and the regional commissions were not present at the 420th meeting to answer questions raised by delegations. At the 431st meeting, the representatives of the regional commissions replied to the questions raised.

## III. Human Rights

184. The Committee reviewed the programme on human rights contained in chapter 8 of the medium-term plan at the 49th meeting. In connexion with the review of the programme, the Committee's attention was drawn to decision III (IX) adopted by the Commission and the Council at its 20th meeting on 12 May 1976, in which paragraph (a) by which the Council invited the Committee to analyse the progress in the field of human rights as contained in the medium-term plan for 1975-1978 and its progress budget for 1976-1977 in order to ascertain by what means the implementation of the programme and the resources allocated to it as provided in these two documents could efficiently achieve the aims and objectives set forth in the programme in this field.

185. The Director of the Division of Human Rights, in an introductory statement at the 49th meeting, drew attention to recent developments since the submission of the programme under consideration. In particular, he recalled that the International Covenants on Human Rights and the Optional Protocol to the International Covenant on Civil and Political Rights had entered into force; the Economic and Social Council at its sixtieth session had given a new impetus to the Decade for Action to Combat Racism and Racial Discrimination; preparatory work had started for the World Conference to Combat Racism and Racial Discrimination to be held in Ghana in 1978. All these matters added new demands and responsibilities to the Division of Human Rights. He pointed out that the increased schedule of meetings of the various bodies dealing with human rights created special problems of documentation and of proper delivery of the programme. He expressed some misgivings as to the nature of the statistics collected by the Division contained in tables 3 and 4 in chapter I of volume II of the medium-term plan.

186. One representative pointed out that, in the implementation of the medium-term plan, special attention should be centred upon and greater thrust should be given to the Programme for the Decade for Action to Combat Racism and Racial Discrimination, the preparation of the World Conference to Combat Racism and Racial Discrimination, the implementation of the International Covenants on Human Rights, and the preparation and completion of the studies undertaken by the Sub-Commission on Prevention of Discrimination and Protection of Minorities. The importance to be attached to the question of the realization of economic and social rights and to the question of the right of peoples to self-determination was also stressed. The same representative said that no reference had been made in the programmes to eliminating duplication with a view to preserving the resources of the Division of Human Rights. He called for the reformulation of certain paragraphs of the matter concerned. Another representative referred to article 14 of the International Convention on the Elimination of All Forms of Racial Discrimination, and inquired about the effects of the procedure envisaged in the article, when it came into force, on the workload of the Division.

187. The Director of the Division of Human Rights said that the Division was making great efforts to develop with other departments and the specialized agencies concerned a system of informal and effective co-ordination in order to eliminate duplication and that the method adopted had proved to be a satisfactory one. The paragraphs referred to in the medium-term plan were for obvious reasons

not reflecting the most recent decisions and resolutions adopted by the Economic and Social Council at the sixtieth session. He assured the members of the Committee that among the questions listed in greater detail in the medium-term plan, those mentioned by the representative would continue to be included in the programme as priority questions.

161. In connexion with Economic and Social Council decision 146 (LX) mentioned in paragraph 157 above, the Committee noted that a certain discrepancy between the sixth rates in workload and available resources was not unique in the programme on human rights; further, it noted that incremental increases in resource allocations did not in itself assure efficient achievement of aims and objectives in United Nations programmes. Consequently, the Committee felt that the question of the sufficiency of the resources allocated to this programme could not be considered in isolation from the other programmes in the economic and social fields.

#### c. Human settlements

162. The Committee reviewed the programme on human settlements contained in chapter XI of the medium-term plan at its 420th and 431st meetings.

163. There was general agreement that the Committee's review would necessarily be a preliminary one pending the results of Habitat: United Nations Conference on Human Settlements which could be expected to affect the content of the programme. The Committee stressed that the potential of international efforts in the field of human settlements was limited by the nature of the problems involved at the local or national level. In view of the need for a multidisciplinary approach to the problems of human settlements, it also stressed that inputs from all the specialized components of the United Nations system should be brought to bear on the programme.

164. Subprogrammes 1 (Locational and growth strategies at the national level) and 2 (Urban and regional planning) were considered central to the programme because they were directed at locational and growth strategies at the national level and associated with urban and regional planning and therefore should be able to meet development needs in a more direct way. Support was also given to subprogramme 4 (Development of the building sector) because its aim was to assist people in overcoming their lack of experience and it could help to improve the employment situation, but it was suggested that subprogramme 3 (Improvement of slum, squatter and rural settlements) might be revised to refer to measures to eradicate the causes of slums rather than to improve slums. It was also suggested that subprogramme 5 (Strengthening the institutional arrangements, the administrative and legal base for the implementation of the human settlements programme) should be directed towards the support of subprogrammes 1 and 2 rather than of subprogramme 3. It was stressed that exchange of information, dealt with in subprogramme 6 (Exchange of information), was considered an essential activity in the field of human settlements and that it would constitute an important element of the Habitat Conference and the work following upon that Conference. With respect to the internal consistencies of the programme description, it was noted that the relationship between planned activities and their expected impact was not always clear.

165. In response to various comments, the Director of the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs recalled that the Committee for Programme and Co-ordination had considered a subprogramme on tourism at its fifteenth session and had concluded that the Centre should work on the aspects of tourism that concerned human settlements as such. Accordingly, in its current programme, the Centre had stressed those aspects of tourism that related to open development and the provision of infrastructure as well as planning needs for which the overall requirements for human settlements must be taken into consideration. Tourism had therefore been treated as an integral part of subprogrammes 1 and 2, and as an element in policy formulation in urban and rural planning.

166. In responding to the comments made by representatives, the Director indicated that changes would be introduced into the subprogrammes affected, including subprogramme 1, following the Habitat Conference. He said that the reference to the improvement of slums in the title of subprogramme 3 was intended to convey that the Centre planned to do something about the conditions of those who lived in such areas. He agreed that comprehensive planning at the regional and subregional levels was one way to overcome the proliferation of slums and squatter settlements in many cities. Accordingly, efforts were constantly being made to co-ordinate programmes at the planning and implementation levels with the regional commissions and specialized agencies.

167. A great deal of the discussion centred upon the relationship between the tourism component and the human settlements programme itself. There was general agreement that tourism was a marginal activity in the context of the human settlements programme and that there was no need for the United Nations to direct substantial resources to it. While some delegations felt that the importance of the impact of tourism on human settlements should be borne in mind in the execution of the programme, others were of the opinion that international tourism activities should be the main focus of the recently established World Tourism Organization.

168. It was observed that a greater attempt should be made to co-ordinate programmes and subprogrammes of the regional commissions with those of Headquarters, and that it was important to have a proper balance in the division of work between the Centre and the regional commissions.

#### F. Industrial development

169. The Committee reviewed the programme on industrial development contained in chapter VIII of the medium-term plan at its 417th, 418th and 432nd meetings. The report of the Executive Director of UNIDO for 1975 (IDB/160) and selected summary records of the tenth session of the Industrial Development Board (IDB/SR.191-193) were made available to the Committee for its information, at the Committee's request.

170. The Committee took up the programme as included in the medium-term plan while recognizing that, in the case of the programmes that were under consideration by the competent intergovernmental bodies, its main task would be to concentrate on those aspects that involved co-ordination. The Committee expressed the hope that programme directors would in future provide to the Committee, at the start

of its deliberations, information on the state of discussion within appropriate intergovernmental machinery on programmes before the Committee.

171. It was generally felt that the structure of the UNIDO secretariat was satisfactory. It was noted that the Executive Director had taken into consideration views expressed at the thirtieth session of the General Assembly. At the same time it was considered that the efficiency of the organization could be improved. It was suggested that more industrial development field advisers and Junior Professional officers be provided for, either by UNDP funding or by the secondment of experienced Headquarters staff, that a system be established to provide for rotation of personnel between the field and Headquarters, and that the number of consultants should be related to the size and number of projects on both a country and a regional basis.

172. It was felt that UNIDO was involved with executing too many small-scale projects and that it would be preferable to substitute large-scale projects which could result in increased efficiency and a lowering of administrative and technical support costs. The view was also expressed that UNIDO should continue to undertake small-scale projects in the interest of balanced economic development within developing countries. The Committee recognized that it was important for the operational and technical co-operation activities of UNIDO to be improved. The paucity of operational projects in industrial planning and programming envisioned for the duration of the medium-term plan under consideration was noted. It was recognized that UNIDO had, in the past, experienced difficulty in co-ordinating its industrial programmes with those of specialized agencies, regional commissions and other organizations, and the hope was expressed that this situation could be improved through the new Advisory Committee for Industry and ACC.

173. With respect to subprogramme 1 (Establishment of a consultation system), it was felt that machinery for the purpose should not be set up until a definite need had been established and requests for assistance received. One delegation expressed serious doubts concerning the strategy and output of the subprogramme and registered a reservation.

174. With regard to subprogramme 2 (Research and study), interest was expressed in the global studies on industrial development for the year 2000. However, it was noted that the question of the transfer of technology should also be considered, bearing in mind the activities of UNCTAD in the same field. Reservations were also expressed in regard to the target established for the year 2000 and it was feared that the programme might be overly ambitious. The Committee believed, further, that consultations on the programme should continue in order to avoid duplication and overlapping with similar studies being made by the Department of Economic and Social Affairs.

175. It was generally felt that since the operational activities of UNIDO were primarily undertaken for the purpose of providing technical assistance and training technical personnel it was important that co-operation in the industrial field be strengthened and conducted with improved efficiency. In this regard, improved co-ordination between the subprogrammes of UNIDO and those of the regional commissions was necessary, particularly since UNIDO was responsible for co-ordinating the industrial development activities of the entire system. The need for decentralization was also emphasized in view of the fact that many United Nations industrial problems were practical and local in nature.

176. It was also noted that it was important to make a distinction between regular and extrabudgetary resources in industrial development programmes.

177. Concern was expressed at the high level of support costs in field programme expenditures for UNDP projects executed by UNIDO (as pointed out in JIU/REP/74/7) and the indications that those costs might increase in the future. Efforts should be made to reduce the proportion of such administrative expenses. It was suggested that the matter should be taken up by the Governing Council of UNDP, which could be furnished with the relevant sections of the Committee's summary records.

178. Detailed information on financial and budgetary matters was provided to the Committee. It was pointed out that, though a recognizable connexion existed between the high level of overhead costs and the large number of small projects, the latter were also important. The Executive Director and the Industrial Development Board would make every effort to reduce the level of UNIDO overhead costs.

179. Clarifications were provided to the Committee in reply to questions raised on the relationship between the new Advisory Committee for Industry and the existing co-ordination machinery and on the arrangements for co-ordinating the global studies programmed by UNIDO with those of other organizations of the United Nations system, as well as on the integration of the proposed industrial technical information bank within the over-all information network being established in the United Nations system.

180. In respect to questions raised concerning the magnitude of the programmes envisaged under the medium-term plan, reference was made to the enlarged responsibilities devolving upon UNIDO as a result of the Lima Declaration and Plan of Action on Industrial Development and Co-operation approved at the Second General Conference of UNIDO. <sup>6/</sup> It was explained that the programme proposals were based on these responsibilities, and not on any attempt to assess the likely availability of resources in the plan period.

181. Regarding programme 2 (Economic Commission for Africa), the representative of the Economic Commission for Africa, in reply to comments, informed the Committee that on the basis of consultations with Governments and in the light of what had transpired at the extraordinary session of the Executive Committee, ECA had found it necessary to reduce the number of subprogrammes from six to four in order to focus its attention on activities which could be implemented during the plan period.

182. The hope was expressed that programme 3 concerning ECE would contribute towards strengthening industrial co-operation among European countries, in the spirit of the Conference on Security and Co-operation in Europe.

183. With regard to programme 4 concerning ECLA, it was observed that its subprogramme 2 (Review and appraisal of industrial development in the Second United Nations Development Decade) should have taken account of General Assembly resolution 3409 (XXX) on the unified approach to economic and social development.

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<sup>6/</sup> See A/10112, chap. IV.



184. Replying to questions raised regarding programme 6 concerning ESCAP, the representative of ESCAP explained the basis for treating subprogrammes 2 (Full utilization of industrial capacities) and 4 (Industrial co-operation) separately in the medium-term plan and provided clarifications about subprogramme 1 (Industrial planning and programming). He further explained that technical co-operation among developing countries did not appear as a separate ESCAP programme since it was considered more as an appropriate instrument for promoting the implementation of other specific programmes. The representative of ESCAP further explained that that Commission had not included a programme on manpower because the ILO, with which ESCAP maintained close co-operation, had already undertaken such a study.

#### Q. International drug control

185. The Committee reviewed the programme on international drug control contained in chapter XIII of the medium-term plan at its 425th and 428th meetings and considered agenda item 4, "Programme aspects of the secretariat arrangements for narcotics control" (see below, chap. IV), in conjunction with that chapter in accordance with the decision taken at the 411th meeting.

186. In a statement to the Committee, the President of the International Narcotics Control Board outlined the functions of the various parts of the international machinery for drug abuse control, and the interrelationship of the various United Nations bodies in that field. Additional explanations were provided by the representative of the Office for Inter-Agency Affairs and Co-ordination.

187. The view was expressed that there were no gaps in the United Nations system for drug abuse control. Some delegations felt that the establishment of the post of Executive Director of the United Nations Fund for Drug Abuse Control might be an example of duplication within the United Nations system and that the post should be assessed in the light of subsequent experience in order to determine whether the expected results had been achieved. Such a judgement was particularly relevant when the issue was not a political but an administrative one. One delegation doubted whether the question of the effectiveness of the Office of the Executive Director was a proper one for the Committee to consider.

188. In considering chapter XIII of the medium-term plan, the Committee found that a number of drafting changes were required in the description of subprogrammes 1 and 2 in order to define more clearly the activities of the various units involved and avoid the extension of the activities of the units beyond their proper sphere of competence. Further, it was felt that the activities of the United Nations Narcotics Laboratory should be defined more clearly.

189. On the question of the programme aspects of the secretariat arrangements for narcotics control, the Committee decided to inform the Economic and Social Council that under present circumstances there was no reason to change the existing secretariat arrangements. The Committee took the decision in the light of the expressed determination of the Commission on Narcotic Drugs to continue to monitor the possibility of streamlining the administration of the secretariats concerned, bearing in mind the need for economy and the most efficient and expeditious management. 7/

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7/ See Official Records of the Economic and Social Council, Sixtieth Session, Supplement No. 4 (E/5771), para. 340.

## R. International protection of, and assistance to, refugees

190. The Committee reviewed the programme on international protection of and assistance to refugees contained in chapter XIV of the medium-term plan at the 429th meeting.

191. The Committee noted the importance of the work undertaken with regard to refugees. It was suggested that this programme should emphasize, within the scope of the resources allocated, the importance of the role of the United Nations High Commissioner for Refugees in the matter of protection against forced repatriation and of guaranteeing the rights of refugees in their country of exile; those were essential points if the refugees were one day to cease being refugees.

192. It was also suggested, with regard to paragraphs 1021 and 1022, that the matter of territorial asylum lay within the competence of each State.

## S. International trade

193. The Committee reviewed the programme on international trade contained in chapter XV of the medium-term plan at its 432nd, 433rd and 439th meetings.

194. The Committee considered that it would be difficult to discuss the programme in detail without knowing the impact of the relevant decisions expected to be adopted at the fourth session of UNCTAD then in progress at Nairobi; at the same time, it felt that it ought not entirely neglect to consider it. The representative of UNCTAD drew the Committee's attention to paragraph 90 of the medium-term plan in which it was stated that adjustments to the plan would be submitted shortly after the fourth session. At a subsequent meeting, he stated that he would provide a preliminary evaluation of the impact of the Conference on the plan and that the Secretary-General of UNCTAD would subsequently submit to the General Assembly detailed revisions to the plan.

195. The Committee was interested in the extent of co-ordination between UNCTAD and other organs and agencies of the United Nations system and, in particular, between UNCTAD and the regional commissions.

196. Several questions relating to details of the plan were raised. In connexion with subprogramme 1 (Commodities), one delegation stated that objective (vi) of paragraph 1036 should not have been included. That delegation also expressed doubt about one of the objectives of subprogramme 3 (Financing related to trade), namely, "to improve the quality of and encourage adherence to targets for financial transfers to developing countries". It was suggested that subprogramme 3 could be redrafted to emphasize the study of the role of private capital flows and its compatibility with developmental objectives. Also, the resolutions and decisions adopted by the Committee on Invisibles and Financing related to Trade at its seventh session could be added to the legislative authority in paragraph 1048. With regard to subprogramme 4 (Transfer of technology), it was noted that objectives (iii) and (v) were within the purview of UNIDO and that accordingly those two questions could be eliminated from this UNCTAD subprogramme. With regard to subprogramme 7 (Trade with socialist countries), one delegation made several

proposals with regard to presentation and content. Thus, it was suggested that the title of subprogramme 7 should be changed to conform to established UNCTAD terminology. The passage in paragraph 1067 dealing with multilateral elements in trade and economic relations between socialist and developing countries should be amended by replacing the words "introduce multilateral elements into" by the words "expanding the multilateral practices in" and that in paragraph 1071 reference should be made to the need to continue the programme of seminars designed to promote trade between countries with different economic and social systems.

197. The representative of UNCTAD indicated that close co-operation existed between UNCTAD and other organs and agencies of the United Nations, including the regional commissions, and cited examples. The representative of ESCAP also gave details of the extent of the co-operation between UNCTAD and that regional commission in the area of shipping.

198. The representative of UNCTAD also pointed out that the authority for objective (vi) under subprogramme 1 was to be found in resolution 51 (III) adopted at the third session of UNCTAD. The first objective of subprogramme 3 (Financing related to trade) had perhaps suffered from an attempt at brevity. While UNCTAD could not directly improve the volume or terms and conditions of assistance, it sought to help achieve those goals by its regular reviews of aid performance and studies on particular aspects of financial flows for development. He emphasized the importance of the role of private capital flows and its compatibility with developmental objectives and the issue of mobilization of domestic resources; UNCTAD would continue to prepare reports and studies in response to requests from its governing bodies. In reply to the statement that two objectives of the subprogramme on transfer of technology were duplications of UNIDO's work, the representative of UNCTAD pointed to the legislative background, which was resolution 2 (I) of the Committee on Transfer of Technology, and drew attention to a paragraph of that resolution which placed emphasis on co-ordination between UNCTAD and, in particular, UNIDO and WIPO with a view to avoiding unnecessary duplication. He also referred to the consultations carried out between UNCTAD and UNIDO. He added that a major draft resolution was under negotiation at the fourth session of UNCTAD and that its adoption was likely to influence the subprogramme significantly.

#### T. Natural resources: energy, water and minerals, and cartography

199. The Committee reviewed the programme on natural resources: energy, water and minerals, and cartography contained in chapter XVI of the medium-term plan at its 430th meeting.

200. General support was expressed for programme 1 (Department of Economic and Social Affairs) which covered a wide range of activities considered vital to the development of the developing countries. The role of the Committee on Natural Resources in establishing a co-ordinated approach to the work of the system in the field of natural resources was commended. Note was made of the useful work being undertaken by the Department, in particular, with regard to the preparations for the United Nations Water Conference and of the importance given in the programme to such aspects as mobilization of financial resources and effective capital investment in the field of natural resources.

201. There was support also for the inclusion of a separate subprogramme on co-operation among developing countries to respond to the concerns set out by the General Assembly in resolution 3461 (XXX) of 11 December 1975.

202. Satisfaction was expressed at the explanation given by the Director of the Centre for Natural Resources, Energy and Transport to the effect that the principle of permanent sovereignty over natural resources was the underlying basis for the programme as a whole and implicit in its formulation. At the same time, it was felt that subprogramme 2 (Natural resources management and administration) was somewhat vague in respect of the formulation of the problem addressed, strategy and output, as well as the expected impact; the plan could benefit from reformulation and an addition along the lines of the clarification offered by the Director of the Centre.

203. Attention was drawn to the seemingly large differences in the levels of resources allocated to the natural resources programmes of the various regional commissions, in spite of the high priority assigned in all of them to those programmes.

204. In connexion with programme 2 (Economic Commission for Africa), it was felt that it would have been preferable to apply the principle of permanent sovereignty to the natural resources programme as a whole rather than to limit it to mineral resources as shown in subprogramme 3 (Sovereignty over mineral resources). It was considered that the descriptions of subprogrammes 1 to 5 were somewhat vague and would benefit from greater precision in the statement of objectives; it was also felt that subprogrammes 1 (Survey and inventory of natural resources) and 2 (Mineral resources) appeared to be analogous, and that there was no mention of co-ordination between the work of ECA and that of the divisions at Headquarters. In response, the representative of ECA stated that while the issues involved in subprogrammes 1 and 2 were indeed similar, there were differences in the action being taken on the problems concerned. He gave examples of the assistance being provided by ECA for strengthening institutions so as to increase the capability of a country to develop and exploit its natural resources. He also referred to the pooling of resources from the budgets of the Department of Economic and Social Affairs and ECA.

205. With regard to programme 3 (Economic Commission for Europe), some delegations felt that subprogramme 5 (Water problems) should be revised so as to include the explanation given by the representative of ECE of the Commission's co-ordination of activities in the field of water pollution control and prevention.

206. As regards programme 4 (Economic Commission for Latin America), the importance attached to both the qualitative and quantitative aspects of water resources was welcomed as being in line with the interests of developing countries. ECLA's subprogramme on evaluation was also supported although a question was raised as to its exclusion from volume I of the medium-term plan. Hope was also expressed that Headquarters would give ECLA the needed support in its mining programme. It was further suggested that in the "legislative authority" section of the ECLA subprogrammes, mention should also be made of the major resolutions of the General Assembly and the Economic and Social Council, particularly those adopted at the sixth and seventh special sessions of the Assembly.

207. The representative of ECLA agreed with the latter suggestion, and conceded that it might have been worth while to include the programme on evaluation in volume I since it had a bearing on a number of basic questions related to the ECLA programme of work. He stated that ECLA activities in the natural resources sector were complementary to the programmes at Headquarters and were receiving the necessary support from the Department of Economic and Social Affairs.

208. Concerning programme 5 (Economic and Social Commission for Asia and the Pacific), there was difference of opinion about the appropriate level of expenditure for the ESCAP natural resources programme as compared with two of the other regional commissions. The representatives of ESCAP and the Budget Division confirmed that the percentage of resources allocated to that natural resources programme by ESCAP was a reflection of the priority that the Commission had assigned to it.

#### U. Ocean economics and technology

209. The Committee reviewed the programme on ocean economics and technology in chapter XVII of the medium-term plan at its 426th meeting.

210. In his introduction, the Chief of the Ocean Economics and Technology Office noted that while many bodies within the United Nations system dealt with the oceans, this did not necessarily mean that there was duplication among their activities since the oceans presented many dimensions for action. The Chief of the Office reviewed the activities under the programme in the field of sea-bed mineral resources, noting that several technical reports had been prepared to enable States to take a stand on the complex issues involved. His Office had also been requested to study the possibility of implementing an integrated approach to the development of coastal areas and assist in the elaboration of action plans incorporating such an approach. Further, in the field of marine technology, his Office was taking measures towards improving communication between potential consumers of marine technologies and producers of such technologies with a view to enhancing the effectiveness of marine technology transfer.

211. There was general agreement on the importance of United Nations activities in this field and on the clarity with which the programme was formulated. The Committee noted that the programme had to be considered in the light of the fact that while many international organizations dealt with subjects related to the oceans, there was a need to synthesize the approaches of all those organizations, and in this connexion, the mission of the Ocean Economics and Technology Office was to provide an over-all picture and fill any gaps in the field.

212. The Committee was assured that the efforts for co-ordination were effective, and that point was endorsed by the representatives of FAO and UNESCO, whose organizations found the services of the Office useful, particularly in connexion with development projects in respect of coastal areas.

213. The Committee noted the links between the programme and the Conference on the Law of the Sea as well as the need to study the problems addressed in it in the light of the conclusions reached by the Conference. A number of technical papers prepared by the Ocean Economics and Technology Office for the Conference had proved to be of great value.

214. Replying to questions raised, the Chief of the Ocean Economics and Technology Office stated that his Office reported regularly to the Economic and Social Council every two years and also responded to specific requests of intergovernmental bodies. He noted that the Sub-Committee on Marine Science and its Applications was one of several subsidiary bodies of ACC and was responsible for most of the co-ordination of interagency activities in the marine field. He also gave assurances that an appropriate insertion would be made in the French text of the plan that the Sub-Committee was an ACC body.

215. The representative of the Office for Inter-Agency Affairs and Co-ordination provided additional information on the ACC Sub-Committee, which he noted had been in operation for over a decade and had worked successfully. In view of the growing number and complexity of the tasks for which it was responsible, the Sub-Committee was in the process of drawing up a set of comprehensive terms of reference.

216. In connexion with subprogramme 1 (Integrated coastal area development), the reference to economic co-operation among developing countries in the section on expected impact was favourably noted and the question was raised whether such co-operation could be mentioned in the strategy of the subprogramme.

217. Emphasis was also placed on the need for the programme, in respect of its legislative authority and legal aspects, to be implemented in strict conformity with the conclusions reached by the Conference on the Law of the Sea.

218. Replying to the questions raised, the Chief of the Ocean Economics and Technology Office stated that the entire programme called for co-operation among developing countries, particularly in the transfer of marine technology, and that the promotion of such co-operation was inherent in the strategies under subprogrammes 1 and 2.

219. He assured the Committee that his Office was working closely with the Conference on the Law of the Sea and that the programme's activities would not prejudice its conclusions but would be harmonized with the results of the Conference.

220. In reply to a question under subprogramme 2 (Marine and coastal technology), the Chief of the Office explained that the retrieval system described was to be only a satellite of the envisaged central information systems unit in the Department of Economic and Social Affairs and that it would be designed in such a way as to be compatible with other information systems, including those of the specialized agencies.

221. Under subprogramme 3 (Information dissemination), several representatives asked about the meaning of the phrase "other user groups" the statement of the objective of the subprogramme. It was further pointed out that a number of paragraphs under the strategy and output of the subprogramme were premature and appeared to anticipate and prejudice the results of the Conference on the Law of the Sea. It was also felt that there was a dearth of knowledge in the developing countries on sea-bed technological developments, and some kind of machinery should be established within the United Nations system to provide them with such information.

222. There were queries relating to the importance of information on sea-bed technological developments and to the nature of the "fact sheets" mentioned under the subprogramme as specialized information material.

223. In reply, the Chief of the Office agreed that use of the phrase "other user groups" was unfortunate and that an appropriate correction would be made to refer to other intergovernmental groups. He also stated that the paragraphs under strategy and output could have been written in more hypothetical terms so as not to appear to anticipate requests that States might make in the future, and he assured the Committee that appropriate changes of wording would be made. The projection of activities made in those paragraphs for planning purposes had been based on the expectation that activities requested of the Office in this field in the past would continue to be of value to States. He also made the clarification that the "fact sheets" were non-specialized information notes issued by the Office of Publication Information.

224. In response to a question raised concerning institutional and legislative conditions influencing integrated coastal area development, particularly in regard to pollution, the representative of the Office for Inter-Agency Affairs and Co-ordination noted that the Sub-Committee on Marine Science and its Applications dealt with the subject of coastal area development and that a representative of UNEP participated in those meetings.

#### V. Population

225. The Committee reviewed the programme on population contained in chapter XVIII of the medium-term plan at its 420th meeting.

226. The Committee expressed its general satisfaction with the quality of the programme and its presentation. With regard to the programme structure, the question was raised as to whether the activities described in subprogrammes 2 (Demographic projections) and 4 (Population and development) could in fact be distinguished clearly enough to justify a breakdown into two subprogrammes. Also, it seemed difficult to distinguish subprogramme 7 (Technical co-operation) from the activities described in the above two subprogrammes, and the question was raised whether technical co-operation should be described as a separate subprogramme with an objective distinguishable from those of the other subprogrammes or whether it should not be presented as a component of those subprogrammes or as one of the means by which they were implemented. A question was also raised about the relationship between the activities of the Division and UNFPA.

227. The Director of the Population Division stated that subprogrammes 2 and 4 were complementary rather than overlapping since the study of population and development investigated the complex interrelationships involved while the preparation of demographic projections utilized the outcome of such studies in order to show how population would be expected to change in the future. He also stated that technical co-operation supplements the other subprogrammes since all the work programmes of the Secretariat were directed towards action and, therefore, had a technical co-operation component. The Population Division's programme and

that of UNFPA complement each other since the latter is a funding programme while that of the Division provides the technical and substantive support. He added in this connexion that collaboration between the Division and the regional commissions was excellent.

228. The Committee found that the wording of the statement on relationships between demographic growth, economic development and unemployment (para. 1448) was unfortunate since it might lead to misinterpretations and since the conclusions of the World Population Conference, held in Bucharest in 1974, concerning the complex nature of the interrelationships among these variables were already reflected in preceding paragraphs. The Director of the Population Division agreed that the wording should be changed and stated that the Secretariat would eliminate any possible conflict between this paragraph and paragraph 1447 which stressed that actions taken in the realm of population had no chance of being successful if they were not closely integrated within economic and social development plans. He also emphasized that the Secretariat had no particular attitude towards policies dealing with various types of population growth.

229. In response to other questions from the Committee on various aspects of the programme, the Director stated that the inquiries mentioned in paragraphs 1484 and 1490 were different since the latter was oriented towards the monitoring of population trends and policies in a general manner while the former was for completing and updating a detailed population policy data bank existing in the Population Division. He also explained that the role of the Division in the World Fertility Survey was one of technical support to the Survey, whose analysis was expected to continue for a number of years. As to improvement of the quality of family planning services, he mentioned that work was under way in the Division on developing and improving methods of measuring the effectiveness of those services and that the health aspects of family planning were within the competence of WHO rather than the United Nations. As regards the problems which had emerged in connexion with international migration, the Director mentioned that these were problems of adaptation to the new circumstances. He stated that the work on models was designed to improve the methodology of demographic projections.

#### W. Public administration and finance

230. The Committee reviewed the programme on public administration and finance contained in chapter XIX of the medium-term plan at its 416th, 428th and 436th meetings. In connexion with the consideration of this chapter, the Committee also had before it the report of the Secretary-General on the meeting of the Expert Group on Budgeting and Planning for Development in Developing Countries (E/5794).

231. Introducing the programme, the Director of the Division of Public Administration and Finance explained how the activities of the Division were shifting from an emphasis on developing public administration and finance infrastructures to the increase of the capabilities of public administration and finance systems to participate more effectively in programmes of accelerated economic and social development. The programme, having no specialized intergovernmental body to formulate guidelines for its activities, was reviewed



by a meeting of experts convened by the Secretary-General. The report on the third meeting, held in 1975, was considered by the Economic and Social Council at its fifty-ninth session when it had adopted resolution 1977 (LIX) on the programme. The Secretary-General had also convened for the first time in 1975 a meeting of the Expert Group on Budgeting and Planning for Development in Developing Countries to review the public finance subprogramme. In his report to the Economic and Social Council, at its sixty-first session (E/5794), the Secretary-General had proposed specific measures required at the national and international levels. The Committee felt it should draw the attention of the Council to the recommendations therein, since the Council had not had the opportunity of reviewing the programme for public finance for several years.

232. The Committee noted that the field of public administration and finance was an important one for translating development goals into practice and that it was one where an international organization such as the United Nations could play a particularly important role. It had in the past been an area where the United Nations had carried out much valuable work. Against this background, the Committee noted with disappointment that the presentation of the programme left much to be desired in terms of conceptualization and internal consistency and in terms of stating more clearly the objectives and describing the activities designed to achieve those objectives; the expected impact of the programme over the plan period had not been described at all. Thus, the Committee found that the mutually supportive functions of action-oriented research and the provision of technical assistance should be more clearly interrelated. Similarly, it was noted that the two main components of the programme, public administration and public finance, could be more closely interrelated. Some of the subprogrammes were not as clearly interrelated as would have been desirable with each other, with subprogrammes under other programmes of the United Nations and with programmes of other organizations of the system. The Committee therefore requested the Secretary-General to submit to the Economic and Social Council at its sixty-first session revised statements of objectives and impact of the various subprogrammes (for the text, see A/31/6/Add.1/Corr.3).

233. In its consideration of the individual subprogrammes, the Committee raised a number of specific points. With regard to subprogramme 1 (Trends and developments), the Committee did not feel that the description of the activities yielded much information. Questions were also raised about the purposes and estimated value of the Public Administration and Finance Newsletter.

234. The representative of the Division explained that the research referred to was not pure research but action-oriented research; thus, a systematic review of technical assistance reports provided the basic information required for the formulation of technical assistance programmes. Findings from this particular subprogramme would constitute the basic material for the formulation of the strategy in the field of public administration and finance for the third United Nations development decade. With respect to the purpose, content and use of the Public Administration and Finance Newsletter, he pointed out that the publication, with a circulation of about 1,200, was an in-house document mainly designed to help field experts, regional centres of development administration and professional organizations keep abreast of the research and technical assistance activities

carried on at Headquarters. While awaiting the projected systematic survey of the end-users of the Newsletter, numerous ad hoc communications from users indicated that it served a very useful function.

235. With regard to subprogramme 2 (Technical guidance), the suggestion was made concerning paragraph 1569 (i) that focusing on individual countries rather than on regions was more likely to yield practical results in view of the lack of homogeneity within a single region. The Director replied that the Division was aware of this but had also used the intermediate approach since the country-by-country approach was sometimes impractical and the global approach often tended to oversimplify reality. Studies based on the regional approach had identified certain predominant models of public administration systems. The actual application of these models did however vary according to the particular conditions prevailing in a country.

236. In response to a proposal for a project on improving personnel recruitment procedures in developing countries within the framework of subprogramme 2, the Committee was informed that a number of studies on the subject had already been published by the Division. What was considered more urgent, however, was a specialized project on recruitment and training for the public enterprise sector included under subprogramme 6 (Public enterprise).

237. Concern was expressed about possible overlaps between research envisaged, particularly in subprogrammes 4 (Budgetary and financial management) and 5 (Mobilization of financial resources), and the work done by the specialized agencies such as the World Bank and the International Monetary Fund. The Committee was assured that the Division's approach was essentially macro in contrast to the micro and sectoral approaches of the specialized agencies and other international institutions. At the same time, there was close collaboration and co-ordination in the formulation and implementation of work programmes and various projects.

238. The Committee considered subprogramme 6 (Public enterprise) to be particularly relevant in the light of the decisions taken by the General Assembly at its thirtieth session and it was urged that this subprogramme be strengthened. As regards the functions of the International Centre for Public Enterprises, mentioned in paragraph 1589 under subprogramme 6, and its relationship with the Division, the Committee was informed that the Centre dealt solely with the study of problems of public enterprises and the training of their managerial personnel. The Division was providing expert assistance for the Centre's substantive activities in order to contribute towards making it a truly effective body.

#### X. Public information

239. The Committee reviewed the programme on public information contained in chapter XX of the medium-term plan at its 412th and 436th to 440th meetings, as well as at an informal meeting. At the 412th meeting, the Committee decided to request the Secretary-General to have the programme contained in chapter XX redrafted in order to conform to the general outlines followed by the other programmes contained in the medium-term plan. Accordingly, a revised text was submitted to the Committee.

240. The Committee held a wide-ranging discussion of the programme, which encompassed the purposes and objectives of the programme, its formulation, its size, the question of co-ordination between the various bodies engaged in information activities, the role and functions of the various components of the United Nations information machinery, the financial implications of the programme, the internal organization of the Office of Public Information (OPI) and a host of other specific programme issues.

241. The representatives of OPI pointed out that in many respects the information programme resembled a service, and the volume of activity was directly related to the level of demand upon United Nations information resources posed by a growing number of meetings. In this connexion, a comment was made that the volume of activity should basically be related to requests by the news media.

242. With regard to the purposes and objectives of the programme, the Committee felt that, despite the criticisms which had been voiced, there was a general feeling that the programme was important and should be supported. It was stressed, however, that the purpose of OPI was to provide information and not propaganda.

243. A number of questions were raised as to the manner in which the programme's objectives were being pursued and whether certain of its activities were justified. While some had found the formulation of the programme to be, on the whole, satisfactory, a majority were critical of it. The Committee welcomed the reformulation of the programme as an improvement over the original version contained in the medium-term plan. Many delegations continued to stress, however, that the demarcation between the various subprogrammes was not sufficiently clear and, in particular, that subprogrammes 2 (Audience), 3 (Objectivity and accuracy) and 4 (Public support) seemed to be components of subprogramme 1 (OPI coverage). In addition, attention was drawn to certain internal contradictions between various subprogrammes. The Committee was informed that the programme before it represented the first effort of OPI in programme budgeting and that OPI recognized that improvements could be made. The focus in subprogramme 1 was on service activities, while subprogrammes 2, 3 and 4 provided information on substantive programme elements. The OPI programme represented an attempt to adhere to a programme approach more closely than had been the case with other programmes presented along more traditional lines, i.e., divided according to organizational units. It was stressed, however, that many programme elements elsewhere in the medium-term plan also involved information activities which were not included in OPI's budget. Thus, the programme did not give an over-all picture of United Nations information activities. The lack of complete satisfaction with the formulation of the programme led to a proposal, which the Committee found acceptable, that OPI should submit to the Committee the following week a revised outline of a new programme which could then be expanded for presentation to the Economic and Social Council at its sixty-first session.

244. With regard to the size of the programme, it was noted that the public information programme ranked as the third largest in the United Nations and views were expressed as to the size of the programme and regarding the criteria which should be used in judging it. Concern was expressed about the excessive number of staff sent on mission to certain major conferences, and it was the feeling of the Committee that the attention of the Advisory Committee on Administrative and Budgetary Questions should be drawn to the matter so that it could provide guidelines to govern OPI servicing of major conferences in future.

245. As to the issue of co-ordination, the participants considered that the work of the Joint United Nations Information Committee was an improvement over that of earlier machinery. The Committee was informed of attempts at common programming and of co-operation between UNESCO and OPI. It was felt, however, that much remained to be done, and the Assistant Secretary-General assured the Committee that steps in that direction would soon be taken.

246. With regard to the internal organization of OPI, it was pointed out that the changes planned within the Press and Publications Division were a matter of internal realignment and would not entail increased costs or financial implications.

247. Questions were raised regarding the representational role of the information centres and the legislative basis for such a role. The Committee was informed that in fact no legislative basis existed but that the representational role of the centres was of minor importance, limited chiefly to attendance at receptions and the like; the role arose from the need to meet a host Government's wish for an alternate route of access to the Secretary-General.

248. The general feeling of the Committee concerning the financing of OPI was that there was no justification for any above-average growth in the programme for public information. Questions were raised regarding the relationship between activities financed from extrabudgetary resources and those financed under the regular budget, and concern was expressed regarding the consequences for the regular budget if extrabudgetary resources were to decrease.

249. Satisfaction was expressed regarding the improved quality of information prepared by the Centre for Economic and Social Information and its increased use of the thematic approach. Dissatisfaction was expressed, however, regarding the accuracy of press releases, although delegations continued to find them necessary and useful for their own reporting purposes.

250. Doubts were expressed about the quality and impact of films and radio transmission (particularly short-wave) and the size of audiences. Questions were also raised about the amount of feedback at Headquarters from the information centres and other sources.

251. Other specific issues were touched upon, such as the need to accelerate the preparation of the Yearbook of the United Nations, the guided tour operation and electronic data processing. In connexion with the Yearbook, the Committee recommended that the Secretary-General should give this important publication the high priority it deserved by reassigning adequate resources, by ensuring the timely submission of reports by different units and by streamlining production methods. The Committee considered that this important publication should be ready within a year after the end of the regular session of the General Assembly, without prejudice to its recognized quality and high standards of objectivity.

252. At the 440th meeting, the Committee decided to request the Secretary-General to submit to the Committee a revised draft outline of the programme on public

information, taking into account the observations made during the review of the programme and to submit the revised programme to the Economic and Social Council at its sixty-first session.

253. At an informal meeting on 8 June 1976, the Committee reviewed the revised draft outline and requested the Secretary-General to submit to the Economic and Social Council at its sixty-first session a revised programme based on the revised draft outline, as amended by the Committee. (For the text of the revised programme, see A/31/6/Add.1/Corr.4.)

#### Y. Science and technology

254. The Committee reviewed the programme on science and technology contained in chapter XXI of the medium-term plan at its 426th, 427th, 436th and 446th meetings.

255. Considerable emphasis was placed on the importance that the programme had for the developing countries as well as in respect of the activities of the United Nations system as a whole. There was consequently the need to place high among the programme's objectives the co-ordinating role of the Office for Science and Technology concerning the science and technology activities of the United Nations system.

256. In presenting the programme, the Deputy Director of the Office for Science and Technology drew attention to the strategy and output of the various subprogrammes and underlined the co-ordinating functions that each of them entailed. This was consistent with the formulations contained in the report on institutional arrangements for science and technology in the United Nations system (E/C.8/29) which had been approved by all the United Nations organs concerned and whose conclusions had been endorsed by the Committee on Science and Technology for Development at its recent third session.

257. The representative of UNESCO stated that while considerable progress had been made in 1975 towards a more orderly and systematic arrangement of the activities in science and technology carried out by the organizations of the United Nations system (particularly as a result of the efforts of the ACC special task force to implement the decisions of the seventh special session concerning science and technology), the programme gave the impression that the Office for Science and Technology executed activities which in fact it was its role to co-ordinate. In the view of UNESCO, the system of prior consultations concerning medium-term plans among the organizations of the United Nations system was not working satisfactorily. UNESCO felt that certain activities in the science and technology programme appeared to duplicate activities which UNESCO had been carrying out and there seemed therefore to be a need to revise the science and technology programme. There appeared, furthermore, to be a pressing need to rationalize and clarify the respective roles of the organizations of the United Nations system in the field of science and technology.

258. Concern was expressed in the Committee over certain definitions of the activities in the programme and particularly of their co-ordination aspects. It

was not clear whether certain activities were to be carried out by the Secretariat or by means of or recourse to other organizations within the system, and in that connexion there was the necessity to avoid giving the impression that the Office for Science and Technology executed activities which it merely co-ordinated.

259. While satisfaction was expressed with the manner in which the present programme had responded to the concern over clarity and precision which the Committee had expressed the previous year and for the extent to which it reflected the needs of the developing countries, it was emphasized that ongoing consultations between the United Nations and UNESCO to eliminate possible duplication of effort were useful and necessary.

260. It was noted that certain activities called for in paragraph 8 of section III of General Assembly resolution 3362 (S-VII) dealing with science and technology were not reflected in the medium-term plan.

261. The Deputy Director of the Office for Science and Technology, responding to questions raised about duplication, observed that most of the sectoral issues with which the Office for Science and Technology had to deal were of direct relevance to programmes throughout the United Nations system, but that there was no intention of duplicating work which was being done; rather, the purpose of the activities in question was, in the first place, to implement a broad review of those endeavours in order to support the Advisory Committee on the Application of Science and Technology for Development with the required information, drawn in large measure from special contributions made by the specialized agencies concerned, on which the Advisory Committee could base its own recommendations in accordance with its mandate. Moreover, the subprogrammes questioned corresponded to the guidelines set out in the report on institutional arrangements (E/C.8/29) mentioned earlier. The relevant paragraphs in the programme, however, should have been drawn up more clearly.

262. It was pointed out furthermore that the Committee on Science and Technology for Development at its third session had recommended that, in view especially of the impending work in connexion with preparations for the 1979 Conference on Science and Technology, priorities for the Office for Science and Technology should be established by the Economic and Social Council. The resources could then be allocated accordingly, for example, by determining what part should correspond to the conference preparations and what part to current activities.

263. The Deputy Director informed the Committee of the steps that have already been taken in connexion with the conference preparations, such as the initial consultations with the regional commissions for the drawing up of guidelines for the preparation of national papers.

264. It was recalled that no agreement had been reached on an interagency secretariat when the draft resolution on the Conference for adoption by the Economic and Social Council had been adopted by the Committee on Science and Technology for Development; it was clear that the Office for Science and Technology would constitute an important element of the Conference secretariat. This also provided the Office with an ideal occasion for exercising its co-ordination functions. Besides, the Office would provide assistance to various countries for their participation in the preparatory process, as well as in the preparation of the regional and interregional reports envisaged in the draft resolution.

265. In this connexion, the Committee noted that the objectives were stated in such broad terms that the Office for Science and Technology, in order to achieve them while also performing its secretariat duties for the Conference on Science and Technology, would have required very substantial staff increases. The Committee therefore urged that the efforts of the Office be concentrated on the tasks of the highest and most immediate priority.

266. The Committee requested the Secretary-General, in consultation with UNESCO, to submit a revised text of chapter XXI, taking into account the observations made by the Committee.

267. Commenting on the revision (for the text, see A/31/6/Add.1/Corr.3), the Director reported that it reflected the outcome of co-operation with UNESCO and expressed the hope for improved programme activities in the future.

268. The representative of UNESCO recorded his appreciation for the exercise in co-operation and added, in respect of programmes 2 through 6 dealing with the regional commissions, that the reformulation of the general introduction to chapter XXI (para. 1626) made it unnecessary to dwell on the need for co-ordination between the subprogrammes of the commissions and related work at the regional level of the United Nations system. In connexion with subprogramme 4 (Information systems), he referred to the active interagency co-operation in the field of information systems and welcomed the emphasis laid by the Department of Economic and Social Affairs on the need for its proposed information systems to be compatible with others within the United Nations system, such as the proposed "DEVISIS" (International Development Science Information System), as well as the UNESCO Intergovernmental Programme for Co-operation in the Field of Scientific and Technological Information (UNISIST) and the International System for the Exchange of Information on Science and Technology for Policy-Making, Management and Development (SPINES) systems.

## Z. Social development and humanitarian affairs

269. The Committee reviewed the programme on social development and humanitarian affairs contained in chapter XXII of the medium-term plan at its 433rd to 436th meetings.

270. The Assistant Secretary-General for Social Development and Humanitarian Affairs pointed out in her introductory statement that the 13 subprogrammes in the previous plan had been consolidated into 7. This was in order to integrate the subprogramme more comprehensively both within the programme and with programmes of other units in the Organization. The Department intended gradually to shift the emphasis of the programme to those priority concerns which Governments had enunciated in their recent discussions both in the United Nations itself and at major conferences on social, economic and humanitarian matters.

271. There was general support for the over-all objectives of the programme. It was emphasized that social problems had to be taken into account and dealt with effectively in order to promote real development. At the same time, it was also recognized that the issues embodied in this programme, which dealt with

individuals and communities within many different economic, social and political contexts, made it difficult to define precise objectives. For the same reasons it was also difficult to implement programmes to the satisfaction of all concerned. As the integration of social and economic factors within the over-all development effort concerned the Department of Economic and Social Affairs, the regional commissions as well as other bodies, it was suggested that it would facilitate the task of the Committee to have all the programmes dealing with these issues before it simultaneously. Consideration should also be given to increasing the portion of the total programme implemented by the regional commissions.

272. It was requested that, under paragraph 1734, the General Assembly resolutions on the Declaration and Programme of Action on the Establishment of a New International Economic Order (resolutions 3201 (S-VI) and 3202 (S-VI)) and the Charter of Economic Rights and Duties of States (resolution 3082 (XXVIII)) as well as on national experiences in achieving far-reaching social and economic changes (resolution 3273 (XXIX)), should be added. Further, information on activities carried out under these resolutions should be provided in the future.

273. In responding to the queries raised concerning subparagraphs (a) through (e) of paragraph 1742 in subprogramme 1 (Popular participation and institutional development), representatives of the Secretariat explained that such activities as the participation of women and youth in development, rural development, the improvement of conditions in human settlements and the integration of nomadic groups into national development were related to activities in other programme areas and in some cases were being carried out by other organizations. However, the focus of this subprogramme was on the provision of appropriate institutional arrangements to facilitate the integration of these segments of the population into national development efforts and not on the substance of the problems. The subprogramme provided for close co-ordination with those other parts of the Organization (both within and outside of the Department of Economic and Social Affairs) which dealt with these issues as their central concerns.

274. Concerning subprogramme 2 (Services for social integration and welfare), the Committee generally supported the objective but drew attention to the lack of clarity and precision in the statement of the objective. In reply to comments, the Director of the Social Development Division explained the importance of preventive as opposed to remedial social welfare services, particularly for developing countries, and recalled the definitions of remedial, preventive and developmental social welfare which were developed by the 1968 International Conference of Ministers Responsible for Social Welfare, and conceded that the lack of clarity in the proposed programme might be due to the telegraphic style which resulted from the need to express many thoughts in very few words.

275. In reply to further comments and questions, the Director indicated that the authority for dealing with transitional settlements was derived from General Assembly resolutions 3143 (XXVIII) and 3454 (XXX), which requested the United Nations High Commissioner for Refugees to continue his efforts, in co-operation with Governments, United Nations bodies and voluntary agencies. He assured the



Committee that the proposed project would not be executed if it led to duplication of activities of the Office of the High Commissioner.

276. It was felt that family planning should be presented more in the context of development and the broad involvement of people in development activities. The Director indicated that the problem addressed could be reformulated as follows: "poverty and unemployment as well as those related to population" (para. 1752 (b)). He further assured the Committee that the intention was to consider the social welfare aspects of family planning in the broadest context of development.

277. In reply to further comments and questions, the representative of WHO explained that there was close collaboration between her organization and the Secretariat and that WHO had recently initiated new programmes on disability prevention. The Director replied that the possibilities and urgency of preventing disabilities were only now becoming fully understood.

278. An inventory of social development programmes being carried out throughout the United Nations system was requested for the 1978 session of the Committee, so that an assessment could be made of the intended contribution of each programme.

279. With regard to subprogramme 3 (Crime prevention and control), opinions in the Committee varied with respect to the importance of this programme. There was general agreement that it was not presented clearly enough and that there was some need for rewording. Specifically, some doubt was expressed as to exactly what the term "crime" referred to in the various parts of the subprogramme. Some dissatisfaction was also expressed with the relative significance accorded to different variables or determinants of crime, e.g., with regard to social change and economic development. The Director admitted that it had been difficult to synthesize a subprogramme dealing with multiple objectives and that the attempt had not been wholly satisfactory. The Committee requested that its comments be transmitted to the forthcoming fourth session of the Committee on Crime Prevention and Control and also to the Commission for Social Development and the Economic and Social Council.

280. While the Committee expressed doubts as to the actual impact which subprogrammes 1, 2 and 3, as envisaged in the medium-term plan, might have, it also considered the presentation of the subprogrammes to be generally satisfactory. The Committee found the presentation of subprogrammes 4, 5 and 6 dealing with questions relating to women satisfactory in general. On the whole, the subprogrammes were considered to be clearly formulated, correctly oriented and realistic in their expectations.

281. Concerning subprogramme 4 (Integration of women in development), particular satisfaction was expressed with the definition of the role of the United Nations as a catalyst in bringing about necessary modifications in national and international programmes so that they are more responsive to women's needs

(para. 1785), with the efforts to implement programmes within the United Nations system as a whole described in paragraph 1786, and with the formulation of the expected impact of the subprogramme, which was viewed as a model that might be followed.

282. A question was raised about the lack of dissemination of existing information and data on the situation of women (para. 1780), considering the scope of public information activities in the United Nations. In response, the Deputy Director in charge of the Promotion of Equality of Men and Women Branch, Centre for Social Development and Humanitarian Affairs, explained that such information often had to be extracted from available data on issues which did not deal with women per se and was not therefore readily available.

283. A reservation was made as to the advisability of establishing a data bank (para. 1783) and the Secretariat was requested to take into account data banks already available within the system.

284. In response to suggestions that extrabudgetary resources should help finance some of the communication support and public information activities contemplated in paragraph 1784 (a), the Deputy Director replied that Economic and Social Council resolution 2005 (LX) had established criteria for the use of the Voluntary Fund for the United Nations Decade for Women, which included support for such activities.

285. The Committee generally supported subprogramme 5 (International instruments relating to the status of women). It was noted that the references to measures and procedures for the proposed convention on the elimination of discrimination against women in paragraphs 1792 and 1794 appeared to prejudice the decisions that would be taken on this question and might be deleted.

286. With respect to subprogramme 6 (Women and peace), there was general agreement on the significance and value of the objective stated, which was in line with the Charter of the United Nations and various pronouncements by the international community. A reservation was expressed on the subprogramme. There was some doubt as to the clarity of the subprogramme with respect to output and expected impact, partly because it dealt with two different issues: the political participation of women and the condition of women and children in situations of emergency and armed conflict. Agreement was reached to rephrase the title of the subprogramme to read "Participation of women in international co-operation and the maintenance of peace", so that it would better reflect the objectives.

287. The Committee decided that mention should be made in paragraph 1799 of the situation of women in southern Africa who were involved in a continuing crisis situation and suffering great hardships from the policy of apartheid.

288. Concerning paragraph 1801 (b), the Committee agreed that reference should be made, in the preparation of reports on the role of women in the strengthening of international peace, to General Assembly resolution 3519 (XXX).

289. In response to a request for clarification of paragraph 1801 (c), the Assistant Secretary-General stated that she was concerned with increasing the participation of women in the decision-making bodies of the organizations of the United Nations system as well as in the Secretariat and at the national level. The Committee decided to request the redrafting of the paragraph.

290. With regard to subprogramme 7 (Support of technical co-operation activities in social development), there was general agreement on its importance. Some delegations stated that the presentation was not very clear in relation to the volume of activities and resources involved; others expressed satisfaction with the presentation. A number of questions were raised with regard to the scope and presentation of the subprogramme to which the Director of the Social Development Division replied.

291. The Committee felt that subparagraph (e) of paragraph 1807 should be more clearly formulated to provide a better picture of the nature of the activities to be carried out. Some members also wished to have more information on the scope of the activities under this subprogramme to be financed from extrabudgetary resources. The Assistant Secretary-General for Social Development and Humanitarian Affairs, in reply to these questions, stated that some of the activities under this subprogramme would be financed from the resources of the Voluntary Fund for the United Nations Decade for Women.

292. Queries were raised on the necessity of having a separate subprogramme under this heading. A number of delegations felt that the activities listed under it should be broken down under the relevant subprogrammes. Others were of the opinion that the subprogramme should be retained as it was. The Director of the Budget Division stated that, if members of the Committee so desired, support of technical co-operation could in future plans be treated as a component of the substantive subprogrammes.

293. In response to a question about increases in the programmes of the regional commissions over previous periods, the representative of ESCAP explained that, although more resources would be allocated to the field of social development for the period of the 1978-1981 medium-term plan, the increase was not as high as for other areas identified as priorities by ESCAP.

294. The representative of ECA stated that the changes and increases in the ECA programme in social development reflected the priorities set by the Commission. ECA focused its basic strategy on rural development programmes, to which all divisions of the secretariat would contribute their inputs.

295. The representative of ECLA mentioned that the work/months allocated to social development increased by approximately 28 per cent from 1976-1977 to 1978-1979, reflecting the fact that in the past less emphasis had been given to that sector, which therefore required considerable strengthening. For 1980-1981, only a minimal growth of 3 per cent was planned over the preceding period. He also explained that subprogramme 4 (Urban and regional development in Brazil) was to serve as a pilot project and the results were expected to benefit other large and medium-size countries in the region. The Committee decided to incorporate the information on the project in Brazil in the text of the subprogramme.

## AA. Statistics

296. The Committee reviewed the programme on statistics contained in chapter XXIII of the medium-term plan at its 419th and 431st meetings. It expressed satisfaction with the general conception and orientation of the statistics programme and commended the clear and intelligible way in which it was presented.

297. The Committee strongly supported the programme, the high quality of which was widely recognized, and stressed its importance. Questions were raised mainly for the purpose of seeking clarification and explanation. In response to questions related to the degree of centralization and co-ordination of the international statistical activities, the Director of the Statistical Office indicated that statistical work was highly decentralized within the United Nations system. The division of labour between the specialized agencies and the United Nations Secretariat was being closely adhered to. The specialized agencies collected and disseminated statistical information in their own fields of responsibility, while the United Nations Statistical Office worked in areas which were not covered by them. In addition, the Office was responsible for the over-all co-ordination of the statistical programmes of the United Nations system, under the guidance of the Statistical Commission, acting on behalf of the Economic and Social Council, and in consultation with the ACC Sub-Committee on Statistical Activities. The close working relationship that existed with the chief statisticians of the specialized agencies and the regional commissions contributed towards maintaining an effective division of labour and promoting the development of integrated statistical programmes. In response to questions, the Director also indicated that UNCTAD and UNIDO used the information collected by the United Nations Statistical Office for their analytical purposes. UNEP did not plan to set up a separate statistical unit but would draw on the expertise and data available from the Statistical Office. UNEP had agreed, in principle, to provide the Statistical Office with funds to develop a programme of environmental statistics and thus avoid duplication. Arrangements were being worked out through the ACC Sub-Committee on Statistical Activities to harmonize the data base structures and facilitate maximum exchange of information. To the extent appropriate, the Statistical Office co-ordinated its work with international bodies outside the United Nations system. The Director added that the role of co-ordination in statistics in the United Nations system was described in detail in the medium-term plan for 1976-1979.

298. The view was expressed in the Committee that steps should be taken to expand the sales of United Nations statistical publications. In view of the high quality of those publications, this would not only increase revenue but would enhance the image of the United Nations. The Director explained that such expansion would require a promotional effort that would have to be undertaken by the Sales Section of the Secretariat. The initial investment required for such an effort would probably be a very profitable one.

299. The description of similar activities in different paragraphs of the chapter gave rise to a number of questions concerning the risk of duplication within the work programme of the Statistical Office. The Director assured the Committee that there was no duplication in the actual work carried out in the Statistical Office and that, on the contrary, the staff had been spread too thinly to cope with the growing demands for its services. In response to queries about the legislative mandate for the international trade reconciliation study and the preparations for the 1980 round of censuses, the Director explained that these were programme

elements which should be seen in the context of the conclusions reached by the Statistical Commission at its eighteenth session and contained in its report, 8/ particularly paragraph 104 in regard to the international trade reconciliation study, and paragraph 60 in regard to the 1980 round of population and housing censuses. Likewise, it was explained that the work on extending the system of national accounts was in response to repeated requests by the Statistical Commission and represented a vitally important element in the regular work programme of the Statistical Office.

300. Regarding the programme of ECA, the view was expressed that ECA should plan more ambitious programmes, particularly with regard to the compilation and publication of the various statistical bulletins, which might well be issued more frequently. Further, the view was expressed that a data-processing centre and a data bank for Africa should be established as soon as possible.

#### BB. Transnational corporations

301. The Committee reviewed the programme on transnational corporations contained in chapter XXIV of the medium-term plan at its 441st and 442nd meetings. At the request of the Committee, the report of the Commission on Transnational Corporations on its second session 9/ was made available to members for their information.

302. The Committee was satisfied with the presentation of the programme on transnational corporations which, in its view, could serve as a model. The Committee was informed by the Executive Director of the Information and Research Centre on Transnational Corporations of the changes in the proposed medium-term plan resulting from the programme of work prepared by the Commission on Transnational Corporations at its second session. It noted that the medium-term plan and the programme of work prepared by the Commission were, on the whole, in harmony with each other and that most of the differences related to timing rather than substance.

303. The Committee supported the programme and recognized its importance. Note was made of the small base of the programme, and while the Committee indicated its inability to commit itself to the specific allocation of resources for this programme since that matter was the responsibility of the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee of the General Assembly, it felt that the rate of growth should be above average. It was also suggested that, when contemplating possible increases in resources to be made available to the Centre, full consideration should be given to the reallocation of resources from other parts of the Secretariat.

304. In reply to questions raised regarding the changing of the Centre's name, the Executive Director said that the original name of the Centre (Information and Research Centre on Transnational Corporations), apart from being long, might give misleading impressions of the Centre's functions since it had functions other than information and research. The Secretary-General, who had the authority to change

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8/ Ibid., Fifty-eighth Session, Supplement No. 2 (E/5603).

9/ Ibid., Sixty-first Session, Supplement No. 5 (E/5782).

the Centre's name since it formed part of the United Nations Secretariat, had officially established the Centre under its new name in the November 1975 Bulletin.

305. The Committee, however, considered that at no stage had there been a formal decision to change the name of the Centre to "Centre on Transnational Corporations", yet that title was used throughout the programme. At the second session of the Commission, it was understood that the Centre's name should not be changed; any decision to the contrary would prejudice action by the Economic and Social Council on the matter.

306. With respect to subprogramme 1 (Research), views were expressed that the objective should indicate explicitly that the subprogramme focused on the consequences of the activities of transnational corporations to host Governments of developing countries. It was also stated that the wording in paragraph 1987 was in line with Economic and Social Council resolution 1913 (LVII) and the report of the Commission on Transnational Corporations on its second session and, therefore, should not be changed. With respect to paragraph 1988, it was felt that the initial sentence should be changed from "The practices of transnational corporations ..." to read "Certain practices of transnational corporations ...".

307. With respect to subprogramme 2 (Comprehensive information system), the request of the Commission that the Centre carry out a feasibility study for clarifying the major constraints in developing a comprehensive information system was noted. It was stressed that in developing the information system the Centre should draw primarily on the existing computer facilities available in the United Nations. With respect to paragraph 1997 (1), the view was expressed that unsuccessful legal actions taken against a transnational corporation could not be regarded as qualitative information.

308. When discussing subprogramme 3 (Formulation of a code of conduct and international agreements), it was noted that the code of conduct should be for transnational corporations. The Committee was reminded that the wording was the result of considerable negotiation and compromise agreement in the Commission and should, therefore, not be changed. With respect to paragraph 2005 (ii), the Committee decided that the words "strategy and corresponding outputs" be deleted. Some doubts were expressed with regard to the retention of the study on the feasibility of formulating a general agreement on foreign investment (para. 2005 (ii)). It was stressed that any work undertaken by the Centre in the area of taxation referred to in paragraph 2005 (i) should be carried out in close co-operation with the Group of Experts on Tax Treaties.

309. Finally, with respect to subprogramme 4 (Improvement of Governments' capability for dealing with transnational corporations), it was suggested that the title be changed to "Technical co-operation" in accordance with the recommendation of the Commission on Transnational Corporations at its second session.

310. The Executive Director informed the Committee that, in agreement with ECLA, a joint unit on transnational corporations had been established at ECLA headquarters, and that progress had been made towards the establishment of a similar joint unit in the ESCAP secretariat. The joint unit with ECLA was the focal point of the Centre's activities in Latin America. The representatives of ESCAP and ECA stated that although their commissions did not as yet have separate programmes on transnational corporations, several of their programmes, such as those on development planning, science and technology, industries and the least developed countries, contained activities dealing with problems connected with transnational corporations.

## CC. Transport

311. The Committee considered the programme on transport contained in chapter XXV of the medium-term plan at its 418th, 430th and 432nd meetings.

312. Introducing the transport programme of the Department of Economic and Social Affairs, the Director of the Centre for Natural Resources, Energy and Transport stated that the existing legislative mandate on which the programme was based was old and did not adequately reflect the needs arising from recent developments. It should therefore be considered as an interim programme, pending an updating of its legislative basis.

313. The transport question, he thought, deserved careful consideration by the Economic and Social Council in view of the recent developments in the world economic scene as reflected in the sixth and seventh special sessions of the General Assembly, the emergence of newly independent countries which needed to reshape their transport infrastructure to suit their domestic needs, recent developments in transport technology, and recent increases in energy prices with their related impact on transport planning. Although a number of specialized agencies, UNCTAD and the regional commissions as well as the Department of Economic and Social Affairs undertake many activities in this field, and even though efforts are made to achieve co-ordination, he found that the subject of transport was being approached in a fragmentary way, without an over-all design for the whole system or a reasonable framework for the integration and harmonization of system-wide activities. The time seemed to be opportune for the Economic and Social Council to review the situation, possibly in 1977, on the basis of a report which would be prepared in close co-operation with all the concerned organizations in the United Nations system. This report would endeavour to present to the Council (a) a brief analysis of transport problems, and (b) a comprehensive review of the system's activities, containing an analysis of gaps in order to seek guidance from the Council on ways to bring about an integrated and more effective approach to the transport problem.

314. There was general agreement in the Committee on the need for a review of the field of transport by the Economic and Social Council with a view to adopting fresh mandates that would ensure an effective approach by the United Nations system to the problems.

315. With respect to the programme as it was presented in the plan, the Committee deemed it inadequate in view of the vagueness with which the statement of the problems addressed, the strategy and specific output and the expected impact were described. Furthermore, the programme did not contain sufficient details concerning co-operation and co-ordination with the regional commissions and other organizations within the system. Some representatives expressed their doubts concerning the validity of a global approach to transport problems, and stressed that the main emphasis should be placed at the national and regional levels and that accordingly the programme should contain a relatively larger role for the regional commissions.

316. It was generally recognized, however, that while the solution to transport problems was essentially of a local nature, there were some questions, such as the adoption of conventions and the wide application of new developments in transport technology, such as containerization, which required a global approach from which Governments could then derive their specific solutions to their problems. The

Director explained that what he meant by integrated transport was the need for a rational combination of various modes of transport. He indicated that in many cases the definition of transport strategies and the consideration of options was done in a haphazard manner both by Governments and within the international system of organizations.

317. At the 430th meeting of the Committee, the representative of the Office for Inter-Agency Affairs and Co-ordination read a statement on behalf of ICAO to the effect that it would be difficult for it to participate fully in a consideration of the transport question by the Economic and Social Council in view of the convening of a major air transport conference and of a session of its Assembly, but that it would be in a better position to make a proper contribution if the matter were to be considered in 1978. ICAO further felt that the question of compartmentalization in the field of transport had been over-emphasized. The representative of the Office for Inter-Agency Affairs and Co-ordination noted that only a few interagency discussions on transport had been held, and the time might be ripe for a more formal meeting of the United Nations organizations with activities in the field of transport.

318. In connexion with the programmes from the regional commissions, one representative noted the disparity in the levels of expenditures of the various commissions and Headquarters itself, and felt that further strengthening of the commissions should be considered in the future.

319. In reviewing the ECA programme, the Committee found that priority should be given to subprogramme 2 (Intra-African transport links), since intra-African transport constituted an extremely acute problem. Answering to questions raised, the representative of ECA stated that that Commission was well equipped to carry out training of personnel in the field of transport which it conducted in co-operation and co-ordination with the specialized agencies concerned. He further explained that it did not involve conventional training programmes but rather seminars and short-term training courses devoted to particular problems within the scope of the activities of the Commission.

320. Various representatives expressed praise for the ECE programme which they hoped could be used as a model for other United Nations secretariat activities and which would not only be beneficial to road and water transport in Europe but also have significance throughout the world.

321. With regard to subprogramme 3 of the ECLA programme (Urban transport), several representatives pointed out that the information provided by that subprogramme would also be of interest to other regions. In that connexion, it was pointed out that although no formal machinery seemed to exist for the transfer of such information, the information system to be established by the Department of Economic and Social Affairs could be used for this purpose. The representative of ECLA also suggested that the distribution of the medium-term plan itself and the system of technical co-operation among developing countries could contribute to the dissemination of information.

322. With regard to subprogramme 3 of the ECWA programme (Transport and communications technologies), which it was observed would also be useful to other developing regions, the representative of ECWA stated that not only would the relevant information be made available to other developing countries but that ECWA would also make provision to invite interested developing countries from other



regions to subsequent seminars. He also explained that because of the scarcity of resources available to ECWA only limited resources could be made available to each programme, and that the Commission was trying to supplement its resources by extrabudgetary funds. In response to a question raised, he also clarified paragraph 2109 as reflecting the fact that development efforts in the region of Western Asia were confronted, inter alia, with the difficulties arising from inadequate transport facilities.

323. Replying to questions raised, the representative of ESCAP stated that subprogramme 4 (Sea transportation) included various aspects of maritime transport, such as the training of personnel, the creation of institutional structures, assistance in connexion with the acquisition of ships, port development, the organization of shippers' associations etc. Such details could not be included in a summary of the ESCAP plan. These activities were all carried out jointly with the Inter-Governmental Maritime Consultative Organization and UNCTAD. He also clarified that activities in connexion with the Asian Highway had almost come to an end and that the emphasis was currently on feeder roads and railway centres to link agricultural products with markets. The representative of ESCAP also explained that there were officials in ESCAP who were in charge of the supervision of activities in the fields of postal services and telecommunication. The Commission also co-operated with the International Telecommunication Union in connexion with those activities and also with the establishment of the Asia-Pacific Telecommunity. UNDP assistance in this field having been curtailed, the Commission was trying to obtain extrabudgetary resources in order to continue its related activities.

324. Since several of the subprogrammes of the various regional commissions were likely to yield results of interest to other regions, the Committee stressed that information concerning these activities should be reported to other regions. This was deemed particularly important in view of the need to foster co-operation among developing countries. Subprogrammes 3 and 4 of ECLA, and subprogramme 3 of ECWA were mentioned in this connexion.

325. In concluding its consideration of the chapter, and in the light of its discussion of programme 1, the Committee decided to recommend to the Economic and Social Council to 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 to the Council in 1977 concerning an up-to-date mandate. In the meantime, it was also agreed that the work of the Secretariat would continue along the lines of its present programme, bearing in mind the explanations given by the Director of the Centre for Natural Resources, Energy and Transport and the discussions of the Committee on this matter.

#### DD. Major programmes unique to the regional commissions

326. At its 431st and 432nd meetings, the Committee reviewed the major programmes unique to the regional commissions contained in chapter XXVI of the medium-term plan.

## Methodology

327. Under this item, the Committee considered the flexibility that should be provided in the medium-term plan which constituted the basis for preparing the programme budget. It was felt that paragraph 3 of the introduction to the medium-term plan provided sufficient flexibility through its qualification "unless there is a legislative authorization for such a request subsequent to the plan review or if a pressing need of an unforeseeable nature arises". However, representatives of the regional commissions pointed out that that flexibility was subsequent to the formulation of the plan as it appeared in the present document. The medium-term plan document contained only summarized versions of the plans of the regional commissions, most of which had been approved by their respective intergovernmental bodies. Therefore, they did not always reflect the objectives and strategies of the regional commissions, and might impose a straightjacket on the programme budget exercise.

328. The Committee felt that the regional commissions should devote the major part of their slender resources to essential programmes and not to activities carried out by other agencies. Too heavy a stress on co-ordinating the activities of other agencies to the detriment of their own work should be avoided by the regional commissions. The main concern was to harmonize draft plans and programme budgets with the ultimate goal of achieving joint programming rather than to engage in a posteriori co-ordination.

329. The representative of ESCAP explained that, in a desire for pragmatism, the Commission was now concentrating on more limited priority projects such as food and agriculture, energy, technology, external financial resources, primary commodities and rural development. In order to avoid duplication, ESCAP engaged in consultations with the specialized agencies and even in the joint execution of certain projects.

330. The representative of ECE said that the primary purpose of ECE was to provide for co-operation among countries with different economic and social systems. At the same time, the Commission contributed to and benefited from the global programmes of the United Nations system and maintained close co-operation at all levels with bodies within and outside the system. The four priority activities of ECE were the development of trade, scientific and technological co-operation, long-term economic projections, and planning and environmental improvement. The signing of the Final Act of the Conference on Security and Co-operation in Europe in 1975 called for co-operation in economic and related fields within the framework of existing international organizations such as ECE.

331. The representative of ECWA agreed with the representative of ESCAP that the regional commissions must attempt to co-ordinate the work of the United Nations bodies and specialized agencies at the regional level. That was particularly true now that consideration was being given to further decentralization and the development of a regional structure involving activities of UNDP, the United Nations Secretariat, other United Nations bodies and the specialized agencies.

332. The representative of FAO stated the personal view of the Director-General of FAO - a view that he had not yet had the opportunity to submit to the governing body for its consideration - that the provision of direct technical, or operational, assistance was incompatible with his conception of how a regional structure should work, in particular where there were competent bodies with sectoral staff available to assist Governments.

- (a) Economic co-operation and integration
- (b) Education, training, labour and management

333. The representative of ECA, in response to questions raised, pointed out that the first programme on economic co-operation and integration sought to promote programmes and projects that could not be undertaken at the national level. A large part of the programme would be implemented at the local level in co-operation with existing local institutions and intergovernmental organizations. Subprogramme 2 of section A consisted of multicountry programmes for which UNDP financing might not be forthcoming for 1976. In this connexion he mentioned that there was already a joint UNDP/ECA mission with the purpose of determining which institutional structures would be most suitable for the execution of multinational projects. The UNDP participated in this mission in view of the assistance it was providing to the three United Nations multinational interdisciplinary advisory teams (UNDAT) currently operating in Africa. The UNDAT had taken over the tasks of the ECA subregional offices which found themselves without sufficient funds to carry out the work that Governments requested of them. Regarding subprogramme 2 of section B, it was explained that ECA, particularly in view of its limited resources, was implementing its training programmes in co-operation with the specialized agencies concerned. The activities would be directed to sectoral or project-oriented training, to enable people already working in certain areas to benefit from the experience accumulated by African countries other than their own.

- (c) Raw materials and commodities

334. The representative of ESCAP, in his response to questions, explained that the ESCAP programmes under chapter XXVI were experimental in nature. In connexion with the subprogramme on raw materials, ESCAP was awaiting the results of the fourth session of UNCTAD. The subprogramme was multidisciplinary in character and related mainly to those aspects of natural resources development that were connected with trade and investment as well as commodity development. For the remainder it had to do with collective arrangements concerning certain commodities.

- (d) Rural development

335. In response to questions raised, the representative of ECA clarified that the ECA programme was an experimental one, which was included in chapter XXVI mainly in view of its multidisciplinary character, but which had its elements implemented in various sectors, such as food and agriculture and social development. He also informed the Committee that a note would be circulated on this programme. The representative of ESCAP stated that rural development had been given high priority in the medium-term plan of ESCAP, and that it was a sphere in which the Commission was seeking to ensure interorganizational co-ordination at the regional level. In response to a resolution adopted by the Commission at its recent session, the Executive Secretary had set up a regional task force, composed of the chiefs of the regional offices of the specialized agencies and headed by the Executive Secretary of the Commission. The task force had met at ESCAP headquarters to prepare the programme, which would be considered at the intergovernmental meeting to be held in Tokyo in January 1977.

336. The Committee's attention was also drawn to the ACC task force on rural development. Should an integrated interagency programme on rural development be

approved, that programme would appear as a separate programme in the next medium-term plan and the next United Nations programme budget, and the input of each agency and institution of the United Nations system would be clearly indicated.

(e) Tourism

337. In reply to queries, the representative of ECWA, ESCAP and ECA explained that in their plans tourism did not constitute a separate programme but was part of their programmes on transport and communications. Pending the precise definition of the mandate of the World Tourism Organization (WTO), the regional commissions would have to continue responding to the requests of member Governments on matters connected with tourism. Moreover, the programmes on tourism were developed in co-operation with WTO. Nevertheless, concern was expressed in the Committee about possible duplication of the future activities of WTO with those planned by the regional commissions.

338. The representatives of FAO, UNESCO and WHO also explained their respective activities related to the development of tourism. The representative of FAO added that co-operative arrangements would be worked out with WTO as soon as appropriate.

IV. PROGRAMME ASPECTS OF THE SECRETARIAT ARRANGEMENTS  
FOR NARCOTICS CONTROL

339. In paragraph 4 (k) of decision 137 (ORG-76) of 15 January 1976, the Economic and Social Council decided to refer the decision of the General Assembly on programme aspects of the secretariat arrangements for narcotics control 10/ to the Commission on Narcotic Drugs at its fourth special session and to the Committee for Programme and Co-ordination at its sixteenth session.

340. In connexion with its consideration of agenda item 4, the Committee had before it a note by the Secretary-General, entitled "Programme aspects of the secretariat arrangements for narcotics control" (E/AC.51/79); chapter XII of the report of the Commission on Narcotic Drugs on its fourth special session; 11/ and paragraph 6 of the summary of the report of the International Narcotics Control Board for 1975 (E/5769). In accordance with the decision taken at the 411th meeting, the Committee considered agenda item 4 in conjunction with chapter XIII, "International drug control", in part two of the medium-term plan. For an account of the Committee's consideration of the item see paragraphs 185-189.

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10/ For the text, see Official Records of the General Assembly, Thirtieth Session, Annexes, agenda item 96, document A/10500, para. 224 (f).

11/ Official Records of the Economic and Social Council, Sixtieth Session, Supplement No. 4 (E/5771).

V. REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 3442 (XXX) ENTITLED "ECONOMIC CO-OPERATION AMONG DEVELOPING COUNTRIES"

341. Under paragraph (e) of its decision 139 (ORG-76) of 15 January 1976, the Economic and Social Council requested the Committee for Programme and Co-ordination, in accordance with recommendation 4 of the Working Group on United Nations Programme and Budget Machinery, 12/ to undertake, at its sixteenth session, a review and appraisal of the implementation of General Assembly resolution 3442 (XXX) of 9 December 1975, entitled "Economic co-operation among developing countries" to determine the degree of co-ordinated effort undertaken system-wide in the United Nations and to report thereon to the Council at its sixty-first session.

342. In connexion with item 5 of its agenda, the Committee had before it part three of volume I of the medium-term plan for the period 1978-1981 containing a special analysis of the activities of the United Nations for the promotion of economic co-operation among developing countries, prepared pursuant to paragraph 6 (a) of General Assembly resolution 3442 (XXX). It also had before it chapter VI of the report of ACC (E/5803/Add.1).

343. The Committee considered item 5 at its 442nd to 444th meetings.

344. The Committee found the presentation on this subject in part three of volume I of the medium-term plan unsatisfactory as a basis for complying with the request contained in paragraph (e) of Council decision 139 (ORG-76), given the documents at its disposal. Most of the activities cited were not directly relevant to economic co-operation among developing countries and there were no sections on food and agriculture or on the mass media; further, the information on science and technology, in addition to being inadequate, had not been presented separately in spite of the importance of the subject. No information was provided on UNIDO activities in support of economic co-operation among developing countries and the description of UNCTAD work also seemed inadequate.

345. The Committee also regretted the absence of any clear delineation between the work of the Department of Economic and Social Affairs, the regional commissions, UNCTAD and UNIDO. In addition, the presentation did not fully reflect the General Assembly's intention that economic co-operation among developing countries should not be merely regional or subregional but also interregional. The Committee indicated that one expected result of General Assembly resolution 3442 (XXX) was to pinpoint and reorient United Nations activities to provide an intensified focus on economic co-operation among developing countries. It was the Committee's view that future exercises in programme assessment should include reviews of performance in this field.

346. The presentation of subprogramme 3 (Co-operation among developing countries) of the programme of the Department of Economic and Social Affairs on natural

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12/ See A/10217, para. 77.

resources (paras. 1215-1223 of the medium-term plan) was regarded as a model which could be followed by all programmes.

347. The Committee felt, in addition, that a clear distinction must be maintained between activities which simply supported development in general and those which were directly and specifically supportive of economic co-operation among developing countries. For example, in this context, activities on integrated coastal area development (paras. 1415-1427 of the medium-term plan) should be presented in the special analysis so as to focus on the aspects directly relevant to economic co-operation among developing countries.

348. The Committee agreed that, if the requirements of the legislation were not clearly understood by the Secretariat, this would provide a good opportunity for the Committee to play its role in interpreting that legislation for the guidance of the Secretariat. It was felt that it would be useful in this regard for the Committee to have available to it an intersectoral presentation of all the relevant activities, including those of both the United Nations and the specialized agencies. It was, however, acknowledged that such a presentation, with the appropriate contributions from ACC, could not be made available before 1977.

349. Members of the Committee stated that it was essential to indicate the interrelationships between Headquarters activities in support of economic co-operation among developing countries and technical co-operation among developing countries, which was seen by some as only one vehicle for promoting co-operation. In this connexion, the Committee was informed that several operational activities of the Department of Economic and Social Affairs supportive of economic co-operation among developing countries had not been reflected in the medium-term plan as they were not financed beyond 1977.

350. The Committee was also informed that the recently concluded fourth session of UNCTAD had decided to create a new committee on economic co-operation among developing countries. It was not clear how this new committee would relate to the work of the Committee for Programme and Co-ordination in this area, but it was hoped that all of this would be clarified in the light of the full report expected from ACC on the activities of all organizations in relation to economic co-operation among developing countries.

351. As regards paragraph 6 (b) of General Assembly resolution 3442 (XXX), which called for an intersectoral presentation on a system-wide basis, the Committee was informed by the representative of the Office for Inter-Agency Affairs and Co-ordination that this presentation was still in preparation and that the Committee's comments on the special analysis in the medium-term plan would be borne in mind in its preparation.

352. The Committee noted that the interrelationships among the various activities in support of co-operation among developing countries would be analysed in the system-wide presentation and that specific measures to harmonize the growing number of activities within the United Nations system would be considered by the ACC at an early opportunity.

353. In connexion with chapter VI of the report of ACC (E/5803/Add.1), it was noted that no effort had been made to highlight the interrelationships among the various activities.

354. The representative of ESCAP explained that, actually, co-operation among developing countries, in both its economic and technical aspects, constituted the basis for the activities of the regional commissions. General Assembly resolution 3442 (XXX) was not brought to the attention of ESCAP early enough to enable it to include a chapter on economic co-operation among developing countries in its medium-term plan. ESCAP did not consider co-operation among developing countries as an objective in itself, although it constituted a permanent and integrated activity of the Commission. The New Delhi Declaration adopted in 1975 urged an intensification of co-operation among developing countries to achieve economic and technological self-reliance at the national and regional levels.

355. The representative of ECA stated that, since 1970, ECA had executed programmes dealing with co-operation among African countries, including the creation of subregional groupings, the organization of multinational interdisciplinary advisory teams and the formulation of multinational projects. Since the programme considered by the Committee for Programme and Co-ordination included not only regional and subregional activities but also projects of a global or interregional character, it would be useful to clarify how these various activities should be classified.

356. The representative of ECLA stated that in 1973 and 1975 the Commission adopted resolutions dealing with this "horizontal" co-operation. Countries in the ECLA region, disappointed with either the quantitative or qualitative aspects of traditional assistance, entertained hopes that the exchange of experience among developing countries would bring about more positive results. At the time of the adoption of General Assembly resolution 3442 (XXX) the work programme of ECLA had already been partially formulated and it was no longer possible to provide an intersectoral presentation. The Commission was, however, in a fortunate position in that, since the 1950s, it had put into practice a concept of economic co-operation with the creation of the Central American Common Market, the Latin American Free Trade Association and the carrying out of programmes in the field of science and technology and development planning. ECLA definitely had the intention to present, in connexion with the programme budget exercise, documentation on economic co-operation among developing countries in an intersectoral fashion.

357. While the Committee stressed the necessity of a system-wide integrated presentation of activities relating to economic and technical co-operation among developing countries for its consideration at a future session, it felt that, due to the constraints of time before the sixty-first session of the Economic and Social Council, a less ambitious approach would be necessary in the preparation of a revised draft for the Council at its sixty-first session.

358. Accordingly, the Committee decided on the following guidelines for the preparation of the revised text:

(a) There should be more careful screening of the information in the medium-term plan with a view to selecting the elements related to co-operation among developing countries from subprogrammes of the medium-term plan for inclusion in the special analysis;

(b) There was an imbalance in the presentation of general and specific activities, many of which were frequently irrelevant. The general activities



needed to be more directly focused on the objectives, and the specific activities should be made more relevant and should be logically interrelated;

(c) Insufficient attention had been given to certain sectors, for example, food and agriculture, science and technology, information systems and the use of mass media;

(d) Criteria should be established for the division of work among the Department of Economic and Social Affairs, UNCTAD, UNIDO and the regional commissions;

(e) There should be more emphasis on new or planned activities, and a distinction should be made between them and ongoing activities;

(f) There should be greater emphasis on interregional co-operation among developing countries;

(g) Technical co-operation and economic co-operation among developing countries should be more clearly identified and interrelated.

It was also suggested that, in future presentations of the programme budget, a special effort should be made to identify activities concerning co-operation among developing countries, and presenting them as subprogrammes in future plans.

VI. REVIEW OF THE MACHINERY OF THE UNITED NATIONS AND OF ITS SYSTEM FOR ADMINISTRATIVE AND BUDGETARY CONTROL, INVESTIGATION AND CO-ORDINATION

359. In paragraph 2 of its resolution 2924 B (XXVII) of 24 November 1972, the General Assembly decided to "review, at its thirty-first session, the machinery of the United Nations and of its system for administrative and budgetary control, investigation and co-ordination", and for that purpose requested "the views of the Secretary-General as chief administrative officer of the United Nations and as Chairman of the Administrative Committee on Co-ordination, the relevant views of the governing bodies of the specialized agencies, the Economic and Social Council, the Committee for Programme and Co-ordination and the Joint Inspection Unit, as well as the comments and recommendations of the Advisory Committee on Administrative and Budgetary Questions".

360. At its 2440th plenary meeting on 15 December 1975, the General Assembly, recalling paragraph 2 of resolution 2924 B (XXVII), decided, inter alia, to request the Secretary-General:

"(a) To give primary attention to the Joint Inspection Unit;

"(b) To submit a brief factual description of the activities of the intergovernmental bodies which have recently addressed related questions;

"(c) To bring up to date the report of the Secretary-General concerning bodies and organs established for purposes of administrative and budgetary control, investigation and co-ordination, issued in 1970, 13/ taking account of changes that had occurred and of the evolution of the responsibilities of the various bodies and organs enumerated therein since the date of its publication;

"(d) To transmit the updated version of that report as soon as possible to the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System."

361. In connexion with paragraphs (a) and (b) above, the Committee had before it the report of the Secretary-General on the continuation of the Joint Inspection Unit and proposed revised terms of reference (A/31/75/Add.1) as well as the report of the Joint Inspection Unit on the question of the continuation of the Unit (A/31/89).

362. The Committee considered item 5 of its agenda, "Review of the machinery of the United Nations and of its system for administrative and budgetary control, investigation and co-ordination", at its 444th, 445th, 448th, 452nd and 454th meetings.

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13/ A/7938.

363. The Vice-Chairman of the Joint Inspection Unit introduced the Unit's report, drawing attention to the main differences between the recommendations of the Unit and those contained in the report of the Secretary-General. The Unit considered that its present terms of reference were adequate and that it would not be advisable to change them. The Unit felt strongly that the inspectors should be fully independent of the secretariats they inspected and that as a subsidiary body of the General Assembly it should be responsible only to the Governments of Member States. It should also continue to determine its own programme of work. As regards the introduction of a concept of collective responsibility, the Vice-Chairman stated that it would be better if inspectors continue to sign their own reports which, of course, should not contain incompatible recommendations. He pointed out that already, on appropriate occasions, they produce collective reports as they were doing at present on the important question of job actions.

364. The Under-Secretary-General for Inter-Agency Affairs and Co-ordination introduced the Secretary-General's report. That report had been finalized after full discussions in ACC with the Chairman of the Joint Inspection Unit. The executive heads supported the continuation of the Unit with much the same terms of reference while, of course, recognizing that the final decision on these matters rested with the Economic and Social Council and the General Assembly. The executive heads had also subscribed to the view that the Unit should be subordinate only to the General Assembly and the governing bodies of the agencies. This principle had been embodied in paragraph A (c) of the proposed revised terms of reference. Most of the "new" provisions in the terms of reference suggested by the Secretary-General simply codified practices already being followed, for example, the consultations with other bodies on the Unit's work programme, following which the Unit was free to finalize its own programme. It also appeared that, in most cases, the inspectors already adhered to the principle of collective responsibility in the sense of tendering "consistent advice rather than the personal and possibly conflicting opinions of individual inspectors" (A/31/75/Add.1, para. 7 (c)).

365. The Committee had been asked for its views on these matters in General Assembly resolution 2924 B (XXVII). The scope of its discussion took into account the Assembly's subsequent request to the Secretary-General to "give primary attention to the Joint Inspection Unit" (see para. 360). Nevertheless, because of the pressure of time and the fact that the essential documentation had not been available sufficiently in advance, the Committee was not able to make a complete study of the two suggested texts. During the discussion, it was stated that the time did not seem to be opportune for any far-reaching modification of the Joint Inspection Unit's terms of reference or to "restructure" the Unit itself. In general, the Committee found itself more in agreement with the terms of reference proposed by the Unit than with those suggested by ACC. Doubts were expressed that the concept of collective responsibility would facilitate the work of the Unit and it was suggested that one alternative might be to entrust the Chairman of the Unit with the task of ensuring the necessary degree of compatibility in the Unit's reports. Doubts were also expressed that there had been any significant duplication between the studies prepared by the Unit and studies prepared by other bodies.

366. The Committee felt that the Joint Inspection Unit had been performing a useful role and that it should, therefore, be continued.

367. Members of the Committee particularly supported the following provisions in the terms of reference submitted by the Unit in the annex to document A/31/89:

(a) Paragraph 3 on the direct responsibility of the Unit to the General Assembly and to the legislative bodies of the other participating organizations;

(b) Paragraph 5 (b) providing that appointments of inspectors should be submitted to the General Assembly for confirmation;

(c) Paragraph 7 providing that inspectors should have the "broadest powers of investigation in all matters having a bearing on the efficiency of the services and the proper use of funds";

(d) Paragraph 8 providing that the inspectors should give an independent and external view and could propose any reforms they deemed necessary;

(e) Paragraph 15 providing that the inspectors should discharge their duties in full independence and in the sole interest of the United Nations system of organizations;

(f) Paragraph 17 providing that the Unit should be responsible for preparing its annual work programme;

(g) Paragraph 23 providing that the inspectors should draw up their reports over their own signature while the main recommendations should contain the collective thinking of the Unit;

(h) Paragraph 26 referring to the procedures for implementing the recommendations of the Unit.

It was agreed that the principle of collective responsibility should be viewed in a creative rather than in a restrictive sense.

368. The Committee noted that neither set of the terms of reference would involve any additional financial implications. It also noted that any new terms of reference would require the approval not only of the General Assembly but also of the legislative organs of the other organizations in the system that used the services of the Unit.

369. During the discussion of the machinery for administrative and budgetary control, investigation and co-ordination, the possibility of merging the Administrative Management Service with the Internal Audit Service in the United Nations Secretariat was discussed. The Committee felt that it was unable to pronounce itself on the merits of such an action at the present time and agreed to bring this matter to the attention of the General Assembly at its thirty-first session.

#### Evaluation

370. The Vice-Chairman of the Joint Inspection Unit drew the Committee's attention to the need to achieve progress in methods of evaluation. Even evaluation on a modest scale could lead to useful results in terms of programme improvements and the Unit felt that it might play a part in any new arrangements for evaluation as indicated in paragraphs 10 to 14 of its report (A/31/89). The Under-Secretary-General for Inter-Agency Affairs and Co-ordination indicated that the Secretary-General also suggested that the Unit might have a role in this area (A/31/75/Add.1, para. 94).

371. At the 445th meeting, the representative of the United States of America introduced revised draft resolution E/AC.51/L.81/Rev.1, which read as follows:

"The Committee for Programme and Co-ordination

"Recommends to the Economic and Social Council the adoption of the following draft resolution:

'The Economic and Social Council,

'Recalling General Assembly resolutions 3199 (XXVIII) of 18 December 1973 and 3392 (XXX) of 20 November 1975 concerning review of the intergovernmental and expert machinery dealing with the formulation, review and approval of programmes and budgets,

'Bearing in mind the consideration of the problem of evaluation in the report of the Working Group on United Nations Programme and Budget Machinery (A/10117 and Corr.1, paras. 66-74) and the relevant comments of the Advisory Committee on Administrative and Budgetary Questions (A/10499, para. 2),

'Recalling the conclusion of the Group of Experts on the Structure of the United Nations System that 'an essential element of programme budgeting is the effective monitoring of programme implementation and appraisal of programme accomplishments' (E/AC.62/9, para. 131),

'Taking into account other activities of intergovernmental bodies which recently have addressed themselves to questions related to administrative and budgetary control, investigation and co-ordination (A/31/75/Add.2),

'Recalling that General Assembly resolution 2924 B (XXVII) of 24 November 1972 requires review of the mandate of the Joint Inspection Unit at the thirty-first session of the General Assembly,

'Bearing in mind the relevant comments of the Joint Inspection Unit (A/31/89, paras. 10-14),

'Taking fully into account the terms of reference of the Committee for Programme and Co-ordination, as consolidated in Economic and Social Council resolution 2008 (LX) of 14 May 1976, which require the Committee for Programme and Co-ordination to 'consider and develop evaluation procedures and their use in the improvement of programme design',

'Bearing in mind the relevant discussion in the Committee for Programme and Co-ordination at its sixteenth session,

'Expressing the hope that the Committee for Programme and Co-ordination, with additional assistance from the Joint Inspection Unit, can adequately perform the needed task of external evaluation,

'1. Takes note of various studies and exercises in evaluation made within the Secretariat (A/10035/Add.1 and A/31/6/Add.1);

'2. Requests the Secretary-General to undertake modifications, as appropriate, in the existing procedures and techniques of the Secretariat, with a view to achieving more effective international evaluation and to submit experimental evaluation reports on selected programmes through the Committee for Programme and Co-ordination to the Economic and Social Council at its sixty-third session and to the General Assembly at its thirty-second session;

'3. Requests the Secretary-General to submit a report, together with comments thereon of the Joint Inspection Unit, to the General Assembly at its thirty-first session describing the changes needed in the mandate of the Joint Inspection Unit in order to enable it to assist the Committee for Programme and Co-ordination and other appropriate intergovernmental bodies in carrying out their responsibilities of external evaluation;

'4. Recommends that the General Assembly at its thirty-first session consider the possibility of setting in motion an external evaluation mechanism along the lines described and recommended in the various reports cited in the preambular paragraphs of this resolution, giving special attention, inter alia, to the operational activities of the United Nations system, including the possibility of assignment of appropriate aspects of this function to the Joint Inspection Unit."

372. In introducing the revised draft resolution, the representative of the United States of America stated that evaluation was a responsibility of Governments of Member States and that the mechanism proposed would provide them with information on programme management and execution and on progress towards achieving programme objectives which would enable them to carry out this responsibility effectively. In this connexion, he noted that the Working Group on United Nations Programme and Budget Machinery had recommended that the Committee for Programme and Co-ordination should consider and develop evaluation procedures and their use in the improvement of programme design. The Group of Experts on the Restructuring of the Economic and Social Sectors of the United Nations System had also recommended that there should be a mechanism for continuing supervision and evaluation of programme implementation. By assigning this function to the Joint Inspection Unit, the creation of new organizational units might be avoided.

373. In the discussion that followed, the view was expressed that the purpose of the new evaluation machinery needed clarification. It was also pointed out that the matter was currently under review by the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System.

374. As a result of informal consultations, the representative of the United States of America, at the 452nd meeting, introduced revised draft resolution E/AC.51/L.81/Rev.2. Operative paragraphs 2 to 4, as revised, read as follows:

"2. Requests the Secretary-General to develop experimental modifications in the existing procedures and techniques of the Secretariat, with a view to achieving more 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;

"3. Requests the Secretary-General to submit a report, together with comments thereon by the Joint Inspection Unit, to the General Assembly at its thirty-first session describing possible changes in the mandate of the Joint Inspection Unit which would enable it to assist the Committee for Programme and Co-ordination and other appropriate intergovernmental bodies within the United Nations system in carrying out their responsibilities for external evaluation;

"4. Recommends that the General Assembly at its thirty-first session, taking into account the report of the Secretary-General requested in paragraph 3 above, the relevant discussion during the sixteenth session of the Committee for Programme and Co-ordination, and the report of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System, consider setting in motion an external evaluation mechanism, including the possible assignment of appropriate functions to the Joint Inspection Unit for assisting the Committee for Programme and Co-ordination and other appropriate intergovernmental bodies within the United Nations system in carrying out their responsibilities for external evaluation of United Nations system programmes, including the performance of the United Nations, the specialized agencies, and the International Atomic Energy Agency as executing agencies and of the United Nations Development Programme in administering operational activities of the United Nations system."

375. With reference to operative paragraph 4 of the revised draft resolution, the representative of the United States of America said that what was meant by external evaluation concerned the actual performance of the various United Nations entities. Such an evaluation should not in any way infringe upon national decisions as to the content of programmes or the priorities that were assigned. For example, in the case of UNDP the content and objectives of programmes decided upon by Governments would not be subject to evaluation. Rather, it was the administration and implementation - in sum, the performance - of the executing agencies and of UNDP in carrying out agreed programmes which would be the focus of evaluation.

376. At the same meeting, the representative of India orally proposed amendments to revised draft resolution E/AC.51/L.81/Rev.2, which were issued in document E/AC.51/L.82 and accepted by the United States of America. The amendments were as follows:

(a) In operative paragraph 4, delete the words "including the performance of the United Nations, the specialized agencies, and the International Atomic Energy Agency as executing agencies and of the United Nations Development Programme in administering operational activities of the United Nations system".

(b) Add a new operative paragraph 5 reading as follows:

"5. Further recommends that the General Assembly consider, at its thirty-first session, bearing in mind the above, the improvement of the qualitative internal evaluation of operational activities and setting in motion an external evaluation mechanism which could assist it in evaluating the performance of the United Nations, the specialized agencies and the International Atomic Energy Agency as executing agencies, and of the United Nations Development Programme in administering operational activities of the United Nations system."

377. At the 454th meeting, the representative of India orally proposed further amendments, which were accepted by the United States of America, to revised draft resolution E/AC.51/L.81/Rev.2, as further revised by the proposed amendments in E/AC.51/L.82. The proposed oral amendments further revised operative paragraph 4 to read as follows:

"4. Recommends that the General Assembly at its thirty-first session, taking into account the report of the Secretary-General requested in paragraph 3 above, the relevant discussion during the sixteenth session of the Committee for Programme and Co-ordination, and the report of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System, consider developing appropriate external evaluation procedures;"

and revised operative paragraph 5 to read as follows:

"5. Further recommends that the General Assembly, at its thirty-first session, consider the improvement of the qualitative evaluation of the performance of the United Nations, the specialized agencies and the International Atomic Energy Agency as executing agencies, and of the United Nations Development Programme in administering operational activities of the United Nations system in order to enable the General Assembly to assess the efficiency of the system."

378. During the consideration of revised draft resolution E/AC.51/L.81/Rev.2, as further revised, a number of views were expressed. It was stated that the substantive aspects of evaluation should be studied by the Second Committee and the administrative and financial aspects by the Fifth Committee of the General Assembly. It was also recognized that different procedures and methods might be required for the evaluation of operational and non-operational activities. Moreover, it was stated that nothing in the resolution should call into question the validity of the priorities established by the participating countries receiving technical assistance. Further, there was no intention to create new machinery for evaluation but rather to use the present machinery such as CPC, the Joint Inspection Unit and perhaps other bodies within the existing financial resources. There was no desire to prejudge the mechanism eventually required for evaluation which must be determined by the General Assembly. The hope was expressed that the Unit would be able to prepare evaluation reports on the programmes that CPC decided to review in depth at its next session, although it was recognized that the time available to do this was rather short.

379. At the 454th meeting, the Committee adopted revised draft resolution E/AC.51/L.82/Rev.2, as further revised, without a vote. (For the text see para. 39.)

380. The representative of Belgium said it had been emphasized that it was for CPC, assisted by the Joint Inspection Unit, to perform external evaluation functions. The terms of reference of the Unit should be reviewed in the light of the recommendations made on that point by the Committee. Furthermore, internal evaluation should be rendered effective. In that connexion, the Secretary-General should consider merging the Administrative Management Service and the Internal Audit Service with a view to making them a useful instrument for evaluation.



381. The representative of France said that his delegation, while joining in the consensus, wished to state that in its view the evaluation procedures referred to in paragraphs 4 and 5 should in no case entail additional budgetary expenditures.

382. The representative of Argentina said that operative paragraphs 4 and 5 of the resolution did not represent an attempt to interfere in the capacity of recipient States of technical assistance projects to establish priorities for such projects nor to the questioning as to the validity of any projects decided upon by recipient countries. The evaluation referred specifically to the performance of the executing agencies and UNDP in the carrying out of their activities.

383. The representative of Brazil said that it was the understanding of his delegation that the proposed mechanism of evaluation would not represent in any way an interference in the capacity of Member States recipient of technical assistance, to establish the priorities for their projects and to determine their validity. Such an evaluation, as his delegation saw it, would have as its objective only the assessment of the administrative aspects of a project or programme, and the performance of its executing organs.

384. The representative of the United Kingdom said that his delegation had joined the consensus on the resolution on the understanding that, in supporting the request for a report from the Secretary-General, his delegation was in no way prejudging the line it might take when that report, and related issues, were discussed at the thirty-first session of the General Assembly. With respect to operative paragraph 2, his delegation regretted that the key role of the Advisory Committee on Administrative and Budgetary Questions in questions of internal administration was not made explicit in the text.

385. The representative of the United States of America, recalling his earlier statements on the subject (paras. 372 and 375 above), expressed his delegation's support for the suggestion that the resolution adopted be reviewed by the Second and Fifth Committees of the General Assembly (see para. 378 above) and stated that the adoption of the resolution did not prejudice the position his delegation might take at the thirty-first session of the General Assembly.

386. The representative of the USSR pointed out that, in his delegation's view, the evaluation procedure should have for its objective the increase in efficiency of the utilization of the existing resources and personnel. No new machinery was therefore necessary for carrying out the external evaluation which could be assigned on an experimental basis to JIU as an additional function. He also stated that adoption of the resolution did not prejudice the position of his delegation at the thirty-first session of the General Assembly.

## VII. REPORT OF THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

387. For the consideration of agenda item 8, the Committee had before it the report of ACC (E/5803 and Add.1) and the report of ACC on joint interagency planning relating to rural development (E/5809).

388. The Committee considered the item at its 439th, 449th and 450th meetings.

389. Owing to the pressure of time, the Committee concentrated its attention on the annual report of ACC. In introducing this report, the Under-Secretary-General for Inter-Agency Affairs and Co-ordination said that the strategy of ACC to attain cohesiveness in the system's wide spectrum of activities continued to depend heavily on the possibilities inherent in joint programme planning. Despite the difficulties involved in this approach, ACC had concluded that such programme planning on a system-wide basis needed to take place before the programme budgets were fixed. For this reason, ACC had called attention to the need to harmonize the medium-term plans of the organizations both in concept and presentation. This would complement the progress already under way in harmonizing programme budget presentation and in the experimental exercises in programme planning for system-wide activities in rural development and water.

390. He added that, while there had been considerable progress in achieving a concerted approach among the organizations in certain programme sectors such as science and technology, in others there was still a long way to go. For example, in the fields of transport and tourism, there was need for closer contacts among the organizations, and the Committee for Programme and Co-ordination would be kept informed of developments.

391. The view was expressed that, in spite of the improvements that had been registered over the years in the reporting methods of ACC, the actual activities that took place in that Committee itself and its subsidiary bodies remained somewhat vague and even mysterious. Some members thought that ACC was still too much involved with policy questions and expressed concern that, while the secretariats were represented in intergovernmental meetings, no government representative was permitted to attend the meetings of ACC or its subsidiary bodies. Others felt that ACC did not have sufficient powers to carry out its important tasks. Although the thematic approach which ACC seemed to be adopting in its reporting was welcomed, the Committee felt that ACC should focus its work to a greater extent on identifying options and alternative courses of action.

392. The Under-Secretary-General for Inter-Agency Affairs and Co-ordination replied that any mystery that surrounded the work of ACC or the work conducted under its aegis could and should be dispelled. In this connexion, the reports of the ACC could be expanded beyond the present limitation of 32 pages if the Committee felt that the information provided was insufficient. In addition, internal documents, such as the reports of the ACC Preparatory Committee and the summary records of future sessions of ACC, could be made available to interested delegations. As regards attendance at the sessions of ACC itself, the membership of ACC had been

established by the Economic and Social Council which obviously could, if it so wished, change that membership or take up the possibility, which had been mentioned, that the Chairman of the Committee for Programme and Co-ordination should attend ACC sessions. He added that, while ACC did not feel hampered by the present scope of its powers and competence, there was no doubt that the work conducted under its guidance could be improved. Indeed, ACC had itself approved certain suggestions towards this end in the statement that had been submitted by the Secretary-General to the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System. He urged that there should be the closest possible co-operation between members of the Committee for Programme and Co-ordination and ACC in carrying out their common tasks and, perhaps, their joint meetings might be utilized to discuss some of the problems that preoccupied delegations.

393. A number of points of detail were raised with regard to the annual report of ACC. It was pointed out that the references to an "interagency" or "joint" secretariat for the forthcoming United Nations Conference on Science and Technology should conform to the very carefully drafted text of the recommendation of the Committee on Science and Technology for Development. It was emphasized, however, that the concern over this point did not reflect any change in the positions taken by the delegations concerned when that Committee had met in February.

394. The Committee supported the reliance of ACC on programme planning as a tool for intensifying interagency co-operation. It was felt that every effort should be made to expedite the harmonization of programme planning documents in order to provide the basis for more effective system-wide programme planning.

395. The question was raised whether the headquarters information offices of the specialized agencies and the United Nations information offices located in the same cities could not be merged. The Committee was informed that there might be certain substantive and administrative problems involved in such mergers and concluded that this matter might be taken up by the Fifth Committee of the General Assembly when it considered public information activities.

396. In paragraph 19 of document E/5803, ACC had referred to the "need to improve the two-way links between research and global policies on the one hand and operational activities on the other". The Committee noted that this statement had been intended to imply that activities at the global level should be geared more closely to the needs of operational activities rather than that the latter should be subordinated to global policies.

397. Some concern was expressed over the statement in paragraph 22 of document E/5803 wherein the executive heads of the organizations participating in UNDP had recommended that the Administrator should "seek through the appropriate legislative authorities the necessary borrowing authority to meet short-term liquidity difficulties". While noting that this recommendation had been intended to meet short-term practical concerns, the Committee felt that the proper forum for discussion of this matter was the forthcoming session in Geneva of the Governing Council of UNDP.

308. Several representatives referred to the financial questions in paragraphs 116 and 117 of document E/5803. As regards the formula for determining the currency of salary payments, it was noted that the main aim was an administrative one, namely to ensure uniform treatment for all staff at a given duty station. On the other hand, as regards a common methodology for estimating the cost of inflation, the report indicated that the principle of full budgeting had been adopted by the General Assembly. In fact, the Committee learned that the 1976/77 programme budget had been presented to the thirtieth session of the General Assembly in a format that showed separate estimates for the anticipated effects of inflation and changes in exchange rates.

ANNEX

Agenda of the sixteenth session

1. Election of officers for 1976.
2. Adoption of the agenda.
3. Medium-term plan for the period 1978-1981.
4. Programme aspects of the secretariat arrangements for narcotics control.
5. Review of the machinery of the United Nations and of its system for administrative and budgetary control, investigation and co-ordination.
6. Reports of the Joint Inspection Unit.
7. Review and appraisal of the implementation of General Assembly resolution 3442 (XXX) entitled "Economic co-operation among developing countries".
8. Report of the Administrative Committee on Co-ordination.
9. Reports of the specialized agencies and the International Atomic Energy Agency.
10. Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination.
11. Adoption of the report of the Committee on its sixteenth session.

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