



General Assembly

Distr.
GENERALA/41/310
8 May 1986

ORIGINAL: ENGLISH

Forty-fourth session
Item 114 of the preliminary list*

PROGRAMME PLANNING

Programme performance of the United Nations for the biennium 1984-1985Report of the Secretary-General

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* A/41/50/Rev.1.

** Section III will be issued subsequently as A/41/318/Add.1.

I. INTRODUCTION

1. This is the fourth programme performance report submitted by the Secretary-General since the adoption by the General Assembly of resolution 33/118 of 19 December 1978, which, inter alia, called for the establishment of a system for monitoring programme performance and for an improved system of identifying output in the United Nations programme budget. It is the second since the General Assembly adopted the Regulations Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (resolution 37/234 of 21 December 1982, annex) recommended by the Committee for Programme and Co-ordination (CPC) in its report on its twenty-second session. Those regulations, along with the associated rules that were submitted to the General Assembly at its thirty-eighth session (A/38/126), have been distributed as a Secretary-General's Bulletin (ST/SGB/204 of 14 June 1984).

2. In pursuance of General Assembly resolution 36/228 A of 18 December 1981, a Central Monitoring Unit was established in 1982 (ST/SGB/196 of 14 October 1982), the responsibilities of which included the preparation of a report on the actual delivery of final output in comparison with the commitments set out in the programme narratives of the approved programme budget. The Central Monitoring Unit, as initially constituted, consisted of staff assigned on a part-time basis from the Office of the Director-General for Development and International Economic Co-operation, the Department of Administration and Management and the Department of International Economic and Social Affairs, and was responsible for the preparation of the third programme performance report (A/39/173 and Corr.1 and Add.1).

3. At its twenty-fourth session, CPC considered that third report, and its recommendations 1/ were aimed at:

(a) Further improvement of the methodology of the programme performance report, especially by expanding the scope of the next report, and using implementation rating ranges narrower than 25 per cent)

(b) Programme elements and outputs with greater than 50 per cent financing from extrabudgetary resources to be separately identified in the next programme budget;

(c) Highest priority designations to have an implementation rate close to 100 per cent;

(A) Alleviating the vacancy situation in several units)

(e) The procedure envisaged for strengthening monitoring to be implemented as soon as possible!

(f) Internal programme performance auditing to be on a comprehensive basis;

(g) The programme performance report, together with the comments of CPC thereon, to be forwarded to the relevant intergovernmental bodies;

(h) A review of the submissions to the specialized and central intergovernmental bodies of the instruments constituting the integrated management to be undertaken.

The procedures referred to in (e) envisaged that the Central Monitoring Unit would establish procedures to reinforce the capacities for monitoring in individual organizational units and establish a common methodology for monitoring and performance reporting, to establish some mechanisms for an independent central check of the production of output, to require a periodic reporting of performance from submitting units on a half-yearly and perhaps later on a quarterly basis, and to develop procedures for consultations on significant departures from programmed commitments.

4. Following the recommendations of CPC, as noted by the General Assembly in its resolution 39/238 of 18 December 1984, in the light of the views expressed by CPC and of the recognition of the importance of monitoring in the programme planning cycle, it was decided to establish the Central Monitoring Unit on a more permanent basis (ST/SGB/196/Rev.1 of 20 March 1985). The Unit is accountable to the Assistant Secretary-General for Financial Services (Controller) and the Assistant Secretary-General for Programme Planning and Co-ordination, and reports through them to the Programme Planning and Budgeting Board. An advisory group consisting of the Director of the Budget Division, a representative of the Office of the Director-General for Development and International Economic Co-operation, the Director of the Internal Audit Division and the Director of the Programme Planning and Evaluation Branch (who also supervises the work of the Unit) provides overall guidance. The Unit, which currently has two Professional and one General Service staff members permanently assigned to it, also draws on contributions of individual budget officers and programme officers for the preparation of its reports, as well as on other staff and units of the Office of Financial Services and the Office for Programme Planning and Co-ordination as required. To the extent that these recommendations were relevant to the work related to the present report they have been embodied in the instructions issued to programme managers, and they have also been implemented in the preparation of the present report and, as appropriate, in its presentation. In doing so, however, every effort was made to preserve continuity of the methodology employed for the preparation of the tabular presentation in previous reports so as to facilitate the submission of material by programme managers, on the one hand, and to maintain comparability of results from biennium to biennium, on the other. Thus the key terms in the tables and accompanying texts, annotated below, remain the same as in the report for the biennium 1982-1983 (A/39/173 and Corr.1 and Add.1):

(a) Programme of activity. This refers to the programme as defined in the medium-term plan for the period 1984-1989 2/ and used in the proposed programme budget for the biennium 1984-1985, 3/ i.e. all activities in a sector that are under the responsibility of a distinct organizational unit, normally at the division level;

(b) As programmed in the 1984-1985 programme budget. This refers to outputs cited in the narrative of the proposed programme budget for the biennium 1984-1985, including output financed from extrabudgetary resources, as amended in part III of document A/38/6/Add.1, except where indicated otherwise) 4/

(c) Implemented as programmed. An output is considered implemented as programmed if it has been completed within the biennium in conformity with the description in **the narrative** of the proposed programme budget for the **biennium 1984-1985**, even if it was programmed for 1984 and only completed in **1985**. An output is considered completed **when** It **has** been **delivered** to final users, **such as** an intergovernmental body in **the** case of a report)

(d) Significantly reformulated. Entries under this category were made where the output was completed during the biennium 1984-1985 **but** differed significantly in nature or scope from **the** indications in **the** programme narrative in **the** proposed programme budget for **the biennium 1984-1985**, as long **as** it was implemented under the original programme element. If **the** reformulation resulted in **a** shift from one programme element to another, the original output was considered terminated or postponed, and the reformulated output as **an** addition (see (g) (ii) below))

(e) Postponed to the following biennium whether commenced or not. **Where the** output was expected to be completed **and** delivered to final **users** in the biennium **1984-1985 but has been** postponed to **the** following biennium or to a later date, it was entered in this category even if the **delay** was simply from **an** expected completion date of **1985** to an expected actual delivery in 1986 (e.g. Manuscript in the printing process) ;

(f) Terminated. An output was considered terminated if it had not **been** commenced **or** if work had ceased **on** it before it was completed and there was **no** intention of recommencing this work at some later **date**;

(g) Additional output. **Entries** under this category are of two distinct types:

(i) Additional output required by legislation: output originally programmed for completion in the biennium **1982-1983, but not** completed **until** 1984-1985 and that had been reported as postponed in the programme performance report for 1982-1983 (A/39/173 and **Corr.1** and **Add.1**), **or** output that has **been** required at the output level **by** legislative decision **subsequent** to the formulation of **the** programme budget for **the** biennium **1984-1985**;

(ii) Additional output added at the initiative of the Secretariat: output for which **there** is **no** specific **legislative** authority at the output level other **than** that cited in the medium-term plan for **1984-1989 but that has** been added at **the** initiative of programme managers in response to general legislation or other new developments.

5. In response to criticisms 5/ of the system of implementation rating employed in the last report, the **single** indicator has been replaced by three exact percentage implementation rates included in **columns** (8) to (10) of the tables in the addendum to **this** document (A/41/318/Add.1), which **are** described below;

(a) The **first of these** (column (8)) **is the** percentage **implementation** of the programme as formulated in the proposed budget text, i.e. $\frac{c + d}{b} \times 100$ (see above), **or the number of outputs implemented as programmed plus number of outputs implemented, but significantly reformulated, as a percentage of the total number of outputs in the proposed budget)**

(b) The second (column (9)) , is the percentage implementation of the programme **as modified by intergovernmental decision**, i.e. $\frac{c + d + g(1)}{b + g(1)} \times 100$, or **the number of outputs implemented as programmed, plus implemented, but significantly reformulated, plus added as a result of intergovernmental decision, as a percentage of the number of outputs mandated (i.e. in the proposed programme budget, plus added as a result of intergovernmental decision);**

(c) The third (column (10)) , **is** the percentage implementation of the programme as finally modified, i.e. $\frac{c + d + g}{b + g(1)} \times 100$, or **the number of outputs delivered (implemented as programmed, plus implemented but significantly reformulated, plus added as a result of intergovernmental or managerial decision), as a percentage of the number of mandated outputs (in the proposed programme budget, plus added as a result of intergovernmental decision).**

6. **Annex I summarizes**, under the categories and implementation rates detailed above, the actual **programme** performance at the output level in relation to the commitments **in those sections with programmed outputs in the proposed programme budget for 1984-1985.** 3/ The **departures** from programmed commitments and the percentage implementation **rates** for outputs with lowest and **highest** priority designations, and for **those** with no designation, are given **on a global basis in annex II.** **Annex III contains a similar analysis, on a section by section basis, for outputs designated as of highest priority.** Further, **more detailed tables, as well as detailed discussion for both programme and service sections of the programme budget are contained in section III of this document (see A/41/318/Add.1).**

II. GENERAL OBSERVATIONS

7. **While the** need to preserve continuity and comparability in **the reporting process** has **been recognized**, certain **changes in** Secretariat procedures and in **the presentation of this report** have **been** introduced. In 1985, all **offices and departments** began submitting their **reports of performance on a semi-annual basis.** This **periodicity** will **be** maintained until fully **computerized** methods based **on** the automated budget information **system have been** developed for all departments and duty stations. **At that point, a determination will be made as to whether the benefits of quarterly reporting outweigh the additional costs, or whether ad hoc updates by specific units, as required, will satisfy administrative and legislative requirements.**

8. Beginning with the 1984 report, all **units have been** instructed to include two additional items of information for each output reported **as completed:** **(a) an identifier of the output, e.g. document or sales number of a report, date and venue**

/...

of meeting, etc., and (b) the number of work-months of staff and, if appropriate, consultants required for completion. The identifiers are being employed by the Internal Audit Division in its systematic reviews of programme performance report submissions. In this connection, it is expected that the continued participation of the Director of that Division in the elaboration of monitoring procedures and methods will enhance the effectiveness of the Central Monitoring Unit, as well as **assist** in the establishment of a systematic basis for programme audits. As for the work-month data accumulated from these reports, they will be employed in two related exercises. They will constitute an essential component of the first efforts to link and compare the programme performance report with the budget performance report. The exploratory stages of this exercise scheduled to be carried out in the first half of 1986 have not yet been fully analysed, but it is hoped that they will lead to the adoption of further specific measures for linking the two reports and eventually to a methodology for their integration. The work-month data will also serve as an input to the process of analysis of future programme budget submissions.

9. One change in the current report, i.e. the three implementation rates, has already been mentioned. Two other changes have been introduced. In the previous report, the analysis of departures from programme commitments was included in the general summary of results, while the section texts were virtually limited to comments on programmes with 49 per cent or lower implementation rates. While that approach may have had the advantage of highlighting any trends or general **deficiencies**, it failed to provide coherent analyses on a section by section basis. These analyses are now included in section III while overall observations are included in this section. Reporting on technical co-operation has also been modified. While technical co-operation projects constitute a significant part of the activities of some organisational units, **they cannot** generally be considered programmed outputs in the context of programme planning regulations 4.4 and 5.1. With the exception of outputs financed under section 24 of the programme budget, **3/** technical co-operation projects are reported in separate tables as supplements to the analyses of actual programme performance at the output level.

10. Further refinement of technical co-operation reporting will **require** a more precise formulation of relevant sections of future proposed programme budgets. Indeed, several aspects of budgetary treatment of extrabudgetary resources need to be addressed. In the light of the discussion in CPC, the **Secretariat** will seek to elaborate clearer and more systematic methods of presentation and reporting in the process of formulating the instructions and framework of the proposed programme budget for 1988-1989 and of the programme performance report for 1986-1987.

11. There continue to be other areas where exact reporting is difficult to achieve. One relates to the outputs of secretariats of intergovernmental bodies whose primary function is negotiation, **or** deliberations having the character of negotiation, where the exact number of reports required is impossible to predict in advance. Another arises from the fact that publications do not formally become outputs until printed and distributed; in some **cases**, the **publication is not** distributed until the biennium subsequent to that **in** which the substantive unit has completed its work. Both of these were discussed at greater length in the previous report, and will **continue**, no doubt, to occasion imprecisions in future reports.

12. A third **area**, the treatment of administrative and common support services, is one where improvement over current methods is possible, but where **progress remains to be made**. It is clear that **there are service areas for which a format simpler than that used in programme areas is more appropriate**. In the case of conference services, for example, the programme budget gives production estimates for **the biennium for certain well-established major work-load indicators, e.g. words translated into an official language, interpreter assignments, etc.** The performance report **shows actual production as compared to the forecast**. A similar approach could **be used in other areas**, but while **some offices or services, such as the Office of General Services**, keep extensive production figures, there **are few for which forecasts of production appear in budget proposals, and some significant indicators remain to be defined**. Further development of standards and forms is therefore necessary. Nevertheless an attempt has **been made in the present report to identify significant performance indicators and to structure reporting in respect of major units in the administrative and common services sectors on these indicators**. It is recognised that some **indicators** are provisional and will need to be reviewed **in the light of further experience gained**. Following the establishment of equally **valid indicators for other units in these sectors performance reporting will be extended to those as well**.

13. **As can be seen in annex I (Section 27, Public information), the public information sector, in terms of number of outputs, represents about 60 per cent of the total reported on**. For this reason, **subtotals, exclusive of the Department of Public Information, have been provided in annexes I and III and the information contained in annex II has been shown in the same manner, i.e. separately for the subtotal and the grand total**.

14. In the addendum to the report on programme performance for the biennium **1982-1983 (A/39/173/Add.1)**, in the tables for each section it was indicated that a total of 630 outputs were postponed to the following biennium whether commenced or not. Addendum 1 to the present report contains detailed accounting for these outputs, which can be summarized as follows: 212 had been reprogrammed in 1984-1985 and were reported in columns (1) through (5) as appropriate, 131 that had been implemented were included in column (6) as additional output for the biennium **1984-1985** required by legislation, 70 are now expected to be delivered in 1986-1987 and 217 were terminated.

15. As stated in paragraph 6 above, the discussion of programme delivery and the explanation of significant departures from programmed commitments is contained in section III of the report for each section of the programme budget for the biennium **1984-1985**. 3/ It was considered that such a presentation would facilitate the intergovernmental review of the report. However, a summary of those budget sections for which the standard reporting format could be adopted is contained in annex I. In view of the special importance given the implementation of highest priority designations, as witnessed by the recommendation of CPC in its report on the work of its twenty-fourth session, **1/ annex III contains a detailed section by section listing, again in the standard tabular format, of the corresponding one-line item entry in annex II**.

Notes

1/ Official Records of the General Assembly, Thirty-ninth Session, Supplement No. 38 (A/39/38, para. 342).

2/ Ibid., Thirty-seventh Session, Supplement No. 6 (A/37/6 and Corr.1 and Add.1, 2 and 3).

3/ Ibid., Thirty-eighth Session, Supplement No. 6 (A/38/6).

4/ For Sections 2A.C, Law of the Sea, see A/38/570/Add.1, 7. Department of Technical Co-operation for Development, see A/C.5/38/2 and 15. United Nations Conference on Trade and Development, see A/C.5/38/4.

5/ Official Records of the General Assembly, Thirty-ninth Session, Supplement N o . 38 (A/39/38, paras. 152 and 342 (a) (ii)).

ANNEX I

Summary analysis by section of actual programme performance at the output level in 1984-1985 in relation to the commitments in the programme budget for the biennium 1984-1985 (A/38/6 and Add.1)

(Expressed in number of outputs)

Section	AS programmed in 1984-1985	Implemented as programmed	Departures from		programmed commitments	Additional outputs			Percentage		
			Significantly reformulated but implemented in full	Postponed to following biennium whether com- menced or not		Required by legislation	Added at initiative of Secretariat	Percentage			
				Terminated						A	B
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
1A.6. World Food Council	40	40						100	-	-	
2A.B. Department of Political and Security Council Affairs	149	126	3	-	20	18	2	87	88	89	
2A.C. Office of the Special Representative of the Secretary-General for the Law of the Sea	100	74	12	3	11			86	-	-	
2B. Department for Disarmament Affairs	152	113	23	1	15	1		89	90	-	
3B. Department of Political Affairs, Trusteeship and Decolonization	405	397			8	61		2/	2/		
3c. Namibia	246	232		11	1	18	2	95	95	96	
3D. Centre against Apartheid	508	497	3		9	5	34	98	98	105	
5B. Centre for Science and Technology for Development	53	40	8	1	4	2	2	91	91	95	
6. Department of International Economic and Social Affairs	616	452	18	102	44	141	16	76	91	83	
7. Department of Technical Co-operation for Development	69	37		21	11		1	54	-	55	
9. Transnational corporations	52	36	1	15		16	1	71	78	79	
10. Economic Commission for Europe	694	593	20	41	40	91	9	88	90	91	
11. Economic and Social Commission for Asia and the Pacific	952	629	46	96	81	42	74	71	72	80	
12. Economic Commission for Latin America and the Caribbean	553	422	23	39	69	27	65	80	81	92	
13. Economic Commission for Africa	550	300	82	90	78	82	120	70	75	92	
14. Economic and Social Commission for Western Asia	108	53	9	17	29	24	3	57	65	67	

Section	As programmed in 1984-1985	Implemented a. programmed		Departures from programmed commitments			Additional outputs			Percentage		
		(1)	(2)	Significantly reformulated but implemented in full (3)	Postponed to following biennium whether com- menced or not (4)	Terminated (5)	Required by legislation (6)	Added at initiative of Secretariat (7)		Percentage		
										A	B	C
15. United Nations Conference on Trade and Development	6 22	4 50	49	61	6 2	2 4	2 0	80	82	85		
16. International Trade Centre	51	4 7			4			Y3	-			
17. United Nations Industrial Development Organisation	541	4 08	16	64	5 3	4	Y 6	78	79	96		
18. United Nations Environment Programme	658	5 22	2 3	49	6 4	4	29	83	83	8 7		
19. United Nations Centre for Human Settlements (HABITAT)	103	8 8		11	1	5	16	88	89	10 6		
20B. Division of Narcotic Drugs	379	3 70	5	4		10	21	99	99	10 4		
20C. International Narcotics Control Board	156	156	-	-	-	1	2	100	100	101		
22. Office of the United Nations Disaster Relief Co-ordinator	122	119		3			14	a/	a/			
23. Human rights	208	160	28	9	11	1		91	91			
26. Legal activities	505	3 42	2	162	3	50	6	68	70	7 2		
Subtotal	8 596	6 703	373	800	720	627	535	82	84	89		
27. Public information	13 013	Y 98	334	2	2 949	2	58	77	77	78		
Total	21 609	16 401	712	827	3 669	629	533	79	80	82		

a/ See footnote to tables 33 and 22.1 of section III in the addendum to this document (A/41/318/Add.1).

ANNEX II

Summary analysis of actual programme performance at the output level in 1984-1985 in relation to the designation of priorities in the programme budget for the biennium 1984-1985 (A/38/6 and Add.1)

(Expressed in number of outputs)

A. All sections shown in annex II

Priority designation	As programmed in 1984-1985		Implemented as programmed			Departures from programmed commitments		Additional outputs		Percentage		
			Significantly reformulated but implemented in full	Postponed to following biennium whether commenced or not	Terminated	Required by legislation	Added at initiative of Secretariat			A	B	C
	(1)	(2)										
Highest priority	5 795	4 198	44	216	1 337	124	73	73	74	NA	a/	
No designation	15 327	11 878	631	544	2 274	468	481	82	82			85
Lowest priority	487	325	37	67	58	37	39	74	76	NA	a/	
Total	21 609	Ad 401	712	827	3 669	629	593	79	80			82

B. All sections shown in annex I excluding section 27. Public information

Priority designation	As programmed in 1984-1985		Implemented as programmed			Departures from programmed commitments		Additional outputs		Percentage		
			Significantly reformulated But implemented in full	Postponed to following biennium whether commenced or not	Terminated	Required by legislation	Added at initiative of Secretariat			A	B	C
	(1)	(2)										
Highest priority	1 653	1 383	42	174	54	124	73	86	87	NA	a/	
No designation	6 465	4 997	296	562	610	466	423	82	83			89
Lowest priority	47b	323	35	64	56	37	39	75	77	NA	a/	
Total	8 596	6 703	373	800	720	627	535	82	84			89

a/ NA = Not applicable: figures in column (7), additional outputs added at the initiative or the Secretariat, shown for information only.

ANNEX III

Summary analysis by section of highest priority designations of actual programme performance at the output level in 1984-1985
in the programme budget for the biennium 1984-1985 (A/38/6 and Add.1)

(Expressed in number of outputs)

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Section	As programmed in 1984-1985	Implemented as programmed	Departures from programmed commitments			Additional outputs			Percentage	
			Significantly reformulated but implemented in full	Postponed to following biennium whether com- menced or not	Terminated	Required by legislation	Added at initiative of Secretariat	a/	Percentage	
									A	B
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
2A.B. Department of Political and Security Council Affairs	ib	13	3	-	-	-	2	100		
2A.C. Office of the Special Representative of the Secretary-General for the Law of the Sea	10	2	8	-	-	-	-	100		
2B. Department of Disarmament Affairs	12	12		-	-	-	-	100		
5B. Centre for Science and Technology for Development	4	4	-	-	-	1		100	100	
6. Department of International Economic and Social Affairs	100	84	7	5	4	16	1	91	94	
7. Department of Technical Co-operation for Development	6	3	-	3			-	50		
9. Transnational corporations	1a	14	-	4		4		78	82	
10. Economic Commission for Europe	ii2	160	-	5	7	33	1	93	94	
11. Economic and Social Commission for Asia and the Pacific	118	102	7	3	6	3	9	92	93	
12. Economic Commission for Latin America and the Caribbean	ii	6	2	2	1	3	4	73	79	
13. Economic Commission for Africa	77	49	5	10	13	11	18	70	74	
11. Economic and Social Commission for Western Asia	14	8	-	1	5	8	2	57	72	
15. United Nations Conference on Trade and Development	151	137	7	4	3	2	5	95	95	
ii. United Nations Industrial Development Organization	87	73		8	1	1	4	89	89	
18. United Nations Environment Programme	55	37	1	7	10		1	69		

Section		As programmed in 1984-1985	Implemented as programmed	Departures from programmed commitments			Additional outputs			
		(1)	(2)	Significantly reformulated but implemented in full	Postponed to following biennium whether com- menced or not	Terminated	Required by legislation	Added at initiative of Secretariat <u>a/</u>	Percentage	
				(3)	(4)	(5)	(6)	(7)	(8)	(9)
19.	United Nations centre for Human Settlements (HABITAT)	b	4	1		1		1	83	-
20B.	Division of Narcotic Drugs	512	509	1	2			25	100	-
20C.	International Narcotics Control Board	18	18						100	-
21.	Human rights	41	41						100	-
26.	Legal activities	230	105		120	3	42		45	54
Subtotal		1 652	1 383	42	174	54	124	73	86	87
27.	Public information	4 142	2 815	2	42	1 283			68	-
Grand total		a 795	4 198	44	216	1 337	124	73	73	74

a/ Figures in column (7), additional outputs added at the initiative of the Secretariat, shown for information only.