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PROGRAMME PLANNING

Programme performance of the United Nations for the
biennium 1986-1987

Report of the Secretary-General

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I, INTRODUCTION

1. This is the fifth biennial programme performance report submitted by the **Secretary-General** since the adoption by the **General Assembly** of **resolution 331118** of 19 December 1978, in which the Assembly, **inter alia**, called for the establishment of a system for monitoring programme performance and for an improved system of identifying output in the programme budgets of the United Nations. It is also the third report since the adoption by the Assembly of the Regulations Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, as contained in the annex to resolution 37/234 of 21 December 1982, following a recommendation by the Committee for Programme and Co-ordination (CPC) in its report on its twenty-second session, 1/ Those regulations, along with the associated rules that were submitted to the Assembly at its thirty-eight session (A/38/126) were distributed initially as A Secretary-Generals's Bulletin (ST/SGB/204 of 14 June 1984); subsequently those regulations and rules were issued in print as a Secretary-General's Bulletin, (ST/SGB/PPBME Rules/1 (1987)), in a format that puts them at a par with the Financial Regulations of the United Nations,

2. As regards the period covered by the present report it will be recalled that, following the consideration by the General Assembly at its forty-first session of the current financial crisis of the United Nations, the Secretary-General had reported to the Assembly at its forty-second session (A/42/283), in compliance with a request to that effect (see the report of the Fifth Committee (A/41/953, para. 28) and Assembly decision 41/466 of 11 December 1986), on the implementation of economy measures with particular attention to their programmatic implications. In that report it was concluded, on the basis of the data available at that time, that "a comparison - albeit with the necessary caveat - with the overall delivery rate of substantive programmes in the biennium 1984-1985 of some 84 per cent (including reformulations) would indicate a lower delivery rate so far by about 10 percentage points" (A/42/283, para. 18).

3. The establishment of the Central Monitoring Unit has been described in paragraphs 3 and 4 of the Secretary-General's report on the programme performance of the United Nations for the biennium 1984-1985 (A/41/318 and Add.1 and Add.1/Corr.1). The Unit, initially established by a Secretary-General's Bulletin (ST/SGB/196 of 14 October 1982) as consisting of staff assigned on a part-time basis, was subsequently established on a more permanent basis (ST/SGB/196/Rev.1 of 20 March 1985). Its present staffing complement, at that level since November 1987, consists of one Principal Officer, three Professional level staff member6 and three General Service staff members,

4. Following consideration of the programme performance report for the biennium 1984-1985 (A/41/318 and Add.1 and Add.1/Corr.1) by CPC at its twenty-sixth session, 2/ the Unit prepared revised and updated instructions to departments and offices to facilitate reporting on programme performance on a regular basis and at half-yearly intervals. The observations and recommendations of CPC relative to the programme performance report for the biennium 1984-1985 were taken into account in

these instructions, particularly as they related to questions of methodology (see paras. 11 to 13). The Unit also initiated a project of computerising, to the extent possible, the process of performance monitoring and reporting.

II. GENERAL OBSERVATIONS

5. Following the issuance in June 1986 of the instructions for the submission by departments and offices of the half-yearly reports on programme performance, the implementation of the project of computerisation of programme performance monitoring and reporting was pursued further. This project, for which the design had been initiated in the autumn of 1985, was implemented and became fully operational through the use of available and existing resources, which was made possible through the rearrangement of priorities and the delegation of tasks, such as assistance in the encoding of output inventories, by the Central Monitoring Unit to a number of its "client" departments and officers. To facilitate this task the Unit had prepared instructions for the coding of output and other programmatic data and arranged for three briefing sessions for staff involved in the preparation of departmental programme performance reports at Headquarters, New York, and at the United Nations Office at Geneva and Vienna. Ultimately it is planned to link all major units to the system, thus creating an on-line environment for programme performance reporting by submitting units, in which officers located away from Headquarters would be included by way of the integrated communications network. The Central Monitoring Unit, notwithstanding its small staffing complement, would thus be in a position to carry out its entire range of functions, including the monitoring of programme changes and reporting thereon as required.

6. Computerisation has also provided for the opportunity to analyse data and to provide, in a quick and cost-effective manner, summaries and overviews for programme managers as well as central secretariat management for use in their decision-making process. It may be interesting to cite in this regard, the following statement in the report to the forthcoming twenty-second session of the Economic Commission for Latin America and the Caribbean (ECLAC) on the draft programme of work of the ECLAC system, 1990-1991: "Major changes have been made in the process of planning, monitoring and assessing the programme of work and their results. This transformation is expected to lead to more efficient control over the operation and to better utilisation of the available human and financial resources" (see LC/G.1506 (sess.22/4)).

7. Furthermore the Internal Audit Division has derived certain benefits from computerisation in the performance of its tasks. These relate to the carrying out of comprehensive output-delivery audits, particularly as records stored in the computerised system provide ready access to information on the particulars of outputs, such as identifiers (document and publication symbols, venue and date of meetings serviced etc.), as well as the number of staff and consultant work-man hours involved.

8. In the course of the biennium 1986-1987 the Internal Audit Division included in its audit programme the various aspects of output delivery and it has carried out comprehensive audits of programme performance reporting by a number of units at Headquarters as well as at the main locations away from Headquarters.

III, METHODOLOGY

9. The basic methodology that has been followed in the analysis of data and in the preparation of the present report has not been subjected to major changes. The fundamental guidelines continue to be those embodied in the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, more particularly article V "Monitoring of programme implementation". Thus, in accordance with regulation 5.1 "the Secretary-General shall monitor the delivery of output scheduled in the approved programme budget through a central unit in the Secretariat" and "shall report to the General Assembly, through the Committee for Programme and Co-ordination, on programme performance ...". The details of reporting on the disposition of outputs can be found in subparagraph (d) of rule 105.1; the same rule also stipulates that the programme performance report should indicate an implementation rate as well as explanations for low-implementation rates.

10. The change introduced in connection with the programme performance report for the biennium 1984-1985 consisted basically in (a) replacing a single indicator with three percentage implementation rates (see A/41/318, para. 5), (b) moving the discussion of significant departures from programmed commitment from the main body of the report to a separate section containing reporting and analysis for individual sections of the programme budget and (c) reporting on the delivery of technical co-operation in separate tables and in a distinct format,

11. In its consideration of the programme performance report for the biennium 1984-1985, CPC took note of the changes in the methodology introduced in the report and recommended that further measures be taken with a view to enhancing the utility of future programme performance reports. 3/ There recommendations were subsequently endorsed by the General Assembly in its resolution 41/203 of 11 December 1986,

12. The recommendations of CPC, as endorsed by the General Assembly, are as follows:

(a) The presentation of data and the format of tables should, to the extent possible, be further standardized;

(b) Detailed explanations should be given for any significant number of outputs added to any programme at the initiative of the Secretariat;

(c) The first implementation percentage should be of outputs implemented as programmed, to be followed by the three percentages used in the 1984-1985 report;

(d) Outputs postponed from the previous biennium should be included in column 1 of the standard tables, "Programmed", unless such outputs had been reintroduced in the programme budget as part of the new biennial programme, as was the case in a number of sections of the 1984-1985 report,

13. As regards the request of CPC for further standardisation in the presentation of data and the format of tables, it has been possible to lay the groundwork for progress, which will be refloated only in the report on the biennium 1988-1989, this because in most instances any standardisation has to originate in a revised methodology of programme budget presentation. Thus the standard method of citation in respect of technical co-operation in the programme budget proposal for the biennium 1988-1989 and subsequent reporting in that revised format will allow more uniform tabulation, following the example of table 7.2 in the addendum to the present report.

14. The present report takes into account the recommendations in paragraph 12 (b) through (d) above. More specifically, details of outputs added at the initiative of the Secretariat, where significant in number, have been *included* under the respective budget sections considered in the addendum. The standard tables in the present report (see annex I) show four implementation rates. The first one, identified as "A" in column 8, has been added and responds to the recommendation of CPC as indicated in paragraph 12 (a) above. Also, column 1 of the standard tables reports outputs postponed from previous bienniums and carried forward to 1986-1987, as recommended. The details of the total of 833 outputs carried forward to the biennium 1986-1987, and thus included in column 1, can be found in table 2 below.

15. Thus, the key terms in the tables and accompanying texts remain basically the same as in the programme performance report on the biennium 1984-1985 (A/41/318 and Add.1 and Add.1/Corr.1). These terms have been annotated below and the column number of the standard table is shown in parenthesis:

(a) Programme of activity. This refers to the programme as defined in the medium-term plan for the period 1984-1989 4/ and used in the proposed programme budget for the biennium 1986-1987, 5/ i.e., all outputs that are under the responsibility of a distinct organisational unit, normally at the division level;

(b) Programmed (column 1) refers to the number of outputs cited in the narrative of the proposed programme budget for the biennium 1986-1987 (including outputs financed in part or in total by extrabudgetary resources relating to the substantive programme of work), as amended and/or supplemented in section III of the programme budget for the biennium 1986-1987, 6/ except as otherwise indicated (for the Department of Technical Co-operation for Development, see A/C.5/40/2 and Corr.1); furthermore, as recommended by CPC (see para. 12 (d) above), figures in column 1 (programmed) include outputs that have been carried forward from previous bienniums;

(c) Implemented (column 2) refers to outputs considered implemented as programmed if completed within the biennium in conformity with the description in the programme narrative of the relevant programme budget text and actually made available to the intended primary user, such as an intergovernmental body in the case of a report;

(d) Reformulated (column 3). Entries under this category were made when the output was completed during the biennium 1986-1987 but differed significantly in nature or scope from the indications in the programme narrative of the programme budget for the biennium 1986-1987; 7/

(e) **Postponed** (column 4) refers to those outputs that were programmed for completion and delivery to final users in the biennium 1986-1987 but had been postponed to the following biennium or to a later date whether commenced or not; entries in this category were made even if the delay was simply from an "expected completion" date in 1987 to an "expected delivery" in 1988 (e.g., manuscript in the printing process);

(f) **Terminated** (column 5). 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 indication of an intention to recommence that work on a later date (see also para. 17 below);

(g) **Additional output** (column 6 and 7). Entries under this category are of two distinct types, namely, (a) those added as required at the output level by legislative decision subsequent to the formulation of the programme budget for the biennium 1986-1987 and its approval by the General Assembly in its resolution 40/239 of 18 December 1985 (column 6), and (b) those added at the initiative of the Secretariat, referring to outputs for which there is no specific legislative mandate at the output level other than that cited in the medium-term plan for 1984-1989, but which were added in response to general legislation or other new developments (column 7).

16. The percentages indicated in columns 8 through 11 of the standard tables (see annex 8 I-III) include as "A" the additional implementation percentage recommended by CPC (see para. 12 (c) above). Thus, the four percentages represent the following:

(a) A: outputs implemented as programmed, in percentage of outputs programmed;

(b) B: outputs implemented as programmed plus reformulations, in percentage of outputs programmed;

(c) C: outputs implemented as programmed plus reformulations plus outputs added by legislation, in percentage of outputs programmed and those added by legislation;

(d) D: outputs implemented as programmed plus reformulations plus all additional outputs, in percentage of outputs programmed and those added by legislation.

17. There are basically three categories of activities that, by virtue of their distinct and sui generis nature, require different reporting formats. The first category of reporting would include the majority of substantive activities, particularly those in the economic and social sectors, for which only minor refinements in reporting would be needed (e.g., a higher degree of precision in the output citations); for this category reporting in the tabular format of the present report would appear to be adequate. The second category basically includes servicing bodies, for which reporting in terms of significant performance indicators appears to be the most appropriate format (see addendum, sect. 29). The

third category concerns those activities for which the programmatic descriptions are not sufficiently detailed to permit reporting in either of the two above formats. For this category any improvement or change in reporting is contingent upon the extent to which the programme of work can be forecast in sufficient detail so as to permit reporting in accordance with the format and the standards applicable to either the first or the second category. Once this has been achieved, meaningful reflections of actual versus programmed delivery could be included in programme performance reports, which would facilitate decision-making at the intergovernmental and programme management levels. This is essentially true for certain activities in the political sector and to a lesser degree in respect of certain disaster relief and humanitarian assistance programmes where precise forecasting of events and their relative magnitudes would, to say the least, not be very meaningful and would probably be misleading,

18. In accordance with the categories of reporting enumerated in rule 105.1 (d) of the Regulations and Rules Governing Programme Planning, an output that has not been implemented can be reported either as (a) postponed to the following biennium, whether commenced or not, or (b) terminated as obsolete, of marginal usefulness or ineffective. Because of the negative connotation inherent in the latter category, programme managers appear to be reluctant to report under the heading "terminated" what in fact amounted to non-implementation as a consequence of high vacancy rates, accentuated by the current financial crisis. One solution, which would clarify the reporting, while not losing sight of the overall aim of identifying terminations, would be to rename column 5 of the present table format "not implemented". Reporting would of course continue to include in this column true termination of activities considered obsolete, of marginal usefulness or ineffective for which, however, separate identification and adequate explanations would be included in the body of the text,

IV, SUMMARY DISCUSSION AND OVERVIEW

19. Reporting on the programme performance **for a biennium has to be seen in the** context of, **on the one hand, the stipulations contained in the Regulation⁶ and Rules Governing Programme Planning, in particular article V thereof in regard to monitoring** (see **para. 9** above), and, **on the other hand, the nature of the activity, the manner and degree of programmatic detail provided in the programme budget document and the constraints emanating therefrom, Some of the basic constraints in this regard** relate to the following;

(a) The required details of output **citations, such as the specific number of output⁸ to be delivered in the scheduled quarter and/or the year of delivery)**

(b) The question **of what constitutes a final output, i.e., a number of "output" citations should more properly be classified as descriptions of an activity**

(c) The **choice of significant performance indicators in those instances where such indicator⁸ would be preferable to counting output⁶ for the purpose of assessing programme delivery.**

20. In a number **of instances the programme narratives of the 1988-1989 proposed programme budget (A/42/6 and Corr.1) have been improved in regard to these constraints. For the future, further improvement⁸ will have to be achieved in order to continue enhancing the utility of feedback of programme performance monitoring and reporting into the programme planning and management processes,**


21. Some progress has also **been achieved in regard to standardization of citation⁸ for technical co-operation activities, as can be seen in the proposed programme budget for the current biennium (A/42/6 and Corr.1). However, a clearer distinction in programmatic and, as a consequence, in financial terms must be made between the programme of work and the activities under the heading of technical co-operation or, as those activities have been referred to in programme budget documents, operational projects.**

22. Table 1 gives an overview, by section **of the programme budget, of the number of those outputs, by main category, which had been programmed for the biennium 1986-1987 in sufficient detail to permit tabular analysis.** The data given refer to the programme of work, excluding technical co-operation/operational activities, The figures represent the **numbers of outputs for the different categories and include only those for which the quantity had been programmed in the programme budget for the biennium 1986-1987. 7/**

23. A summary comparison between the programme performance for **1986-1987 and that for 1984-1985 is given in table 2 in respect of substantive units included in annex I, excluding section 27 (Public information),**

Table 1

Summary of programmed outputs by main category of activity**(Expressed in number of outputs)**

Budget section 	Servicing meetings	Reports	Publications	Public information	Other	Total
1A.6	2	16		10		28
2A	31	19	57		39	146
2B	34	16	48	5	14	117
3	4	33	20	232	18	307
5B	10	18	22		4	54
6	67	131	542	-	3	743
7	3	14	67	6	1	91
9	4	4	23	-	-	31
10	261	239	200		78	778
11	56	43	869	-	32	1 000
12	10	2	385	-	02	479
13	106	237	414		129	866
14	4	23	101		-	128
1b	119	264	151	-	1	535
18	14	8	237	10	18	287
19		11	97	12	4	124
20	27	19	86	-	58	192
23	107	85	31		2	225
26	42	57	229	-	52	380
Subtotal	901	1 239	3 579	275	537	6 531
27				10 845		10 845
Grand Total	901	1 239	3 579	11 120	537	17 376

a/ See annex I.

Table 2

Summary comparison of programmed outputs for the biennium
1986-1987 with the biennium 1984-1985

(Substantive units included in annex I only)

	<u>1984-1985</u>		<u>1986-1987</u>		1986-1987 as percentage of 1984-1985
	Number	Percentage	Number	Percentage	
<u>Of the initial programme:</u>					
(1) <i>Programmed</i>	8 055	100.0	8 925	100.0	110.8
(2) <i>Implemented</i>	6 295	76.2	6 171	69.1	98.0
(3) <i>Reformulated</i>	357	4.4	615	6.9	172.3
<u>Total implemented</u>	<u>6 652</u>	<u>82.6</u>	<u>6 786</u>	<u>76.0</u>	<u>102.0</u>
(4) <i>Postponed</i>	736	9.1	1 116	12.5	151.6
(5) <i>Terminated</i>	667	8.3	1 023	11.3	153.4
<u>Total not implemented</u>	<u>1 403</u>	<u>17.4</u>	<u>2 139</u>	<u>24.0</u>	<u>152.5</u>
<u>Of the additions:</u>					
(6) <i>By legislation</i>	623	7.7	524	5.9	84.1
(7) <i>By programme managers</i>	439	5.5	319	3.6	72.7
<u>Total additional</u>	<u>1 062</u>	<u>13.2</u>	<u>843</u>	<u>9.5</u>	<u>79.4</u>
<u>Pro memoria: average</u>					
<u>percentage of</u> <u>Professional post encumbrancy</u>		92.6		87.0	93.9

24. When reviewing the programme delivery of the various units and programmes covered in the present report, care should be taken to recognize the distinction in the three categories of outputs discussed in paragraph 17 above. Furthermore, the measurement of programme performance by assigning implementation rates based on the categories identified in the columnar tables in accordance with programme planning rule 105.2, is an expression of percentages of output delivery. However, these

percentages do not always constitute a true indicator of the degree of programme delivery, since the percentages are based on counting the number of output, which is a process that does not take into account their relative weight. Significant variances at a higher level of aggregation, i.e., an entire department or office, would be less likely to occur. For this reason it is recommended that for the purpose of judging programme performance by reference to the implementation rate, the percentages of each department or office should be considered, rather than placing too much emphasis on this indicator for a given programme line.

25. In regard to all programmes covered in the present report for which implementation rates are given, as summarised in annex I, the overall delivery rate in the biennium 1986-1987 of output initially programmed (including those carried forward and postponements at the end of the previous biennium) lagged behind that of the biennium 1984-1985 by some 6.6 per cent. In most instances this situation should be seen in the context of the appreciably higher vacancy rates in departments or offices, as a result of the freeze on recruitment due to the current financial crisis of the United Nations. Vacancies in the Professional category for the biennium 1986-1987 in respect of regular budget posts (including temporary posts) amounted on average to some 13 per cent and reached 15 per cent by the end of the biennium. The biennial averages ranged from about 4 per cent for the Office of the United Nations Commissioner for Namibia to some 33 per cent for the Office for Special Political Questions. The average rate for each unit is given in the detailed section-by-section discussion in section VI (see addendum).

26. Table 3 gives an overview of the 883 outputs that had been reported as postponed as at 31 December 1985 (excluding the United Nations Industrial Development Organisation), of which 10 were from the biennium 1982-1983 and 763 from the biennium 1984-1985.

27. As can be seen from the column headed "reprogrammed" in table 3, less than one half of the output carried forward were reintroduced in the programme budget for the biennium 1986-1987, which means that the decision to postpone had been taken sometime in the year 1984, prior to the submission by departments and offices of their proposal for the 1986-1987 programme budget. However, as indicated in the column headed "additional" in table 3, 469 outputs carried forward became additions to the programme of work contained in the approved programme budget, 5/ As regards those outputs, while in a number of cases (particularly for technical and sales publications) the carry-forward may not have involved the use of 1986-1987 resources for their delivery, in other instances such resources were needed. In the absence of specific additional budgetary provisions, and given the financial crisis of the United Nations, implementation of these additional outputs was contingent upon the availability of resources through redeployment. In many instances redeployment was not feasible in a situation of increasingly scarce resources. As a result, 299 of the total of 833 outputs carried forward were reported as further postponed as at the end of 1987.

28. As regards departure from programmed commitments, all units whose programme of work and implementation thereof are reviewed by an intergovernmental programme reviewing body have brought the proposed changes to the attention of the relevant body. For example, the Economic Commission for Africa (ECA), at its twenty-first

Table 3
Outputs postponed from previous bienniums

Section or subsection	Carried forward (a)/(b)	Reprogrammed	Additional	Further postponed
2A.C Law of the Sea	- 3	1	2	1
2B Disarmament affairs activities	- 1	1	-	1
3C Namibia	- 11	3	8	8
5B Centre for Science and Technology for Development	- 1	.	1	-
6 Department of International Economic and Social Affairs	28 / 102	13	117	32
7 Department of Technical Co-operation for Development	2 / 21	5	18	3
9 Transnational corporations	- 15	11	4	3
10 Economic Commission for Europe	12 / 41	21	32	18
11 Economic and Social Commission for Asia and the Pacific	3 / 96	42	97	17
12 Economic Commission for Latin America and the Caribbean	- 39	20	19	15
13 Economic Commission for Africa	11 / 90	7	94	28
14 Economic and Social Commission for Western Asia	- 17	.	17	1
15 United Nations Conference on Trade and Development	- 61	44	17	21
18 United Nations Environment Programme	- 49	34	15	16
19 United Nations Centre for Human Settlements (Habitat)	2 / 11	.	13	3
20B Division of Narcotic Drugs	8 / 4	10	2	10
77 Office of the United Nations Disaster Relief Co-ordinator	8 3	.	3	.
23 Human rights	4 / 9	.	13	11
26 Legal activities	- 162	141	21	108
27 Public information	- 27	8	19	3
Total	10 / 763	364	469	299

Note: (a) Refers to the biennium 1982-1983 and (b) to the biennium 1984-1985.

session in the spring of 1986, reviewed and • dorrod proposals submitted to it by the Executive Secretary; these proposals were then referred to the Economic and Social Council at its second session of 1986. The Council, in its resolution 1986/58, decided to update the programme of work and priorities of ECA in accordance with the proposal submitted, requested the Executive Secretary of the Commission to revise the relevant programmes in • ႁႁ□□၁၅၅ႁ□ with the updated programme of work and called upon the Secretary-General to take the proposal into account when preparing the report on programme performance for the biennium 1986-1987.

29. A total of 615 outputs have been reported in annex I • x reformulated in the implementation of the 1986-1987 programme of work of the substantive units, which compares with 367 in respect of 1984-1985 (excluding UNIDO). Those figures represent 6.9 per cent and 4.4 per cent of the total number of outputs programmed for these units for the bienniums 1986-1987 and 1984-1985 (see column 1 in annex I). The increase is mainly attributable to • djurtmontr in the nature, • oope and/or frequency of output in the light of the availability of resources, while maintaining the originally specified purpose of the output. A detailed discussion of those instances where significant numbers of reformulations have been reported is found in section VI below. The sizeable increase in the number of reformulated outputs under section 27 (Public information) is almost • xolurivoly attributable to a significant number of changes in the frequency of radio programmes, from a daily to a weekly basis during the sessions of the General Assembly (see addendum).

30. The number of outputs for which delivery is reported in annex I as postponed at the • ၅၁ □ႁ the biennium 1986-1987 (some 1,122 outputs) compares with 763 for 1984-1985 (excluding UNIDO). As indicated in table 3, the postponements at the end of 1987 include 299 outputs carried forward from prior bienniums, of which 113 were in addition to the approved programme of work for the biennium. The increased number of postponements also points to a further lag in the issuance of publications, for which in a number of cases all work, including the preparation of the manuscript by the author department, had been completed before the end of the biennium. Since, however, outputs do not formally become final - and thus cannot be reported as delivered - until made available to the end-user, the reporting of such manuscripts falls under the category of postponements. The most striking case is that of the publication of the United Nations Treaty Series, in regard to which "savings attributable to the deferral of the • xtornal printing of 60 volumes of the Treaty Series out of the 160 volumes • rtimated in the programme budget for the current biennium" amounted to some \$655,100 (A/C.5/42/40/Add.26, para. 26.9).

31. The total number of outputs reported as terminated in annex I in respect of the biennium 1986-1987 is 5,441, of which 4,419 refer to section 27 (Public information) and the balance of 1,023 to substantive programmes; the latter figure is some 53 per cent higher than the comparable figure of 667 reported for the biennium 1984-1985 (see A/41/316, annex I, excluding UNIDO). The overwhelming majority of terminations under Public information arose under the various shortwave radio programmes.

32. As indicated in paragraph 28 above, progress in the implementation of programmes of work as well as changes therein, particularly as they refer to outputs, have been reported regularly to programme reviewing intergovernmental bodies whose concurrence has been obtained. Such programme adjustments were primarily in the nature of additional offset by deletions (either postponements or terminations), which becomes more the rule than the exception in a period of severe resource constraints as prevailed throughout the biennium 1986-1987. A link between non-implementation and additional output is therefore rather violent. For this reason in the section-by-section discussion of programme performance in the addendum to the present report, reference is made to the delivery rate as percentage D (column 11 of the standard tables), which takes into account all additional outputs delivered, either mandated by specific legislation or added at the initiative of the Secretariat.

33. Annex II contains two summary tables that indicate, in respect of all units covered in annex I, the total disposition of outputs in relation to the designation of priorities. Given the special importance attached to those activities designated as of highest priority, the implementation rates of outputs in programme elements so designated are given in annex III, detailed by organisational unit, in the format of the standard columnar table. In 1966-1967 the number of units (excluding UNIDO) that had indicated highest priority designations increased by two from 1984-1985. Those were the World Food Council (including its secretariat) and the Office of the United Nations Disaster Relief Co-ordinator. While the number of units reporting a 100 per cent rate of implementation in column C in 1986-1987 declined to four from seven in the preceding biennium, the overall average remained virtually unchanged. This is due to the fact that a number of units improved the level of their delivery. A comparison with the preceding biennium indicates that the number of units showing implementation rates of between 90 and 99 per cent increased from four to six; between 80 and 89 per cent from two to five; the number of units with implementation rates between 70 and 79 per cent dropped from three to two) whereas the number of units with below 70 per cent rates remained unchanged at four. This result, while modest yet significant when seen in the context of the financial crisis, points to an increased awareness on the part of programme managers of the importance of improving the delivery of highest priority items.

34. The delivery of technical co-operation projects (other than the regular programme under budget section 24) has been quantified in United States dollar terms in the report of the Secretary-General on the programme budget performance of the United Nations for the biennium 1986-1987 (WC.5142140 and addenda). In the main table for each section or sub-section of the programme budget under the heading of operational projects, two sets of figures are given: (a) expenditures previously estimated and (b) projected expenditure performance. On the basis of these figures, delivery estimates for section 7 (Department of Technical Co-operation for Development), sections 10 through 14 (Regional commissions), section 15 (United Nations Conference on Trade and Development), section 19 (United Nations Centre for Human Settlements (Habitat)) and section 20 (International drug control), which had initially been estimated to amount to some \$US 374.6 million, had towards the end of the biennium 1986-1987 been projected at some \$US 372.1 million.

35. For details regarding the regular programme of technical co-operation (budget section 24), see the discussion of that section in the addendum to the present report. For sectoral and regional advisory services a total of 2,064 work-months had been allocated in the proposed programme budget for the biennium 1986-1987, 5/ This compares with a total of 1,974 work-months reported as actually made available during the biennium, or only some 4 per cent short of the initial estimate. Conversely, as can be seen from table 24.1 in the addendum, the rate of utilisation of these services amounted to some 63 per cent, which is only two percentage points below that of the preceding biennium. It is then particularly noteworthy that the total number of missions undertaken increased from 1,068 in the biennium 1984-1985 to 1,207 in the biennium 1986-1987, or an increase of 13 per cent.

36. For the support and common services sectors the details given in the addendum are self-explanatory. Services continued to be provided as and when required. However, because of resource constraints emanating from the financial crisis, those services were largely "reformulated"; i.e., reduced in frequency, depth and/or extent of coverage.

37. Concerning the public information sector, one of the principal reasons for the further shortfall in the implementation of the programmed output can be found in the area of radio programmes and, more particularly, shortwave broadcasts. The Department of Public Information indicated a significant number of non-implementation of radio programmes, reported as terminated (column 5 of the standard table), and a substantial increase in the number of reformulations, which refer to changes in the frequency of programmes (for example, the change from daily broadcasts to weekly during sessions of the General Assembly). The addendum to the present report presents further details.

38. Since section 27 (Public information) represents over one half of the total number of outputs reported on, the manner of presentation in the annexes to the programme performance report on the biennium 1984-1985 (A/41/318) has been retained for the present report. Thus, separate subtotals exclusive of section 27 have been provided in annexes I (totals) and III (highest priority designations); the two tables given in annex II (summary of all priority designations) refer to both the subtotals and the grand totals, i.e., without and with section 27, respectively.

V. RECOMMENDATIONS

39. Based on the detailed discussions in paragraphs 17 and 18 above it is recommended that:

(a) The distinction made between the different types of reporting formats, i.e., on the one hand, the standard columnar table with implementation rates reporting on output delivery and, on the other hand, the reporting on the basis of significant performance indicators should be endorsed;

(b) Category (iv) in rule 105.1 (d) of the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation should be revised to read "Not implemented and not intended to be implemented at some later date, including terminated as obsolete, of marginal usefulness or ineffective".

Notes

- 1/ Official Records of the General Assembly, Thirty-seventh Session, Supplement No. 38 (A/37/36), pp. 58-62.
- 2/ Ibid., Forty-first Session, Supplement No. 38 (A/41/38), paras. 58-70.
- 3/ Ibid., para. 60.
- 4/ Ibid., Thirty-seventh Session, Supplement No. 6 (A/37/6 and Corr.1 and Add.1-3).
- 5/ Ibid., Fortieth Session, Supplement No. 6 (A/40/6).
- 6/ Ibid., Supplement No. 6A (A/40/6/Add.1).
- 7/ Ibid., Supplements No. 6 and 6A (A/40/6 and Add.1).

ANNEX I

Summary analysis by section of actual programme performance at the output level in 1986-1987 in relation to the commitments in the programme budget for the biennium 1986-1987 (A/40/6 and Add.1) a/

(Expressed in number of outputs)

section	Programmed (1)	Implemented (2)	Departures from programmed commitments			Additional outputs by		Percentage			
			Reformulated (3)	Postponed (4)	Terminated (5)	Legislation (6)	Secretariat (7)	A (8)	B (9)	C (10)	D (11)
IA.6. World Food Council (including its secretariat)	28	20	2	6				71	78	78	78
2A.B. Department of Political and Security Council Affairs	176	160	9		7	-		90	96	96	96
2A.C. Office of the Special Representative of the Secretary-General for the Law of the sea	95	72	5	3	15			75	81	81	81
2B. Disarmament affairs activities	232	170	45	6	11	8	30	73	92	92	105
3B. Department of Political Affairs, Trusteeship and Decolonization	458	444	5	9		-	2	97	98	98	98
3C. Namibia	247	216	-	22	9	-		87	87	87	87
3D. Centre against Apartheid	503	472	2		29	1		94	94	94	94
5A. Centre for Science and Technology for Development	54	29	7	2	16		4	53	66	66	74
6. Department of International Economic and Social Affairs	757	337	151	151	118	39	13	45	67	66	67
7. Department of Technical Co-operation for Development	95	76	4	9	6			80	84	84	84
9. Transnational corporations	117	71	3	13		4	26	81	85	85	114
11. Economic Commission for Europe	778	577	13	106	82	58	5	74	75	77	78
11. Economic and Social Commission for Asia and the Pacific	1 000	625	64	110	201	43	46	62	68	70	74
12. Economic Commission for Latin America and the Caribbean	484	311	27	53	93	20	50	64	69	71	PC
13. Economic Commission for Africa	886	466	82	143	195	194	45	52	61	68	72

Section	Programmed (1)	Implemented (2)	Departures from programmed commitments			Additional outputs by		Percentage			
			Reformulated (3)	Postponed (4)	Terminated (5)	Legislation (6)	Secretariat (7)	A (8)	B (9)	C (10)	D (11)
14. Economic and Social Commission for Western Asia	128	72	27	13	16	8	5	56	77	78	82
15. United Nations Conference on Trade and Development	535	308	145	97	25	26	2	57	77	78	78
16. International Trade Centre	508	409	9	67	23	11		88	82	a4	84
18. United Nations Environment Programme	367	246	19	17	a3	12	64	67	72	73	90
19. United Nations Centre for Human Settlements (Habitat)	130	60	13	41	16		13	46	56	56	66
20B. Division of Narcotic Drugs	319	282	2	24	11	2		88	89	89	89
20C. International Narcotics Control Board secretariat	100	91		4	5	9	-	91	91	91	91
22. Office of the United Nations Disaster Relief Co-ordinator	204	168	-	-	36		4	82	a2	82	84
23. Human rights	233	124	21	85	3	5	9	53	62	63	66
26. Legal activities	521	363	-	135	23	24	1	60	69	70	71
Subtotal	19 925	11 171	615	1 116	1 073	524	319	69	76	77	82
37. Public information	10 851	5 108	1 310	16	4 419	79	28	47	59	59	s9
Grand total	19 778	11 279	1 925	1 132	s 442	603	344		66	67	69

a/ For a full description of columns (1) to (7) see para. 15 and for columns (8) to (11) see para. 16.

ANNEX II

Summary analysis of actual programme performance at the output level in 1986-1987 in relation to the designation of priorities in the programme budget for the Biennium 1986-1987 (A/40/6 and Add.1) a/

(Expressed in number of outputs)

Priority designation	Programmed (1)	Implemented (2)	Departures from programmed commitments			Additional outputs by		Percentage			
			Reformulated (3)	Postponed (4)	Terminated (5)	Legislation (6)	Secretariat (7)	A (8)	B (9)	C (10)	D (11)
A. <u>All sections shown in annex I</u>											
Highest priority	6 774	3 383	730	142	2 519	58	73	50	60	61	NA b/
No designation	12 138	7 476	1 130	830	2 702	528	265	61	70	71	74
Lowest priority	866	420	65	160	221	17	6	48	56	56	NA b/
Total	19 778	11 279	1 925	1 132	5 442	603	344 b/	57	66	67	69
B. <u>All sections shown in annex I excluding section 27 (Public information)</u>											
Highest priority	1 557	1 225	89	138	105	58	73	78	84	84	NA
No designation	6 770	4 648	464	818	840	449	260	68	75	77	80
Lowest priority	598	298	62	160	78	17	6	49	60	61	NA
Total	8 925	6 171	615	1 116	1 023	524	319 b/	69	76	77	81

a/ For a full description of columns (1) to (7) see para. 14 and for columns (8) to (11) see para. 16.

b/ Figures in column (7), additional outputs by Secretariat, shown for information only.

NA = Not applicable.

ANNEX III

Summary analysis by section of actual programme performance at the output level in 1986-1987 in relation to highest priority designations in the programme budget for the biennium 1986-1987 (A/40/6 and Add.1) a/

(Expressed in number of outputs)

Section	Programmed (1)	Implemented (2)	Departures from programmed commitments			Additional outputs by		Percentage		
			Reformulated (3)	Postponed (4)	Terminated (5)	Legislation (6)	Secretariat (7)	A (8)	B (9)	C (10)
1A.C. World Food Council (including its secretariat)	4	4	-	-	-	-	-	100	100	100
1A.B. Department of Political and Security Council Affairs	81	74	1	-	6	-	-	91	92	92
2A.C. Office of the Special Representative of the Secretary-General for the Law of the Sea	7	5	2					71	100	100
2B. Disarmament Affairs activities	110	78	29	1	2	2	1	70	97	97
5B. Centre for Science and Technology for Development	6	2			4	-		33	33	33
6. Department of International Economic and Social Affairs	71	36	5	15	15	1	3	50	57	58
7. Department of Technical Co-operation for Development	9	9				-		100	100	100
9. Transnational corporations	30	28	-	2		-	3	93	93	93
10. Economic Commission for Europe	76	62	-	11	3	15	2	81	81	84
11. Economic and Social Commission for Asia and the Pacific	366	295	4	30	37	5	29	80	81	81
17. Economic Commission for Latin America and the Caribbean	95	66	7	9	13	3	20	69	76	77
12. Economic Commission for Africa	79	51	9	13	6	12	2	64	75	79
14. Economic and Social Commission for Western Asia	35	22	6	4	3	7	-	62	80	81
15. United Nations Conference on Trade and Development	146	98	20	20	8	11		67	80	82
16. United Nations Environment Programme	69	64		3	2	3	13	92	92	93

Section	Programmed (1)	Implemented (2)	Departures from programmed commitments			Additional outputs by		Percentage		
			Reformulated (3)	Postponed (4)	Terminated (5)	Legislation (6)	Secretariat (7)	A (8)	B (9)	C (10)
19. United Nations Centre for Human Settlements (Habitat)	12	2	6	4				16	66	66
20B. Division of Narcotic Drugs	56	54		2				96	96	96
20C. International Narcotics Control Board secretariat	13	10			3			76	76	76
22. Office of the United Nations Disaster Relief Co-ordinator	59	59						100	100	100
23. Human rights	53	43		10		2		81	81	81
26. Legal activities	180	163		14	3	2		90	90	90
Subtotal	1 557	1 225	89	138	105	58	73	78	84	a4
27. Public information	5 217	2 158	641	4	2 414	-	-	41	53	53
Grand total	6 774	3 383	730	142	2 519	58	73 b/	50	60	61

a/ For a full description of columns (1) to (7) see para. 15 and for columns (8) to (11) see para. 16.

b/ Figures in column (7), additional outputs by Secretariat, shown for information only.