



EIDGENÖSSISCHES POLITISCHES DEPARTEMENT
 DÉPARTEMENT POLITIQUE FÉDÉRAL
 DIPARTIMENTO POLITICO FEDERALE

grüne Kopie
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3003 Bern, 25. Februar 1975

Bitte dieses Zeichen in der Antwort wiederholen
 Prière de rappeler cette référence dans la réponse
 Pregasi rammentare questo riferimento nella risposta

- ✓ Delegierter für technische Zusammenarbeit (3 Ex.)
- ✓ Handelsabteilung (3 Ex.)
- ✓ Landwirtschaftsabteilung, (EVD)
- ✓ Bundesamt für Industrie, Gewerbe und Arbeit
- ✓ Finanzverwaltung, EFZD
- ✓ Eidgenössisches Gesundheitsamt
- ✓ Generaldirektion PTT
- ✓ Eidgenössisches Luftamt
- ✓ Schweizerische meteorologische Zentralanstalt, Zürich
- ✓ Schweizerische Botschaft, Rom *London*
- ✓ Schweizerische Botschaft, Wien *Paris*
- ✓ Schweizerische Botschaft, Nairobi
- ✓ Schweizerische Botschaft, Ottawa
- ✓ Bureau des Schweizerischen Beobachters bei der Organisation der Vereinten Nationen, New York (3Ex.)
- ✓ Ständige Mission der Schweiz bei den internationalen Organisationen in Genf
- ✓ Ständiger Vertreter der Schweiz bei der UNESCO
- ✓ Sektion für kulturelle und UNESCO-Angelegenheiten

Geneva Group - 12th Consultation
 Level Meeting

Der Geneva Group auf Consultation level trat dieses Jahr vom 4. bis 6. Februar in Genf zusammen und befasste sich in üblicher Weise mit den budgetären, finanziellen und administrativen Problemen der Organisationen des UN-Systems. Eine Schweizer Delegation unter der Leitung des Unterzeichneten nahm an den Arbeiten als Beobachter teil.

In der Beilage finden Sie den Bericht, der am Ende der Tagung gutgeheissen wurde und der einen ziemlich vollständigen Ueberblick über die behandelten Probleme gibt (Beilage A). Gleichzeitig senden wir Ihnen den Text von drei Erklärungen und einem Arbeits-
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*1 Exempl. an Schw. Botschaft in London
 6.3.75*

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- papier der Schweizer Delegation (Beilagen B bis E) sowie ein amerikanisches Dokument "Zur Frage der Politisierung der Spezialorganisationen" (Beilage F).
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Zu einzelnen Punkten kann aus schweizerischer Sicht folgendes beigefügt werden:

1. FAO

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- Wie aus der schweizerischen Erklärung (Beilage B) hervorgeht, befasste sich unsere Delegation ganz besonders mit der starken Budgetzunahme, die für 1976/77 zu erwarten ist. Der Geneva Group (FAO) erhielt das Mandat, die gegenwärtigen Arbeiten des FAO-Sekretariates im Hinblick auf die Präsentierung des Budgets nahe zu verfolgen und auf eine möglichst niedrige Budget-Totalsumme zu drängen. Nachdem wir - unterstützt von mehreren anderen Delegationen - ein besonderes Interesse an dieser Frage bekundeten, möchten wir den ständigen Vertreter der Schweiz bei der FAO bitten, seinerseits den dort vom Geneva Group oder einzelnen Mitgliedern zu unternehmenden Schritten ein besonderes Augenmerk zu schenken und uns auf dem laufenden zu halten.

2. UNESCO

Die Frage der Koordinierung unter den westlichen Staaten in der UNESCO wurde von der schweizerischen Delegation aufgeworfen. Die Gruppe war der Ansicht, dass es nicht die Aufgabe des Geneva Group sein könne, für diese Koordinierung zu sorgen, und dass sein Mandat nicht erweitert werden sollte. Damit sprach sich die Gruppe jedoch nicht grundsätzlich gegen eine derartige Koordinierung aus; sie wäre sicher nützlich, sollte aber in einem anderen Rahmen stattfinden. In diesem Sinne werden die Resultate abgewartet, welche die Arbeitsgruppe des Geneva Group in Paris, die von der Schweiz präsiert wird, hervorbringen wird.

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3. Zusammenarbeit der Geneva-Group-Delegationen in New York

Wie dem offiziellen Bericht zu entnehmen ist, scheint immer noch kein besonderes Bedürfnis für die Gründung eines Geneva Group in New York zu bestehen. Dagegen wurde es als nützlich erachtet, die Zusammenarbeit der Delegationen der Geneva-Group-Staaten in New York zu fördern, insbesondere was die Struktur und die Arbeitsmethoden des UN-System betrifft, die an der bevorstehenden 7. Sondersession der Generalversammlung einer Prüfung unterzogen werden sollen. Die Debatte in Genf, die ziemlich ungeordnet verlief und jedenfalls keine konkreten Ergebnisse zeitigte, kann nur als der Beginn eines Gesprächs gewertet werden, das in New York fortgesetzt werden muss. Der Anstoss zur Diskussion ging von der niederländischen Delegation aus, die dem Geneva Group ein entsprechendes Arbeitspapier unterbreitet hatte.

4. Die "Politisierung" der Spezialorganisationen

Die Delegation der Vereinigten Staaten legte unter Punkt IV(a) der Traktandenliste ziemlich kurzfristig ein Arbeitspapier vor (Beilage F), das einige interessante Vorschläge zur Entpolitisierung der Spezialagenturen des UN-Systems enthielt. Trotz diplomatischer Vorbereitung war die Zeit etwas kurz, um der Tagung in Genf eine umfassende Diskussion der amerikanischen Vorschläge zu erlauben.

Uebereinstimmung darüber, dass die Diskussion rein politischer Fragen in den Spezialagenturen verhindert oder doch eingedämmt werden sollte, war rasch erzielt. Ueber die Art und Weise, wie dieses Ziel erreicht werden könnte, gingen die Ansichten jedoch ziemlich stark auseinander und die amerikanischen Vorschläge sties- sen nicht auf die Unterstützung, die sie - wenigstens zum Teil - verdient hätten.

Aus der Diskussion war herauszuhören, dass man einer- seits davor zurückschreckte, den Geneva Group mit politischen Pro-
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blemen zu belasten, die nicht in sein Mandat gehören oder als politischen "pressure group" zu verwenden. Es sollte vielmehr Sache der einzelnen Delegationen sein, von denen mehrere über eine Klientel in der Dritten Welt verfügen, durch individuelle Kontakte mit Entwicklungsländern zu versuchen, einen mässigen Einfluss auszuüben. Auf der anderen Seite hat man den Eindruck, dass eine konzentrierte Aktion auch in einem anderen Kreis, beispielsweise in der WEO-Gruppe, auf zahlreiche Schwierigkeiten stossen werde, weil sich die politischen Problem immer wieder anders stellen und weil die Interessenlage der westlichen Staaten verschieden gelagert sein kann. Ein pragmatisches Vorgehen, mit der Möglichkeit jedem Fall seinen besonderen Stellenwert zu geben, scheint jedenfalls zur Zeit der einzig gangbare Weg zur Erreichung gewisser - wenn auch nur begrenzter - Ziele.

5. Proliferation der Arbeitssprachen

Der Geneva Group ist nach wie vor zurückhaltend in bezug auf die Vermehrung der Arbeitssprachen in den internationalen Organisationen (s. Beilage A, Abschnitt über die ICAO) und befindet sich damit auf der Linie, welche die Schweiz schon immer vertreten hat. Wir weisen auf diesen Punkt besonders hin, weil sich in der letzten Zeit die Bundesrepublik, die DDR und Oesterreich zu einer Art Interessengemeinschaft zusammengefunden haben, die versucht, der deutschen Sprache eine erhöhte Bedeutung zukommen zu lassen. Obwohl es sich hier um eine unserer Landessprachen handelt, hat die Schweiz auch in dieser Beziehung Zurückhaltung geübt, davon ausgehend, dass das Französische allgemein als Amts- und Arbeitssprache eingeführt ist, und dass wir uns mit der Anerkennung einer unserer Landessprachen begnügen können. Zu Konzessionen liessen wir uns höchstens in europäischen Regionalorganisationen bewegen; auch hier jedoch beteiligten wir uns in der Regel nicht an der erwähnten Interessengemeinschaft sondern begnügten uns damit, bei Abstimmungen über diese Frage zuzustimmen. Ueberall, wo es um die Einführung

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neuer Sprachen geht, sollte zudem wenn möglich das Prinzip hochgehalten werden, dass die interessierten Staaten selbst für die Mehrkosten aufzukommen haben. Japan und die Bundesrepublik zeigten im Geneva Group Verständnis für dieses Prinzip.

6. Bezahlung der Reise- und Aufenthaltskosten der Delegationen an Konferenzen der Spezialorganisationen

Die Frage, ob den Delegationschefs an Konferenzen der Spezialorganisationen, eventuell auch der gesamten Delegation, die Reisekosten oder sogar die Aufenthaltskosten zulasten der entsprechenden Organisation vergütet werden sollten, ist insbesondere in der OIT aktuell. Sie könnte unter Umständen auch in anderen Organisationen zur Sprache kommen. Dabei ist zu vermerken, dass die beiden wichtigsten Befürworter der Kostenvergütung, Japan und Australien, inzwischen - wahrscheinlich unter dem Eindruck der damit verbundenen hohen Kosten - ihre Haltung geändert oder zumindest abgeschwächt haben. Dies ermöglichte den Konsensus, der im Abschnitt über die OIT festgehalten ist.

7. Semi-full-budgeting

Das Arbeitspapier und die Erklärung der Schweizer Delegation zu diesem Thema (Beilagen D und E) liegt bei. Den Ausführungen des offiziellen Berichts des Geneva Group unter Punkt VII der Tagesordnung braucht nichts beigelegt zu werden.

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Wir wären Ihnen dankbar, wenn Sie den Problemen, die vom Geneva Group behandelt werden, Ihre ganze Aufmerksamkeit widmen würden. Dies rechtfertigt sich umsomehr, als uns die Lage der Bundesfinanzen auch gegenüber den internationalen Organisationen

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zu erhöhter Wachsamkeit zwingt. Nachdem sich andere westliche Industriestaaten in einer ähnlich schwierigen Lage befinden, sollte es möglich sein, aus der Not eine Tugend zu machen und eine rationellere Verwendung der zur Verfügung stehenden Mittel zu erreichen als dies noch vielerorts der Fall ist. Auch in den internationalen Organisationen wird man sich an den Gedanken gewöhnen müssen, dass die sogenannten fetten Jahre wahrscheinlich für längere Zeit vorbei sind.

Direktion für
internationale Organisationen



René Keller

Beilagen erwähnt

Kopien gehen an:

- ✓ Schweizerische Delegation in Genf
- ✓ Herrn Vizedirektor François Pictet
- ✓ Herrn Arthur Bill, Delegierter für Katastrophenhilfe im Ausland
- ✓ Herrn Etienne Bourgnon
- ✓ Herrn Ernest Andres
- ✓ Herrn Jean Zwahlen
- ✓ Herrn Jacques Rial
- Herrn Franz Muheim
- Fräulein von Grünigen
- Herrn Hanspeter Strauch
- † Bureau W 150

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GENEVA GROUPTWELFTH CONSULTATION ON SPECIALIZED AGENCIESGENEVA, FEBRUARY 4-6, 1975NOTE ON MEETING

1. The Twelfth Meeting of the Geneva Group at the Consultation Level was held in Geneva on 4-6 February 1975. Representatives of the following countries participated as members:

Australia	Italy
Belgium	Japan
Canada	Netherlands
France	United Kingdom
Germany, Federal Republic of	United States.

Representatives of Sweden and Switzerland participated as observers.

AGENDA ITEM I. REVIEW AND ASSESSMENT OF GENEVA GROUP ACTIVITIES

2. The Meeting once again expressed appreciation for the work done by the various local groups, as reflected in their reports. Certain problems - notably those arising for budgets because of inflation and exchange rate fluctuations and those concerning overheads of technical assistance - arose for most or all Agencies, although the discussion fell under one or another report. Local Groups should pay more attention to the evaluation and appraisal of the programmes of the Agencies concerned so as to improve their effectiveness and efficiency. Action taken on the reports was as follows:

a) FAO. The principal concern of the meeting, reflected in interventions by several delegations, was the 82% increase of the tentative budget figures from 1976/7 over the 1974/5 budget level. It was noted, however, that the Director General had stated that these tentative figures did not constitute a serious estimate. One delegation made the point that neither additional funds nor personnel could be justified for the FAO on the basis of WFC decisions. It was then decided that the Geneva Group (FAO) should keep a close watch over the size of the next budget and seek to minimize

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any increase. New areas of FAO activity should be precisely defined with a view to ensuring that any increase was justified. The Rome Group was also asked to examine the financial and administrative implications of regionalization and decentralization proposals.

Subject to the foregoing the Group accepted the report.

b) IAEA. The Group noted the report of the IAEA Geneva Group and its work in the past year.

With respect to the query whether program biennials should begin in odd or even numbered years, the Group felt this was a matter best determined by the requirements of the individual agencies. The Group endorsed the report, expressing special interest in the forecast of local Group activities for the coming year.

c) ICAO. Recent adverse developments which are expected to delay the occupation of the new headquarters building were noted. Discussion also highlighted the proliferation of languages in ICAO: most delegations felt that great caution should be exercised in introducing additional working languages, although there might be some advantages in a limited extension of languages used for documentation provided that user countries paid all of the direct and indirect costs involved.

d) ILO. Many members expressed concern about the ILO budgetary situation. There was agreement that determined efforts must be made to keep the budget for the next biennium at a minimum. One delegation pressed for a savings of \$6.1 million by eliminating any increase in program (but providing for shifts within the overall budget limitations) and by absorbing a further \$4.1 million for the recent salary increase. Other delegations expressed doubts as to the advisability of recommending the elimination of all growth in the programme and of fixing at this time a specific level of economies. It was pointed out that, given the fact that the budget estimate for 1976/7 was based on an exchange rate of SF3.10 to the US Dollar, a supplementary estimate seemed inevitable and there was agreement that the ILO Geneva Group seek economies so that any increase would be as small as possible. One delegation wanted the ILO to give greater attention to the growing population problem.

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The meeting endorsed the recommendations of the local group, adding the following points:

(i) There was a need for flexibility in programming and new programmes should only be accepted when the justification for them appeared unquestionable;

(ii) Particular attention should be paid to the proposal for a World Employment Conference, including its nature, timing, and the financial implications involved and to Secretariat preparations;

(iii) Members should also follow closely proposals for meeting the expenses of delegations, which could imply considerable additional expense at a particularly inopportune moment.

e) UNCTAD. The meeting endorsed the report, with the observation that it was important to pay particular attention to the need to avoid duplication with the work of other Agencies, in particular with that of WIPO in the field of the transfer of technology. It was also suggested that contact should be made with the Secretariat of UNCTAD before the Trade and Development Board considered the 1976/7 budget.

f) UNESCO. Before endorsing the report, members exchanged views on the proposals of the new Director General to establish more organized contacts with groups of member states. Doubts were expressed as to whether it would be within the Geneva Group's terms of reference to provide coordination among Western delegations. The existing practice of making individual contacts was considered valuable and should be continued but it was noted that the local Group would be considering the question further.

g) UNIDO. Discussion indicated general agreement that it would be inadvisable for UNIDO to move towards specialized agency status or to have greater budgetary autonomy, although some delegations saw scope for more administrative autonomy. There was agreement that Geneva Group members should follow institutional developments carefully and should seek consensus on the appropriateness of such developments. The report was endorsed in the light of this discussion.

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h) UPU. The meeting took note of the report.

i) WHO. The problem of overhead costs, not just in WHO but in the UN system, was discussed under this item. Some members argued that a proportion of overhead costs should continue to be met from the regular budget. Others expressed doubts about the flat-rate method used by UNDP for reimbursing overhead costs, particularly since it prevented comparison of delivery costs. Most members, however, were prepared to accept the 14% flat-rate figure on the basis that it was for a three year period. It was agreed that the problem of costing overheads required a great deal more study. The WHO report was then endorsed.

j) WMO. The meeting endorsed the report, subject to the same caveat with regard to the comment in the report about full financing of overheads for technical assistance from extra-budgetary funds as obtained in the case of the WHO report. The Group asked the local Geneva Group to meet before the Seventh Congress of the WMO.

k) UNEP. The Group did not consider that the time was ripe to take a position on the question of establishing a Geneva Group in Nairobi. Differing opinions were expressed about the desirability of continuing to hold UNEP Council meetings annually. One delegation suggested that UNEP's staffing and proposed new HQ building should be looked at carefully in the present financial stringency. The meeting took note with appreciation of the paper prepared by the Canadian High Commission in Nairobi and expressed the hope that the Group would again next year receive a paper on UNEP.

1) GENEVA GROUP (GENERAL).

In-Depth Studies: The meeting agreed that the preparation of briefs for the ECOSOC in-depth reviews of ITU and FAO had proved useful, even though it was hoped that in future greater use would be made of this material by delegations of Geneva Group members. The local Groups concerned were asked to prepare papers for the in-depth review in 1975 of UPU, ICAO and IAEA, perhaps using the FAO study as a model.

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Additional Local Geneva Groups: The view was expressed that the Geneva Group should cover WIPO but that it was premature to take a decision with regard to the World Tourist Organization. As to New York, considerable interest was shown in increasing contact between Geneva Group delegations there; members would encourage the development of co-ordination in New York without formalizing the arrangements.

The Group thanked the Geneva Group (General) for its many useful activities during the past year and asked it to continue to serve as the Standing Committee of the Consultation Level.

AGENDA ITEM II. REPORT OF WORKING PARTY ON INFORMATION SYSTEMS AND COMPUTER USE

The report of the IAEA Geneva Group relating to computer use was considered first under this item. Some points made in this report were questioned and it was agreed that it would be useful to have an expert study of such questions as: a) the justification for the planned intensive increase in IAEA's computer capacity, given present usage; b) arrangements for confidentiality in the IAEA computer operation and their potential use in the ICC; and c) why UNIDO should be linked to IAEA when it would save approximately \$100,000 annually if it used the ICC.

The Working Party was asked to take steps to prompt a review of the considerations affecting IAEA and UNIDO participation in the ICC (which might also be relevant to ITU), preferably by the special task force established by the International Computer Center Management Committee which had made a comparative study of computer arrangements in New York and Geneva.

With respect to the CORE programme, concern was expressed that Agencies are reluctant to participate fully in a project designed to increase efficiency, economy and co-ordination: it was agreed that members should continue actively to support the work of IOB.

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Regarding the question concerning the IOB raised by the IAEA report, i.e. that of the scientific and technological information systems, it was noted that the IOB comprised representatives of the UN agencies and could extend its range of interest as it desired.

The Working Party was asked to explore the possibility of changing the method of funding the ICC to a user charge system.

Expressing appreciation for the Working Party's comprehensive report on these complex and technical matters, the meeting asked the Geneva Group (General), through its Working Party, to continue to follow developments in the coming year.

AGENDA ITEM III: REPORT OF WORKING PARTY ON LONG-TERM PLANNING

Discussion of this item began with a summary presentation by M. M. Bertrand, member of the UN Joint Inspection Unit, of his "Report on Medium-Term Planning in the UN System" (see report of Working Group under Item III for main points). M. Bertrand then answered questions. Among the points which arose were the following:

- a) Asked to comment on the ACC's comments on his report, M. Bertrand told the Group that the ACC had asked for a report on the harmonization of the presentation of programme budgets, in the preparation of which he was helping. He was not surprised that Agencies were unenthusiastic about medium-term plans, which were a method of giving states' members better control: progress must be gradual.
- b) He did not envisage a whole new series of country studies so much as putting together the information already collected by different Agencies and by the IMF. He emphasized that such work should be carried out step by step.

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c) Although recognizing the problem of adapting to rapid change, which was best met by a "rolling plan" under which programmes were reviewed every two years, M. Bertrand preferred plans with "fixed horizons" of 5-6 years, since only these could prevent indefinite postponement of objectives. In subsequent discussion, some scepticism was expressed about the practicability of long-term plans of fixed duration.

d) He considered that all the various UN activities were susceptible to some rationalization, even though their differing nature made some more difficult than others. However, M. Bertrand considered that most problems dealt with by the Agencies - with the notable exception of health problems - were not soluble at the global level because there was insufficient agreement on aims: for this reason he had emphasized the regional approach, where it was easier to get a political consensus.

As to the report of the Working Group, reservations were expressed about the first and second recommendations on the grounds that they were premature. The meeting, however, endorsed the recommendation that the Working Group continue its work and report further. It was agreed that it would be useful if at least an interim report could be made before the XXXth Session of the General Assembly, in consultation as appropriate with local Geneva Groups.

AGENDA ITEM IV(a): REPORT OF WORKING PARTY ON RELATIONS BETWEEN UN AND SPECIALIZED AGENCIES

Most delegations expressed confidence in the basic structure of the Specialized Agencies and considered that the need was not for new agreements but rather for fuller implementation of current agreements. They noted that this was supported by the unanimous views of the various Geneva-based Specialized Agencies. One of the points made in the discussion was that coordination should begin at home and that it was most important for governments to assure consistent policies and practices in their participation in the several Specialized Agencies.

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The meeting expressed its thanks to the Working Party for a document which Geneva Group members would commend to their delegates in the ECOSOC Policy and Programme Coordination Committee meeting to be held in New York this month. The report was also commended to the attention of representatives of Geneva Group members on the ECOSOC informal Working Group on coordination.

After the US delegation had, under this item of the Agenda, introduced its paper on the increasing politicization of the Specialized Agencies, all members spoke to the subject.

Gratitude was expressed for the interesting ideas put forward in the paper. All recognized the serious nature of the problem. There was general agreement that the greatest need was for more consultation with developing countries, both bilaterally and otherwise, in order to avoid confrontation which might lessen the effectiveness of the Specialized Agencies.

The discussion then concentrated on the manner in which the concern, which was shared by all delegations, could best be given expression by follow-up action. While some delegations saw no objection to using the Geneva Group as a forum in which to discuss this general problem in the future, others held that the Group should remain within the terms of its traditional administrative and budgetary framework. One delegation suggested that Geneva Group countries set up an ad hoc committee, open in the first instance to Geneva Group members, to discuss broad political questions and their implications for the Specialized Agencies. Another stressed the lack of consultation between the whole range of WEOG delegations in Geneva over political aspects of the work of the Specialized Agencies and suggested that an appropriate group should be set up, although not necessarily in the context of the Geneva Group. A further delegation noted that New York was the appropriate place for discussion of political issues.

The Group agreed that all possible action should be taken to minimize the threat to the functioning of the Agencies posed by the trend towards politicization. The question of further action would not, however, be pursued within the

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Geneva Group. It was felt that the best way to deal with this matter would be for individual interested governments to follow it up as appropriate in Geneva and elsewhere.

AGENDA ITEM IV(b): ROLE OF ECOSOC IN POLICY AND PROGRAMME CO-ORDINATION

After the Australian delegation had introduced its paper, discussion showed general support for the proposal that the co-ordinating role of ECOSOC needed some strengthening, notably in relation to the Specialized Agencies, though a number of delegations expressed reservations about how radical any re-examination should be. Some delegations warned against giving too much weight to the New International Economic Order in the context of consideration of the role of ECOSOC and recommended also that care be taken to protect the work of GATT and the OECD. Another delegation was opposed to taking action before the results of the 7th Special Session were known.

The meeting expressed appreciation for the Australian paper which was noted on the understanding that this did not signify complete accord with all the points made in it.

AGENDA ITEM IV(c): STRUCTURE AND METHODS OF WORK OF THE UN SYSTEM IN THE LIGHT OF THE FORTHCOMING 7TH SPECIAL SESSION OF THE UN GENERAL ASSEMBLY

This paper prepared by the Netherlands delegation highlighted the need to improve the efficiency and effectiveness of the UN intergovernmental and expert machinery for the formulation, review, approval and evaluation of programmes and budgets including the medium-term plan. While there was broad support for a strong role for the ACC, views differed as to whether the establishment of programme priorities might better be accomplished by the existing CPC or by an expert ACPCM. While one delegation compared CPC to an old car, beyond repair, another considered it impractical to attempt to establish new machinery when what existed might be improved. The CPC, which does not function well, might be made more effective if its membership reflected greater expertise (a responsibility of government appointed authorities); if it met more often for long periods, and if better Secretariat service were provided. One suggestion was that Geneva Group members might undertake a trial exercise

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among themselves to test the ACPCM concept. The meeting agreed that the ACABQ, which does function well, should not be jeopardized.

The Group noted the Netherlands paper with appreciation. Members would transmit it to their representatives in New York for study and ask them to report back, particularly in the light of the recommendations of the forthcoming meeting of the CPC, on the feasibility of the ideas contained in it and of the suggested trial exercise.

AGENDA ITEM V: INSTITUTIONAL ARRANGEMENTS RECOMMENDED BY
WORLD FOOD CONFERENCE

This paper was prepared by the Netherlands delegation in the expectation that developments following the World Food Conference would have warranted consideration by the Consultation meeting. Since this was not the case, it was suggested that the paper be considered by the Rome Geneva Group at a later date. The hope was expressed that, if the creation of new bodies in the agricultural field entailed rearrangement of FAO programme and staff priorities, duplication of activity would be avoided.

AGENDA ITEM VI: DATE OF NEXT MEETING

It was agreed that, as in the past, the Geneva Group (General) be asked to propose a date for the Geneva Group's Thirteenth Consultation in the autumn after consultation with member states.

AGENDA ITEM VII: ANY OTHER BUSINESS

Semi-full Budgeting

Under this item the Swiss Delegation put forward a paper drawing attention to the fact that the ACC had recently endorsed the principle of full budgeting, whereas the Geneva Group's position had long been that semi-full budgeting should be practised. The Swiss Delegation suggested that members of the Group let Heads of Agencies know of their astonishment that the ACC should have taken up this position when the Executive Bodies of the Agencies concerned had not pronounced on the point.

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There was general support for this position and it was resolved that members should do their utmost to maintain the principle of semi-full budgeting. It was agreed that member governments would instruct their representatives in local Geneva Groups to concert action as soon as possible to make their views known at the appropriate level in the Specialized Agencies. It was suggested that the most effective procedure would often be for local Co-Chairmen to call on Directors-General. Delegations took the opportunity of this discussion to express their intention to arrange for similar representations to be made in a coordinated way to the Secretary General of the UN in respect of the UN budget.

ICSC

It was suggested that the local Geneva Groups take the early opportunity of urging on the Agencies the desirability of ratifying the statute of the International Civil Service Commission and of cooperating with the Commission in its work.

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Beilage BF A ODéclaration de la délégation suisse

Monsieur le Président,

Le document de travail du Groupe de Genève (FAO) mentionne dans le 3ème chapitre, alinéa 6 (page 3 du document) le budget que le Directeur général de la FAO est en train de préparer pour 1976-1977. Une première estimation, qui devait tenir compte des décisions de la Conférence alimentaire mondiale, avait déjà été faite en novembre de l'année dernière à l'intention du Conseil de la FAO, qui se réunissait immédiatement après la Conférence. Dans un document élaboré en hâte par le Secrétariat, il était question d'un budget total de 191 millions de dollars, ce qui équivalait à une augmentation de 86 millions par rapport à la période précédente. Comme ces chiffres étaient provisoires et établis sans que le Secrétariat ait eu la possibilité de les examiner en détail avec les Services concernés de la FAO, on pouvait s'attendre à des chiffres mieux élaborés et, si possible, plus modestes pour plus tard.

Or, les nouvelles que nous venons de recevoir par notre Observateur au Groupe de Genève de la FAO, sont peu rassurantes. Aucun budget global élaboré n'a pu être établi par le Directeur général jusqu'à présent; il a toutefois soumis à la réunion conjointe du Comité du Programme et du Comité des finances les budgets que les Divisions avaient formulés et dont le total était de 250 millions de dollars. A ce montant venaient s'ajouter 20 millions proposés par les bureaux régionaux, soit au total 270 millions.

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Beilage B

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Il s'agit, là encore, de chiffres provisoires. Néanmoins, il nous semble extrêmement inquiétant de voir monter les chiffres provisoires de 191 à 271 millions de dollars, alors que le budget de la période 1974-1975 était encore de 105 millions. C'est là, à notre connaissance, une augmentation sans précédent dans le système des Nations Unies. Par conséquent, nous pensons que le Groupe de Genève (FAO) devrait recevoir un mandat précis de suivre de très près l'élaboration en cours du budget et d'user de toute son influence pour arriver à ce que le montant qui sera demandé à la prochaine Assemblée générale reste dans des limites raisonnables. Dans la mesure où l'augmentation du budget est due aux décisions de la Conférence alimentaire mondiale, le Groupe de Genève pourrait peut-être examiner en détail ces décisions et essayer lui-même de déterminer si les objectifs des résolutions prises ne pourraient pas être atteints, du moins en partie, avec les moyens dont l'Organisation dispose déjà. Si elle devait être renforcée dans certains domaines de son activité, il s'agirait de veiller à ce que cela se fasse sans engager des frais supplémentaires par trop importants.

Beilage CU N E S C ODéclaration de la délégation suisse

Monsieur le Président,

Me référant au chapitre III du papier de travail concernant l'UNESCO, j'aurais une question à soulever au sujet du problème évoqué à la fin du paragraphe 14.

Le nouveau Directeur général, M. M'Bow, a fait dresser une liste des groupes et groupements régionaux et autres existant à l'UNESCO. Sur cette liste se trouve apparemment aussi le Groupe de Genève. Le Directeur général a l'intention d'entamer ou d'intensifier le dialogue avec ces groupes, intention dont nous ne pouvons, je pense, que nous féliciter.

Pratiquement, cela signifiera toutefois qu'il aura des contacts surtout avec les Présidents des groupes ou avec des représentants disposant d'un mandat à cet effet. En outre, et c'est là le point qui me paraît important, ces contacts concerneraient des questions autres que celles entrant à proprement parler dans le domaine de préoccupation du Groupe de Genève. Il s'agirait, en fait, de contacts touchant l'ensemble des grands problèmes de l'UNESCO.

Or, d'une part, le Groupe de Genève ne connaissait guère cette procédure jusqu'à présent. Si des contacts ont été établis avec les secrétariats, c'était toujours le Groupe ou des membres individuels qui en ont pris l'initiative, et non, si mes souvenirs sont justes, les secrétariats. D'autre part, ces contacts se limitaient aux problèmes budgétaires, administratifs, de coordination, etc.

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Beilage C

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Je ne pense pas que nous devions à priori nous opposer à un certain élargissement, limité, du champ de ces contacts. Si, toutefois, le Groupe de Genève UNESCO devait en quelque sorte être appelé à se substituer à un organe de coordination entre, disons, pays membres de l'OCDE, qui fait défaut, on peut se demander s'il a mandat pour ce faire. C'est, en somme, tout le problème de la coordination entre pays occidentaux à l'UNESCO qui est posé par là et sur lequel il me semblerait utile que nous échangions des vues. Je me sens d'autant plus incité à soulever le problème qu'il se trouve que c'est le Représentant permanent de la Suisse auprès de l'UNESCO qui a été appelé par le Groupe de Genève de Paris à présider un comité restreint du Groupe chargé d'examiner les voies et moyens d'améliorer la coordination entre les pays en question à l'UNESCO.

Un membre du Groupe de Genève UNESCO (un des co-présidents?) se trouve d'ailleurs entre nous. Il m'a dit qu'il était prêt à répondre aux questions que les délégations pourraient encore lui poser.

grüne Kopie

Beilage DLa budgétisation intégrale ou semi-intégraledans le système des Nations UniesDéclaration de la délégation suisse

Monsieur le Président,

Sous le point VII de l'ordre du jour, la délégation suisse a soumis au Groupe de Genève un papier de travail concernant la budgétisation intégrale ou semi-intégrale dans le système des Nations Unies. Les quelques remarques que je me propose de faire ont pour but d'introduire ce papier.

Peu de temps après que les Gouvernements membres du Groupe de Genève eurent accepté l'ordre du jour de la 12ème réunion du Groupe au niveau dit de consultation, nous avons reçu un exposé du Secrétaire général des Nations Unies, en sa qualité de Président du CAC, sur les effets de l'instabilité monétaire sur les budgets des organisations du système des Nations Unies. Les considérations du Président du CAC à ce sujet eussent été assez importantes pour faire l'objet d'un point de l'ordre du jour. Le délai pour la présentation d'un point supplémentaire étant toutefois dépassé, nous nous sommes bornés à résumer une des questions soulevées par le Président du CAC, qui nous paraît présenter un intérêt particulier.

Comme l'indique le document, le CAC se prononce très clairement en faveur de la budgétisation intégrale, méthode qui devrait servir, à son avis, à pallier dans une large mesure aux effets de l'inflation. En outre, on peut déduire du texte que nous avons reproduit que même les fluctuations de change pourraient, dans une certaine limite, être compensées par cette méthode de budgétisation.

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Beilage D

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Le Groupe de Genève s'est déjà prononcé, en 1972, en faveur de la budgétisation semi-intégrale et il a confirmé cette prise de position lors de sa 11ème réunion l'année dernière. Le nouvel exposé du Président du CAC montre bien que le sujet n'a pas perdu de son actualité. Le CAC semble ainsi endosser les vues des responsables des finances et des budgets des organisations, qui estiment qu'il est de leur devoir d'établir des budgets aussi réalistes que possible. L'expérience montre que, pratiquement, ceci a eu pour conséquence l'introduction - souvent inavouée - de la budgétisation intégrale pour presque tous les budgets du système des Nations Unies.

Ceci dit, est-ce que les efforts du Groupe de Genève ont été vains ? Est-il indiqué de battre en retraite ? Il n'est peut-être, de l'avis de la délégation suisse, pas inutile de faire le point et de dire, ne serait-ce qu'officieusement, aux fonctionnaires responsables que nous avons remarqué, à regret, que la budgétisation intégrale semble avoir été introduite sans que les organes directeurs des organisations aient approuvé, dans beaucoup de cas, cette méthode. La délégation suisse pense qu'il serait opportun de signaler ainsi l'étonnement du Groupe de Genève devant une évolution qui échappe probablement, dans une large mesure, à l'influence directe de nos délégations aux conférences des organisations du système des Nations Unies.

CONFIDENTIEL

A discuter sous Point VII
de l'ordre du jour - Divers

GROUPE DE GENEVE

12ème réunion au niveau dit de
consultation

(Genève, 4 au 6 février 1975)

Point VII de l'ordre du jourLa budgétisation intégrale ou semi-intégrale dans le système des Nations Unies

(Papier présenté par la Délégation suisse)

1) Le Secrétaire général des Nations Unies, en sa qualité de Président du CAC, a soumis à la 29ème session de l'Assemblée générale un exposé (Doc. A/C.5/1622) sur les effets de l'instabilité monétaire sur les budgets des organisations du système des Nations Unies. Cet exposé résume les conclusions du groupe de travail sur l'instabilité monétaire, qui recommande que toute mesure prise pour pallier aux effets de l'instabilité monétaire et des pressions inflationnistes devrait être appliquée de manière sélective et souple par les diverses organisations, compte tenu de leur situation particulière. Le groupe a terminé son travail et son mandat n'a pas été renouvelé.

2) Le CAC poursuit son rapport à l'Assemblée générale en ajoutant:

" 12. Les budgets de toutes les organisations devraient être établis sur une base aussi réaliste que possible, en recourant à la pratique de la budgétisation intégrale, que le CAC a définie comme étant:

"La conception de la budgétisation selon laquelle les demandes de crédit sont calculées en tenant compte de toutes les augmentations ou diminutions des prix et des salaires qui peuvent être prévues, ou projetées sur la base des tendances constatées, pour toute la période sur laquelle porte le budget."

Le CAC estime que si les organisations appliquaient ce principe aussi intégralement que possible, elles pourraient établir des budgets réalistes qui permettraient d'anticiper, dans une large mesure, les effets de l'inflation.

13. Les dépenses supplémentaires imputables à l'inflation et à instabilité monétaire qui ne pourraient être couvertes en recourant à la pratique de la budgétisation intégrale devraient être financées:

- a) En absorbant ces dépenses, c'est-à-dire en effectuant toutes les économies et réductions de dépenses possibles;
- b) En réaménageant les priorités, dans la mesure où cela pourrait se faire sans porter gravement préjudice aux programmes approuvés par les organes directeurs, en particulier les programmes d'assistance aux pays en voie de développement;
- c) En dernier recours, en présentant des demandes de crédits additionnels ou en prélevant sur les réserves spéciales les crédits pour imprévus, etc."

3) Le Groupe de Genève s'était déjà prononcé, en 1972, en faveur de la budgétisation semi-intégrale (semi-full-budgeting). Etant donné la nouvelle prise de position du CAC, il voudra peut-être confirmer son point de vue lors de sa 12ème réunion au niveau dit de consultation.

IN CONFIDENCE

Beilage F

PREVENTING POLITICIZATION OF SPECIALIZED AGENCIES

We have been increasingly concerned with the growing injection of contentious issues throughout the UN system. In our overall assessment of the UN's value, we have attached particular importance to the capability of the Specialized Agencies to perform essential technical functions which are of value to the entire world community and which reflect the concept of interdependence. It is therefore particularly alarming to us when the type of political struggle we have normally associated with the UNGA spreads to the Specialized Agencies and absorbs an inordinate amount of time at general conferences and executive board meetings, detracting from the ability of participants to focus on essential work. Should these trends continue, consequences for us, and perhaps others, might not be merely greater degree of annoyance or frustration but could include some steps of disassociation. Action of the U.S. Congress in legislating against U.S. contributions to UNESCO, pending rectification of abuses, must be borne in mind. In suggesting that Geneva Group participants intensify study and cooperation regarding this problem, we are not proposing that the Group become the tactical nucleus for combatting LDCs on individual political issues; rather we are seeking to identify effective means to further the Group's shared basic interest in ameliorating current trends and working to preserve the Specialized Agencies as bodies which can concentrate on their essential substantive tasks as free as possible from distraction and extraneous political confrontation. We expect that this general problem will increasingly be discussed in the Specialized Agencies themselves and we believe the Geneva Group Countries should consider when and in what ways it would be best to pursue the problem at Specialized Agencies.

At this stage of our studies we have identified four general areas on which it might be advantageous to concentrate efforts.

A. Promoting Interest in Substantive Work:

We think a very general relationship may exist between the extent to which an agency does work of clear value to all participants, with active involvement of most members, and reluctance of membership to jeopardize that work by pursuing extraneous political contention (IAEA could be example). This suggests that it may be in our interest to find ways of stimulating the involvement of LDC officials in basic substance of the various agencies. This could be done in the capitals of LDC countries by seeking out leading technical officials interested in the work of the agencies and attempting to involve them more actively in planning and discussion for the major meetings. We recognize that this, of course, will not serve to eliminate the problems which are often created at the agencies not by technical officials but by political representatives. However, greater involvement by senior technical officials could to some extent increase the forces of responsibility and moderation. As a backdrop to these efforts, it could be useful to review systematically what are our main priorities within each of the agencies. This would assist not only in focusing discussions with LDC officials but also in our efforts to steer agency secretariats toward a most productive work.

B. Strengthening of our Relationships with the Secretariats of Specialized Agencies:

There is, of course, a wide variety of competence and friendliness as between the different secretariats and, in particular, as between the various secretaries general. We have found that where we have a good continuing relationship with a secretary general, as well as advance consultations before major meetings, this often adds greatly to the chances of handling difficult issues in a non-contentious manner and even of avoiding them all together. For example, advance consultations with secretariats regarding agendas can have an important impact on when and how a difficult item is handled.

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We wonder whether all members of Geneva Group might not find it advantageous to review the extent to which its Permanent Representatives at different Specialized Agencies have endeavored to maintain close contacts with secretariats in order to ascertain where additional efforts might be warranted. In view of the importance which we believe consultations with a secretariat can have, we would be in favour of as many members of the Geneva Group as wish to do so encouraging their representatives from secretariat officials.

C. Review of Charters of the Specialized Agencies and Their Procedures and Practices:

We are beginning our own studies on whether the operating rules and procedures of the various agencies might be improved. For example, could there be better rules regarding introduction of resolutions so that important new issues cannot be sprung on the delegations with little notice? Would it be desirable and possible to try to arrange that credential, observer or representation issues be placed toward the end of agendas of major meetings so that their consideration would not preempt too much of the time which should be devoted to substantive issues? We would welcome exchanges of ideas with the Geneva Group countries on this subject.

D. Broader Consultations Among Members of Geneva Group;

We highly value meetings of the Geneva Group that have taken place both in Geneva and in other capitals within local groups. We wonder, however, whether there could not be an increase in our overall effectiveness and ability to protect the technical missions of Specialized Agencies if we were to intensify the advance consultations among us prior to the major meetings of the Specialized Agencies. Such consultations could take place not only in the setting of the local groups, but also at various of our capitals according to the interests and desires of our governments. The subject matter of our consultations could cover both substantive issues

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and procedural problems. We might thereby ensure that all of us had all the available advance information with which to plan and concert our tactics in meeting challenges.

Deferral of Some Issues to UNGA:

Finally, we have been asking ourselves the extent to which we may be able to avoid the political confrontation in the Specialized Agencies by seeking an agreement that they should not anticipate political decisions for which the UNGA is expected to take the lead. We have, of course, often used this argument successfully to persuade the Specialized Agencies to defer consideration of contentious representation issues. We are uncertain at this stage whether there are other areas in which this approach may be helpful. At the same time, we realize that many LDCs wish increasingly to subordinate the Specialized Agencies to the overall direction of UNGA; we wish to resist this. (This trend is, in itself, a major subject of concern which is related to the question of politicization of Specialized Agencies and which will wish to explore with Geneva Group). The above considerations should not, of course, prevent our using the argument, whenever it seems advantageous, that the Specialized Agencies should not get bogged down in contentious political issues like representation before the UNGA has considered them. An alternative possibility we might consider could be whether it is possible and in our interests to seek to shift contentious political issues to ECOSOC which may play a coordinating role regarding the Specialized Agencies. We would welcome discussion of these issues also at the forthcoming Geneva Group session.