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The rationale for the Special Programme (and the Special Envelope which is used to fund it) is to open a channel for UN Agencies or their Member States to explore areas or functions that relate directly to the Agency's mandate or field of expertise but which, for any given reason, have so far been overlooked. The Special Programme would enable Agencies to undertake innovative, even risky ventures and projects of limited duration and to test their validity. If successful, these activities could become, at a later date, part of the regular programme. By providing a test bed for these new activities, the programme would act as an incentive for evolutionary change and for a more systematic review and elimination of obsolete or ineffective programmes. It would potentially help Agencies to remain current and relevant. The Special Programme would also serve to resolve situations that might otherwise lead to policy withholdings.

The Facilities for inflation and currency fluctuations, which are reviewed below, would also make it much easier for Agencies to react appropriately and in good time to outside adversity. In the case of windfalls, the facilities would impose a greater discipline against the possibility of add-ons or any other unscheduled and un-budgeted for activity.

...AND STRUCTURES THAT REDUCE AVOIDABLE RISKS OR COMPENSATE FOR UNAVOIDABLE RISKS.

All Agencies must face risk, some of which is avoidable, and some of which is not. In the first category would be situations like programme implementation delays and cost-overruns. In the second, inflation, currency fluctuations and perhaps other external dangers.

The proposals make three assumptions about the risks that Agencies have to face:

- that the Directors General and Executive Boards of Agencies bear the responsibility to protect the Agencies, their programmes, and the Member States by taking all appropriate measures in their command, to reduce or entirely eliminate avoidable risks;
- that Agencies should be provided with adequate facilities to meet all known, or expected, unavoidable risks;