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MEDIUM-TERM PLAN FOR THE PERIOD 1976-1979

Note by the secretariat

This document, which the secretariat has pleasure in submitting to representatives to the sixteenth session of the Commission for their information, relates to agenda item 9.



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Medium-term plan for the period 1976-1979

Note by the Secretary-General

The Secretary-General has the honour to transmit to the Economic and Social Council a preliminary version of the medium-term plan for the period 1976-1979.* When the plan has been completed by certain budgetary data that are not yet available and revised to take into account the views expressed during its preliminary consideration, it will be issued in final form as Supplement No. 6A to the Official Records of the General Assembly, Thirtieth Session.

* Since the attachment has been reproduced in a limited number of copies, members are requested to bring their copies with them to the meetings.

UNITED NATIONS MEDIUM-TERM PLAN, 1976-1979

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1. FOREWORD

1. This plan represents the second experiment in medium-term programming undertaken by the United Nations. Whereas the preceding plan covered the period 1974-1977, the present plan concerns the activities of the Organization during the period 1976-1979, in conformity with the rolling plan principle adopted by the Organization, according to which a new plan is prepared every two years for the following four years.

2. In view of the numerous criticisms of the first document, the present document approaches the problem of the medium-term programming of the Organization's activities in an appreciably different way, and the Secretary-General hopes that it will be considered an improvement, albeit modest, upon the preceding document. He is also aware, however, that much progress remains to be made. It is only through actual experience that it will be possible gradually to improve the formula and to make it fully satisfactory.

3. A brief description of the world-wide problems which the Organization is facing or will have to face in the next five years and of the efforts it will make to solve them will be found in chapter 3 of this document. In this foreword the Secretary-General will deal exclusively with the concept and methods of medium-term planning.

THE CONCEPT OF THE MEDIUM-TERM PLAN IN INTERNATIONAL ORGANIZATIONS

4. The medium-term planning of the programmes of international organizations is still in an experimental phase, and concepts in this field are diverse and subject to frequent revisions, as is shown by the recent report on this subject by the Joint Inspection Unit. 1/

5. Several agencies of the United Nations system have medium-term plans, and some of them have had such plans longer than the United Nations itself. However, the formulas differ widely from one agency to another, and have varied over the years within the same agency. The period covered is generally six years. Whereas most of the agencies present to their legislative bodies at the same time a plan covering three budgetary periods and a budget covering the first of those periods, the Governing Body and the Conference of the ILO examine the medium-term plan during the year when, since the biennial budget adopted the preceding year is in the process of being implemented, there is no budgetary discussion. The plans of some agencies are very detailed, in some cases as detailed as the budget itself. In other cases the plan has consisted almost solely of a very general description of long-term objectives and spheres of activity, with no indication of means and time-limits for implementation. There have also been cases in which the legislative bodies, after one or two experiments with very detailed programming, have observed that the plan should be something other than a budget covering a four- or six-year period, and have expressed a preference for a more global and open conception of planning.

6. The aforementioned report of the Joint Inspection Unit, submitted this year for consideration by the Economic and Social Council and the General Assembly, proposes a very ambitious conception of planning within the United Nations system. It has been the subject of detailed exchanges of views within each secretariat and among the programming units of the various agencies of the system, which led to a useful confrontation of the various concepts involved. The result of these confrontations is summarized in the report prepared within the framework of ACC.

7. The points on which views differed most widely would seem to call for statements of position by legislative bodies with a view to orienting the work of the planning units. Essentially, there are three basic questions: (1) the type of commitment represented by the adoption of a plan; (2) the optimal degree of decentralization for the preparation, adoption and execution of the plan; (3) the criteria of choice for determining priorities.

The type of commitment represented by a medium-term plan

8. It would probably be useful to recall here the generally accepted meaning of the term "medium-term plan" before considering the extent to which this concept needs to be adapted in order to be applicable to an international organization. According to current usage, a medium-term plan is a synthesis document in which a

1/ JIU/REP/74/1.

country, an organization or an enterprise defines its intentions in the form of a set of objectives, if possible quantified and programmed within a time-frame, and specifies the action to be taken to attain them and the means to be used for that purpose. Within that perspective, it is understood that steps will be taken - sometimes during but in any case by the end of the implementation period - to verify that the envisaged measures have in fact been taken and that the objectives have been attained. A "report on the implementation of the plan" is usually presented, in which results are analysed, the causes of failure sought and the relevant lessons learned, with a view to continuing action and, if necessary, the modification of the objectives.

9. In the case of governmental plans encompassing all the activities of a State, it is generally acknowledged that a measure of flexibility is necessary and that intentions and actions announced several years in advance can and often must be reviewed, modified or abandoned en route. This concern is met by the rolling plan technique, in which the plan is periodically completely reformulated and extended. However, in order that the very concept of a plan may be preserved, the changes made in the actions and, with all the more reason, in the objectives fixed beforehand should always be explicit and the reasons for them explained.

10. Whatever the nature of the organization concerned, but especially in the case of an international organization, the question therefore arises to what extent the organization considers itself committed to the objectives it has set for itself in a medium-term programme of action. This does not, of course, involve the ideals and long-term goals set out in charters or constituent instruments, which are usually formulated in terms sufficiently general to retain their full value for a very long time, but medium-term objectives, which must be defined more precisely and whose attainment should be easier to verify: for example, innovations or improvements in the policies or regulations of member States, or the conclusion and application of an international agreement in a clearly defined field.

11. It may become apparent that such objectives cannot be attained within the time-limit set for the implementation of the plan. In those circumstances, it would unquestionably be desirable for the prestige of an international organization and the credibility of its programmes to take explicit decisions concerning the formal renunciation or postponement of those objectives. If activities are to be pursued with conviction by policy-making bodies and the secretariats which service them, it is essential that all concerned believe that objectives, once formulated, remain valid.

12. Similarly, the fact that almost every new meeting or conference sets new objectives, usually without indicating which of the current objectives have become obsolete and should be abandoned, leads to an unlimited multiplication of objectives. The correlative reduction in the means available for the attainment of each objective is in itself a source of discouragement for both the international community, on the one hand, and the policy-making bodies of the organizations and, a fortiori, their secretariats, on the other. The problem of the concentration of activities, which is often mentioned but is becoming more and more pressing, cannot remain unsolved much longer. It is obviously the responsibility of the legislative bodies. They alone have the power to annul a mandate given to the organization.

13. In concrete terms, the determination of means should lead to the evaluation of the global amount and the allocation of the necessary resources among the various programmes. This, however, cannot constitute a commitment of the same nature as that contained in a budget. The medium-term plan does not contain an authorization to make disbursements or a mandate to collect contributions from member States.
14. In an international organization, the plan may therefore be defined as follows:
- It is an indication of the intentions of the legislative organ as regards the total scope of future activities (over-all growth) and the distribution of those activities among the different programmes (priorities and growth by sector).
 - It orients the work of the secretariat, assisting both the substantive units as regards their programmes and time-tables of work and in defining the "product" to be provided, and the administrative and financial departments in the recruitment and training of personnel and the preparation of the next programme budgets.

Degree of decentralization of the plan

15. The question of decentralization of the plan is a particularly crucial one for international organizations because these represent, as it were, on a global scale, nations with extremely diverse social and economic systems, mores, philosophies and convictions. This problem, which the aforementioned report of the Joint Inspection Unit presents forcefully and clearly and resolves in favour of centralization, requires, in the daily functioning of an organization, decisions that must inevitably be taken even though reference to an explicit philosophy may not always be possible. The specific questions arising in this connexion in medium-term planning are:

(a) The type of relationship between the technical co-operation activities and the substantive activities of secretariats: if co-operation programmes are expected to shape headquarters activities predominantly or almost exclusively, the present system of programming field activities, which gives an over-all programme that is a mosaic of juxtaposed national programmes with no clear conceptual framework, should be re-examined to see whether technical co-operation programmes may be more effectively situated within the framework of the major political and economic syntheses, such as the Development Decades or the Programme of Action on the Establishment of a New International Economic Order. Without a framework of this kind, individual co-operation activities tend to become extremely diversified and may either accentuate further the already excessive diversification of headquarters activities or exert very little influence on those activities and ultimately lead to two levels of programming which function independently.

(b) Relations between the programming systems within the United Nations family: although the tasks allotted to the various agencies of the system are performed in different fields, areas of common interest and dangers of duplication or divergent action do exist. Those dangers have perhaps been overstated at times;

nevertheless, they must not be permitted to arise. The Committee for Programme and Co-ordination of the Economic and Social Council has endeavoured to ensure that they do not. Its action has been hampered by two factors: (i) the political and financial independence of the specialized agencies and the fact that the General Assembly cannot change a decision concerning the content and financing of a programme when it has been taken by the legislative body of an agency; (ii) the a posteriori character of the co-ordination task which CPC is called upon to perform. Apart from CPC, there is the Administrative Committee on Co-ordination, which has progressively expanded its role and no longer confines itself to administrative matters. Interagency working groups have been set up in some sectors; they have promoted a greater awareness in each agency of the activities and intentions of the other agencies in areas of common interest. With some exceptions, they have not so far embarked upon the joint planning of activities in the real sense, which should comprise, first of all, the common definition of all the activities to be carried out so as to cover as comprehensively as possible the fields of action in view; and, secondly, the distribution of those activities among the parties concerned. More recently, ACC has been holding periodic meetings of the officials responsible for planning the programmes of the agencies in the system. The programme of work of these officials includes an experimental joint programming exercise in a sector of interest to several agencies - rural development. If the experiment succeeds, it may be extended to other sectors, and the meeting of planners may be used to ensure permanently concerted action, thus facilitating the Economic and Social Council's task of co-ordination.

(c) The decision-making procedure at the intergovernmental level: inasmuch as most specialized agencies have regional structures, the issue of optimal decentralization of decision-making arises throughout the system; it takes on special importance, however, in the case of the United Nations, where geographical decentralization is combined with sectoral decentralization. While it is true that the General Assembly is the ultimate decision-making body, it is no less true that in many cases its decisions are greatly influenced by those already adopted by various bodies which, in effect, make up their minds independently. There are a multitude of intergovernmental organs whose policy-making authority is in theory subordinate to that of the General Assembly but which regularly take initiatives within their sphere of competence. 2/ It is not unusual for these initiatives to have programming and budgetary implications; yet, there are few instances in which the General Assembly has subsequently withheld its approval.

16. The political structure of the United Nations system unquestionably complicates the preparation of medium-term plans and, even more so, their implementation. Desirable as it is to decentralize the process of preparing the plan and leave to peripheral bodies the responsibility of taking decisions in their respective fields, it is equally desirable to arrange the procedures of the plan in such a way that the orientations determined for the planning period are not, save in exceptional circumstances, constantly called into question again by the initiatives taken at various levels. This assertion is even more valid when it comes to the implementation of programme budgets during the biennium of execution. In other words, the present structure of the intergovernmental decision-making machinery for

2/ See document A/9816, 31 October 1974, twenty-ninth session, agenda item 74.

programming tends largely to limit the impact of planning and to discourage substantive departments from involving themselves deeply in the planning process.

Selection of criteria for determining priorities within the plan

17. While international organizations are expected to perform a monumental task, the resources placed at their disposal by the international community are necessarily limited. Choices have to be made in the almost infinite list of what it seems necessary or desirable to accomplish. Whether explicitly formulated or not, these choices cannot be avoided. Where the choices are not formulated, the method for the implicit determination of priorities consists in assembling the decisions in each specific instance and regarding the over-all structure of programmes thereby obtained as representing the sum of the "priorities" which the main or subsidiary policy-making bodies have intuitively assigned to each sphere of activity. When it decided to have medium-term plans, the United Nations opted for an explicit method of determining choices and, if possible, a more rational one. With this object in view, it would be desirable to define a number of criteria to govern the fixing of priorities.

18. There is more than one misunderstanding on this subject, however, and some preliminary explanation seems to be indicated. The absolute importance of a programme or a sphere of activity cannot be measured either by the share of resources it receives or by the rate of growth of those resources. A problem of paramount importance may be dealt with at small cost because it is taken up in a very abstract way or at a high level of responsibility. On the other hand, there are programmes whose purpose is to perform on a continuing basis an admittedly useful international public-service function which does not, however, raise any problems of vital importance to the international community; programmes of this kind generally produce voluminous documentation and require substantial funding. A crucial problem whose solution is not in sight may be put "in reserve"; the file is kept up to date at reduced cost until the problem is "ripe", when it is again assigned more substantial resources by the international community.

19. The concept of the selection of criteria, and possible ways of applying them, will be discussed below in chapter 4 of the plan. However, some questions of principle may be dealt with now. The first is the question of policy-making criteria: what are the problems concerning which the keenest interest has been expressed by the greatest number of member States? Over what reference period should this be checked? Will the problems retain their current interest for the next four years? When a new topic emerges on the international scene and suddenly eclipses the previous ones, what should be done about the latter? How can account be taken of minority views which are opposed to the study of particular problems or to the proposals made for solving them? If a programme fails to give rise to heated debate, does that mean that it has unanimous support or that the interest it arouses is insufficient to engender controversy? A situation in which priorities set regionally are irreconcilable with those set internationally is not inconceivable. In such a case, to renounce in advance any attempts at conciliation is tantamount to giving precedence to the regional bodies and accepting the principle that international priorities are simply the resultant of a decentralized programme in which the priorities are set at the level of each unit, whether regional or central. Is that acceptable?

20. The second category is that of technical criteria, which can be classified under three headings:

(a) Are the international organizations of the United Nations system in a position to do something in the area under consideration? Are they able to accomplish more than other institutions, whether international, multinational, national or private? If others are already engaged in this sector, should they compete with them and, if so, with what specific ends in view? Can the oft-mentioned complementarity or co-ordination of activities be arranged and put into effect so as to avoid duplication and ensure that the area as a whole is comprehensively covered? How can the effectiveness of co-ordination procedures be verified?

(b) Priorities are not irrevocable. The rolling-plan system provides for reviewing them every two years. However, even during the intermediate period a decision to embark upon a new programme or to launch new activities is often reached. Three solutions are possible in theory at the resource level: additional resources may be approved, resources may be released by eliminating other activities, or it may be decided to "accommodate" the new activities within existing resource limits. The last course, although the easiest to take, is the most prejudicial in terms of programme effectiveness. It leads to a fragmentation of activities and a squandering of resources because of the survival of programmes which, for lack of adequate funds, do not attain the threshold of effectiveness.

(c) Should the concept of programme cost-effectiveness provide a criterion for the selection of priorities? While it is certainly possible to measure costs, can the effectiveness of a programme be measured and at what price, bearing in mind that the essential purpose of United Nations programmes is to induce the international community, at the level of States, social groups or individuals, to modify laws, regulations, decisions, customs or behaviour patterns? As regards the objective measurement of programme performance, it should be feasible in a theoretical study to define indicators of programme impact. But how can numerical data in support of those indicators be provided without the co-operation of member States? How much work would be involved in bringing indicators for each of the programmes up to date?

21. In conclusion, a system for the objective measurement of programme effectiveness or impact may be possible in the long term, but it seems to be beyond reach in the immediate future. That being so, it would seem unavoidable, when setting priorities, to take account at this time of subjective judgements given on programme performance.

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DIFFICULTIES AND PROBLEMS OF MEDIUM-TERM PLANNING IN THE UNITED NATIONS

22. When preparing the first medium-term plan and later the second, the Secretary-General encountered a number of problems. He had no choice, for the time being at least, but to opt for solutions. Some of these solutions are makeshift; others need to be confirmed or invalidated by the General Assembly.

23. It should be recalled that the instructions received from the General Assembly and the Economic and Social Council prescribe:

- That the plan should be presented by programme;
- That the objectives of the various programmes should be stated and quantified;
- That a time-table for the attainment of objectives should be given;
- That possible alternatives to the proposed means of action should be sought;
- That the effectiveness of the programmes should be evaluated.

24. These instructions reflect in large part the recommendations of the Committee of 14. The idea was to apply the techniques of the planning-programming-budgeting system (PPBS) to the United Nations. This system was in its infancy when it was recommended by the Committee of 14, and its advocates believed that it lent itself to virtually universal application and that it would revolutionize procedures and enhance effectiveness to a considerable degree, not only in financial administration but also in government departments in general.

25. Some of the difficulties which the Secretary-General encountered when introducing the system doubtless stem from the problems inherent in transposing to an international organization a system which was devised for national government departments, and principally for departments whose activities are technically oriented. Other difficulties are probably similar in nature to those encountered by national administrations when they sought to apply the system generally, without making distinctions; in some instances, the difficulties encountered have led to PPBS being abandoned, at least for the time being, or to its being applied only in part.

26. Be that as it may, the problems that have arisen concern the following points, each of which will be dealt with in turn:

(a) Quantifying the objectives of the Organization as objectives that are of a joint nature but are distinct from the objectives of Governments themselves;

(b) Distinguishing, to the extent possible, between the means of action of the Organization and the services provided by the Secretariat;

(c) Justifying the requests for resources;

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- (d) Considering alternative means of action;
- (e) Evaluating programme impact;
- (f) Listing the spheres of activity to be programmed;
- (g) Determining the degree of detail of the plan;
- (h) Distributing the indirect costs by programme;
- (i) Estimating the cost of the plan;
- (j) Drawing up a time-table for preparing and considering the plan.

(a) Defining and quantifying objectives

27. In the first part of this foreword, decision-making procedures and the competing claims of objectives were examined. This part deals with the actual content of the objectives. In other words, something needs to be said about the nature of United Nations objectives. It would be tempting to compare these with the objectives of a national administration; the resemblance, however, is purely superficial.

28. In a State, the legislative policy-making authorities take decisions which must be respected by everyone; the executive branch is empowered to verify whether the decisions are applied, to enforce them if they are not, and to impose penalties where appropriate. These three elements are without any counterpart in the United Nations: the decisions or recommendations of the Organization are to be applied only if Member States agree to apply them; direct checks to ensure their application are feasible only with the consent of Member States; lastly, the Organization has no power of coercion, and any penalties it may decide on are imposed by Member States individually and not by the Organization.

29. Because of these basic differences, the objectives of the Organization, even though they may be described in similar terms to the objectives of national Governments (e.g. enhancing the effectiveness of land reform policies), cannot be of the same nature. In other words, there is a close relationship between the notions of objectives and means. An objective which a Government and the United Nations define in the same terms does not have the same scope in both cases because the instruments utilized for its attainment cannot be the same. An objective cannot be defined without some account being taken of the instruments which will be used to attain it.

30. At a level sufficiently abstract to encompass all the areas in which the Organization is active, it may be said that the long-term objectives of the United Nations are concerned with the improvement, at the global level, of political, economic or social situations which are deemed unsatisfactory.

31. The Organization's medium-term goals in most instances are:

- To promote such changes as are considered desirable in the policies, laws or practices of States and in the opinions, attitudes and conduct of individuals or groups;
- To conclude international agreements on matters affecting several States or the international community as a whole, and to monitor their implementation;
- To encourage the adoption of policies designed to prevent, if possible, natural or political disasters or to diminish their impact and designed to bring direct relief to the victims of such disasters.

(b) Means of action of the Organization and services provided by the Secretariat

32. The means of action available to the Organization for the attainment of the above-mentioned objectives, apart from the provision of limited material assistance, essentially are confined to persuasion, advice, moral pressure, information and training. In practice, however, these means assume the form of different technical procedures. One of the preferred procedures is the organization of conferences and meetings. In addition, the Organization:

- Collects and disseminates information;
- Conducts studies and research and publishes the findings thereof;
- Examines policies, institutions, structures and developments in a wide range of sectors;
- Reaches an opinion on what it has examined and makes this opinion public;
- Informs public opinion about desirable changes of a political, economic and social nature;
- Gives advice or provides technical assistance, either to individual States at their request or to the international community as a whole, by preparing and publishing manuals, technical guides, and model laws and agreements;
- Trains engineers, technicians, civil servants, research workers and training personnel.

These different technical procedures constitute the Organization's "products and services" (outputs).

33. In submitting the second medium-term plan, the Secretary-General believes that he should state his views regarding how it may be possible to meet the requests of the General Assembly with respect to the defining and quantifying of objectives and the time-limits for their attainment. He considers that an attempt should be made to draw as sharp a distinction as possible, in the plan, between what is the

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responsibility of Member States or the international community, on the one hand, and what depends upon the Secretary-General, on the other.

34. The attainment of "quantified objectives" within the specified time-limits is a responsibility that falls exclusively upon Governments where such objectives, as is most often the case, are contingent upon national policies and activities and only the Government concerned is able to measure the success or failure of the activity. This applies in the case of such activities as those directed at full employment, rural development and the utilization of natural resources or, in another field, the attainment of independence by a colonial Territory. Similarly, where objectives concern inter-State relations and the agreements that States may conclude, their attainment depends upon the international community and Member States. The Secretary-General cannot therefore commit the Secretariat in regard to the time required by participants in a conference to reach agreement or to the date by which the provisions of a convention or a decision will be ratified and/or actually implemented.

35. On the other hand, the Secretary-General considers that he and the Secretariat are committed with regard to the services he offers to provide and the products he offers to make available to Member States. The organization and the servicing of meetings should be as efficient as possible, and the reports, studies, manuals and yearbooks circulated or issued by the Secretariat should be of the highest quality and should be ready by the appointed date. In the draft medium-term plan, therefore, different treatment is given to the objectives of the Organization (and its means of action), on the one hand, and to the services provided by the Secretariat, on the other. Only the services are actually programmed and quantified in the plan. The objectives and means of the Organization are described and explained; although without them there would be no need for the activities of the Secretariat, their quantification and the time-table for their implementation have to await a decision by the policy-making bodies.

36. It is also not the purpose of the plan to establish or guarantee the matching of the means of action chosen by the General Assembly with the objectives the Assembly has in view, since no assurance can be given that the exhortations or opinions of the Organization in the form of resolutions or plans of action will be followed or respected by the Governments concerned. The Secretary-General might, in theory, propose to the Organization that it should employ means of action other than those it has decided to use hitherto. He believes, however, that a medium-term plan is not an appropriate place to discuss a question of this scope, and he has kept the plan within the framework of the limited range of means of action whose utilization is authorized by the Charter or subsequent legislation.

(c) Justifying the requests for resources

37. On the other hand, the plan - and, to an even greater degree, the programme budget - should seek to establish that the resources requested (inputs) are in fact necessary in order to produce programmed services of the requisite quality. This is not easy to accomplish in respect of all the products and services of the

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Organization. An accurate estimate of the material means required to organize and service a conference can be made if its duration and venue and the number of participants are known. That may also be true when it is a matter of preparing and printing a yearbook or of training technicians or staff members. In the case of many other products or services of the Secretariat, however, the definition of standard cost is beset by serious difficulties.

38. A study or a report cannot be measured in terms of units. The degree of its persuasion or impact will depend upon the quantity and quality of the work put into its production. It is virtually impossible to establish that a given number of professional man months is required to produce a study on a given subject for a given purpose. It would seem appropriate here to allow the officials responsible for the programmes some discretion and to judge by the results.

(d) Alternative means of action

39. With regard to the definition of alternative means of achieving the objectives of the plan, it appears that the problem facing the Organization is less one of a choice between various types of possible means than of a greater concentration of effort on certain kinds of activity. The question of alternatives is more clearly defined in terms of options for national programmes in the technical sectors (construction of a sewage or urban transport network) or in the social sectors (terms and conditions of aid in the fields of health, education and unemployment). On the other hand, as regards most United Nations programmes as currently conceived there are few cases in which a real choice exists between two or more types of activity. In the field of training, for example, the actual a priori choice is between three possible types of action: award of fellowships, on-the-spot training of candidates and the establishment of a specialized educational institution. For the most part, however, when a new programme is launched, the simultaneous use of the various means of action at the disposal of the Organization is suggested and accepted by the body approving the programme. In such cases, the question of alternatives would lead rather to calling into question the excessive dispersal of means of action and attempting to discover whether it would not be more efficient to concentrate activities and resources on the use of one or two means of action deemed most appropriate and most effective. The real choice is the following: to do either a little of many things or a great deal of one thing. This again is a problem of concentration, even though it is not spheres of activity but means of action that are involved. The choices to be made should be based on the foreseeable effectiveness of the various means likely to be used, assuming, of course, that the capacity for assessing their value is available.

(e) Programme evaluation

40. From the discussion of the points that have just been dealt with, it is clear that the "evaluation" of programme efficiency is the key problem in the medium-term planning of the United Nations. It is not a new problem. Evaluation exercises

have been undertaken in the past, either in a highly generalized or abstract manner (e.g., the appraisal of the Development Decade) or at the level of specific projects. These exercises have not given complete satisfaction to the extent that they have not made it possible either to measure with any reasonable accuracy the impact of the projects considered or to advance the technique of evaluation.

41. Except for a few cases in which it is possible to give some indication of the results obtained in the past (e.g., the conclusion of international agreements), the present medium-term plan does not provide for programme evaluation. During the period of preparation of the third plan, a pilot study will be undertaken in the Secretariat, for which the co-operation of Governments which agree to participate will be of primary importance. A number of programming officials will be requested to design and, if possible, test a method of evaluating the impact of their own programmes. The results of this study will be taken into account in the third medium-term plan.

(f) Spheres of activity to be programmed

42. The first medium-term plan covered only the economic and social activities of the United Nations. There were good reasons for that: political and peace-keeping activities, activities designed to respond to emergency situations, and expenditure for the holding of conferences or meetings convened at a few months' or even a few hours' notice are, by their very nature, incapable of being programmed, except for the constant upkeep of the administrative and technical infrastructure on which the substantive servicing of special conferences or ad hoc field activities are based.

43. However, it is also desirable that the plan, while avoiding financial categories based on administrative units, should cover the whole range of programmes dealt with in the budget. Moreover, after 25 years of experience of the functioning of political organs and of peace-keeping operations, it is possible, without seeking to forecast events, to programme an "average level of activity" in these areas. Lastly, it is necessary to distribute the indirect costs of so-called support activities over the whole range of operations, since those which are the most difficult to programme also place heavy demand on conference services and general administrative services. For all these reasons, it appeared preferable to include in the second plan the whole range of activities covered in the programme budget.

44. Nor can it be considered that all activities within the purview of the Economic and Social Council are equally susceptible to programming five years in advance. As regards economic and social problems as a whole, the general long-term objectives are sometimes easier to define because they are in no way binding on either those who define them or those who adopt them. In the case of certain programmes, however, specific objectives - the achievement or non-achievement of which can be verified in a clear-cut manner - can be identified and programmed for only a relatively short intermediate stage (12 to 18 months), and the objectives for the following stages are entirely dependent on the nature and scope of the decisions to be taken by the parties concerned at the end of the

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first stage. In such cases, the programming exercise resembles a game of chess in which, after a certain early stage is reached, the range of options is so great that it is impossible to reduce uncertainty to the extent necessary to establish a definite plan of action. That is particularly true in the case of programmes calling for a series of diplomatic negotiations, such as certain programmes in the field of international trade.

45. There are also social and economic problems in connexion with which the particular situation, positions of principle and policies of Member States differ considerably and in some cases are totally opposed to each other. In such cases, the parallel description of contrary objectives cannot be considered satisfactory. The only possible goal is then to help those countries which desire such help to carry out their own policies, in whatever direction they are aimed, by providing the necessary information or technical assistance.

46. Lastly, the plan cannot and must not be divorced from present-day reality. No plan starts with a "clean slate", and that is so for several reasons. In the first place, nothing could justify the interruption of ongoing activities whose usefulness is unanimously acknowledged and the legislative authority for which is regularly renewed. In the second place, programmes of specific duration have been launched by subsidiary political organs in the recent past. The Secretary-General would have no grounds for proposing their termination, and the General Assembly would probably not wish to take a decision to that effect. To a large extent, therefore, the plan incorporates decisions already taken, which need only to be confirmed or occasionally modified.

(g) Degree of detail of the plan

47. An important question from the standpoint of the nature of the discussions in the organs which will take a decision on the plan, and also from the standpoint of the use that will be made of the planning mechanism in the Secretariat, is that of the degree of detail of the plan. The budget differentiates three elements, section, programme and programme components, with the additional complication that the size of the sections and programmes varies rather considerably. UNCTAD and UNIDO have budgets of similar size, but one breaks down its activities into 12 programmes while the other has only three. Expressed in real terms (e.g., number of man/months), a small programme may be no larger than a large programme component.

48. The description of the activities of the Organization, the output of the Secretariat and the time-table of work is obviously much more precise and specific at the project level than at any other level. However, the total number of projects is so great that it would be impossible to consider each of them thoroughly or to make a real choice of priorities. A plan is not a detailed programme of work; it must rise to a certain level of generalization. In the final analysis, the solution adopted is in part a compromise: programming officials were requested to submit their plans in some detail, whereas the presentation of programmes in the plan itself is done as concisely as possible. The entire content of the proposed programmes has, however, been the subject of a detailed

analysis by the programming services at the departmental and central administrative level; this analysis has been used for the preparation of the budget as well as of the plan. The Secretary-General is aware of the effort and the amount of work that the preparation of this plan has entailed for the various Secretariat units. He is convinced that the exercise has been instructive and that its benefits can be expected to be felt in the future. The plan presents summaries of 25 "programmes".

(h) Distribution of indirect costs

49. The distribution of indirect costs by programme is a problem similar to that of the allocation of overheads in the detailed operating accounts of an industrial or commercial enterprise. However, the transposition of this technique to the budgetary activities and procedures of the United Nations presents some difficulties. In certain cases, these difficulties are insurmountable.

50. First, a dividing line should be drawn between what will be distributed and the programmes to which the distributed costs will be allocated. The definition of a programme may be the subject of dispute, since a programme is not necessarily the same as an activity in a given political, economic or social sector (peace-keeping, transport, disaster relief). Traditional budgetary practice in the United Nations - and it is always useful to consult precedents before innovating - draws a distinction at several levels (central, departmental, etc.) between four "programme categories" which we would prefer to call functional categories, namely "policy-making organs", "executive direction", "substantive programmes" and "support services". In the case of support services, which comprise administration, management, general or common services and conference services, there is no room for doubt: their costs should be distributed among the substantive programmes.

51. The policy-making organ or organs and executive direction at the programme level could easily and, indeed, should be regarded as an element of programme costs. However, as one goes higher up in the hierarchy of the Organization, the use of cost distribution techniques becomes an increasingly complicated matter, and at the same time the justification for such distribution becomes less evident: in theory, it would not be impossible and it could be considered logical to distribute the costs of the regional economic commissions and of the direction and management functions of the Executive Secretaries and their Offices among the substantive programmes that they direct and administer. But is there any justification for doing so in the case of the executive direction of the Department of Economic and Social Affairs, and should such a distribution cover the regional economic commission and semi-autonomous programmes such as UNCTAD, UNIDO, and UNEP, which are not really administered but only "co-ordinated"? Is it conceivable to attempt to distribute the cost of meetings of the Economic and Social Council, the General Assembly and the central executive direction? What criteria would be used? How can one determine the share of their activities that falls within the scope of the direction or co-ordination of the entire United Nations system, as opposed to the Organization itself?

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52. The solution adopted for the moment is the following. The functions of the policy-making organs and the executive direction units, including those of the regional economic commissions, are identified separately and their cost is not distributed by programme. That is not a solution of convenience: the question has been studied, and the conclusion reached for the time being is that the theoretical and practical difficulties of an attempt at the exact distribution of these costs would make it an expensive operation whose cost would outweigh its real advantages. The knowledge of what share of their operations the general policy-making organs have assigned to the various programmes over a given budgetary period does not make it possible to predict what resources will be needed in the future, for the operating costs of the policy-making organs depend on political decisions and have very little to do with the development of programmes. On the other hand, the legislative bodies and executive direction units are having their share of support service costs allocated to them as separately identified elements constituting "cost units".

53. In the case of the 25 "programmes" in the plan, the distribution of the costs of the policy-making organs and their respective executive direction units is both feasible and significant. For example, the cost of the meetings of the Trade and Development Board is allocated to the International Trade "programme". The costs distributed according to statistical and accounting techniques are therefore, in the main, those of the Department of Administration and Management, the Department of Conference Services and the Library. On the other hand, the Office of Public Information is a separately identified programme which is dealt with in the same manner as the others. The role of the Office in the Organization goes far beyond the simple concept of services rendered to programmes, and it was felt necessary to bring out separately its costs, objectives and output.

54. The costs of conferences, meetings and publications have for some years been analysed and distributed among the programmes to which they apply on the basis of operational statistics prepared by the Department of Conference Services. A methodology exists - one which has been gradually improved by experience - for calculating the real costs of individual programmes with satisfactory accuracy. It has been used for the present plan and for the 1976-1977 budget. Further improvements are possible; however, only limited gains in accuracy can be expected.

55. That is not the case for administrative and management costs. The distribution systems currently available were elaborated and tested for the first time in 1973 on the occasion of the study of the management costs of technical assistance projects. The study of the system of cost distribution will be continued on two fronts: (i) with regard to expenditure on substantive operations, the distribution criteria will be gradually improved; (ii) with regard to general administration (personnel, financial services, general services, etc.), the trend will no doubt be towards a generalized use of the system of time reporting, with perhaps a simplification of the somewhat overcomplicated methods used in the study of project management costs. The generalized use of time reporting should also make it possible to prepare an individualized system of measurement of the total cost price of "Secretariat output" (number of meetings, size of publications).

(i) Cost of the plan

56. The description of the programmes envisaged for the period covered by the plan must not be limited to definitions: the resources required to implement the proposed means of action should be quantified. Two units of measurement are available for calculating the cost of future programmes: money and man/hours. The choice of the dollar as the unit for measuring programme volume does not mean that an attempt has been made to estimate the cost of the Organization's budget at 1978-1979 prices. It is risky at the present time to try to make rational four- or five-year projections regarding the future levels of prices in the countries in which the Organization effects its expenditure, and even more risky as regards the exchange rates of the various currencies with which the Organization works.

57. The probable dollar expenditure for 1974-1975 is therefore used as a point of reference for the volume of activity, expressed as a base of 100, in relation to which trends in volume and changes in the structure of the programmes themselves are calculated on a percentage basis. The figures indicated in the plan for 1976-1979 are merely indicative of trends and orders of magnitude, nothing more. Under those circumstances and for the same reasons, no attempt has been made to predict the growth of costs by type of expenditure (wages and salaries, supplies, rents, equipment, etc.), for the experience of recent years shows that when the rate of inflation is high the price ratios of the different products and services (including labour) purchased by the Organization fluctuate drastically, thus invalidating any forecast of the structure of costs by category of goods. If anti-inflationary policies prove effective in the long run and the world monetary system regains a certain degree of stability, it will become possible to present programmes with a more detailed breakdown of costs. However, it would be idle to attempt to do so in the present circumstances.

(j) Time-table for the preparation and consideration of the plan

58. It has already been pointed out at the beginning of this foreword that the International Labour Organisation considers and draws up its medium-term plans one year in advance of its budgets. As against a relatively minor drawback, this practice presents several advantages of some interest. The drawback is the extension by one year of the perspective within which programming officials must prepare their medium-term plan. The present perspective is five years: the 1976-1979 plan was prepared in 1974; it would be extended to six years if the 1978-1981 plan was prepared in 1975 and considered by the various competent organs in 1976.

59. In this context, it is interesting to note that the ILO manages programmes which relate to a different sector but whose nature and resources are no different from those of the United Nations. For the programming officials of the ILO, however, the perspective for a six-year plan is eight years. Their experience indicates that the problems posed by planning in a perspective of this order are

not insurmountable. It appears that what is involved is a question of familiarization rather than any technical difficulty.

60. On the other hand, the advantages to be expected from a possible change in this regard are considerable.

The current time-table for the plan and the budget of the United Nations is such that:

(i) The plan covers two biennia;

(ii) The first biennium coincides with the budget period;

(iii) Each budgetary cycle is matched by a corresponding planning cycle;

(iv) The plan and the budget are prepared, considered and adopted simultaneously.

61. A staggered time-table would make it possible to eliminate the confusion between the two exercises which inevitably arises whenever they are carried out simultaneously. For the Secretariat, as for the various competent organs, the plan is a relatively new undertaking entailing analytical work and, in many cases, a change in activities, methods and concepts. The man/hours represented by the preparation of a plan, including the development of programming and evaluation techniques appropriate to the activities of the United Nations, and the man/hours that must be devoted to the preparation of the budget necessarily reduce the time available to the substantive departments for technical tasks related to the programme. It is not very rational and certainly detrimental to the plan and the budget to concentrate them in the same year. The alternation of the plan and the budget would enable the Secretariat and the legislative bodies to devote more time to them and thus improve the quality of each.

62. Finally, the discussion and adoption of the plan one year before the budget would permit the bodies responsible for deciding on the plan to discharge fully one of their functions, namely that of directing the preparatory work for the budget, particularly in the setting of priorities.

63. Because of the importance attached to programme and plan co-ordination within the United Nations system, which has been stressed on many occasions by the General Assembly, the Administrative Committee on Co-ordination is seeking to harmonize the medium-term plans of the various agencies. As part of the harmonization effort, ACC has agreed that the next plan should begin in 1978 for the whole system. Harmonization of the form and terminology of the plans will be undertaken early in 1975 under the auspices of ACC at a meeting of the officials in charge of preparatory work for the plans in the various agencies.

64. There are still two fundamental problems that must be overcome if possible: (i) agreement must be reached on whether to use a fixed or a rolling plan, UNESCO being the only major agency with a fixed plan; and (ii) agreement must be reached

If the principle of alternation is adopted, the time-tables for the programme budget and medium-term plan will take the form indicated in the following table:

	1975	1976	1977	1978	1979	1980	1981
Programme budget 1978-1979	-	-	Preparation and approval	Execution		-	-
Programme budget 1980-1981	-	-	-	-	Preparation and approval	Execution	
Medium-term plan 1978-1981	Preparation	Approval	Guides the preparatory work for the 1978-1979 budget	E X E C U T I O N			
Medium-term plan 1980-1983	-	-	Preparation	Approval	Guides the preparatory work for the 1980-1981 budget	Execution ...	

on the length of the plan period, the United Nations being the only organization with a four-year plan while all other agencies with medium-term plans have adopted a six-year period. It is probable that in the course of ACC's work UNESCO will be asked to adopt the rolling plan approach and the United Nations will be asked to lengthen its plan period to six years.

CONCLUSION: Results to be expected from the current medium-term planning exercise

65. The weaknesses and shortcomings of the current exercise and the reasons for them have been discussed at length in the preceding pages. There is no need to go over them again. They make it clear that less benefit may be expected from the second plan than is likely to accrue from future exercises of that type.

66. Policy-making bodies and the Secretariat can, however, count on deriving the following advantages from the plan:

(i) The medium-term goals already described or fixed by numerous previous decisions or resolutions will have been brought together in a single basic document;

(ii) It will be possible to review, and even to question the value of ongoing programmes and to take decisions on the objectives, content and resources of new programmes;

(iii) The plan will serve as a tool for distributing scarce resources by establishing priorities and, where necessary, reallocating resources already distributed by closing down those projects which are judged to be the least effective;

(iv) The plan will indicate broad orders of magnitude for the 1978-1979 budget, as regards both the budget as a whole and the main programmes;

(v) The plan will stimulate discussion and perhaps decisions or suggestions for research on such outstanding issues as:

- The concentration of United Nations activities;
- Strengthening of the link between Headquarters activities and operational activities;
- Reforms in technical co-operation methodology and the need for research and experimentation in this regard.

(vi) The plan will make it possible to take stock of the situation with regard to programme co-ordination as between United Nations units and as between the agencies of the United Nations system and to decide on corrective procedures where appropriate.

67. Finally, the Secretary-General expects the discussion of the plan by policy-making bodies to suggest to the Secretariat the directions in which improvements should be sought in the present programme-planning system, which, it must be repeated, is still in the experimental stage.

PART I. PERSPECTIVE ANALYSES

2. THE PAST: GROWTH AND CHANGING PRIORITIES

The United Nations budget: regular and extrabudgetary funds

1. The activities of the United Nations are financed out of two categories of funds: ^{1/} (i) the regular budget approved by the General Assembly and assessed on Member States, and (ii) extrabudgetary resources, which consist of voluntary contributions for a variety of different purposes, and which are administered in a variety of ways. None of these extrabudgetary resources are subject to legislative approval within the United Nations budget. However, some of them are managed by the United Nations Office of Financial Services and included in the accounts of the United Nations as submitted in the Financial Report. The Trust Fund for development planning and projections is of this type. But for at least five funds separate accounts and reports are submitted to the General Assembly. These are: funds administered by the UNHCR, funds of UNDP (United Nations executed field projects and related United Nations overheads), UNFPA, UNEPF, and UNICEF. These finance activities that complement or extend those undertaken under the regular budget and are technically backstopped or supervised by United Nations substantive units.

2. In the economic, social and related fields extrabudgetary resources now account for more than half of the total expenditure. The breakdown of expenditure by source of funds was as follows for 1973:

United Nations regular budget:	44 per cent
UNDP project expenditures:	35 per cent
Other sources (including UNDP overheads):	21 per cent
	<hr/>
Total	100 per cent

Trends in over-all growth

3. Before examining programme expenditure, we must first examine the growth of

^{1/} The sources of data used in this chapter are United Nations budget documents, accounts, and financial reports. The information annexes of the budget, especially tables A and B and their schedules, were particularly useful. However, due to the introduction of programme-budgeting and the consequent changes in the format of the budget, the data contained in tables A and B in the budgets for 1966 to 1973 are presented in a slightly different fashion in the budget document for the biennium 1974-1975. Adjustments have been made in order to make this data compatible. Some of the data for 1974 and 1975 will have to be revised in the light of the final accounts which will be issued after the end of the biennium.

CHART I

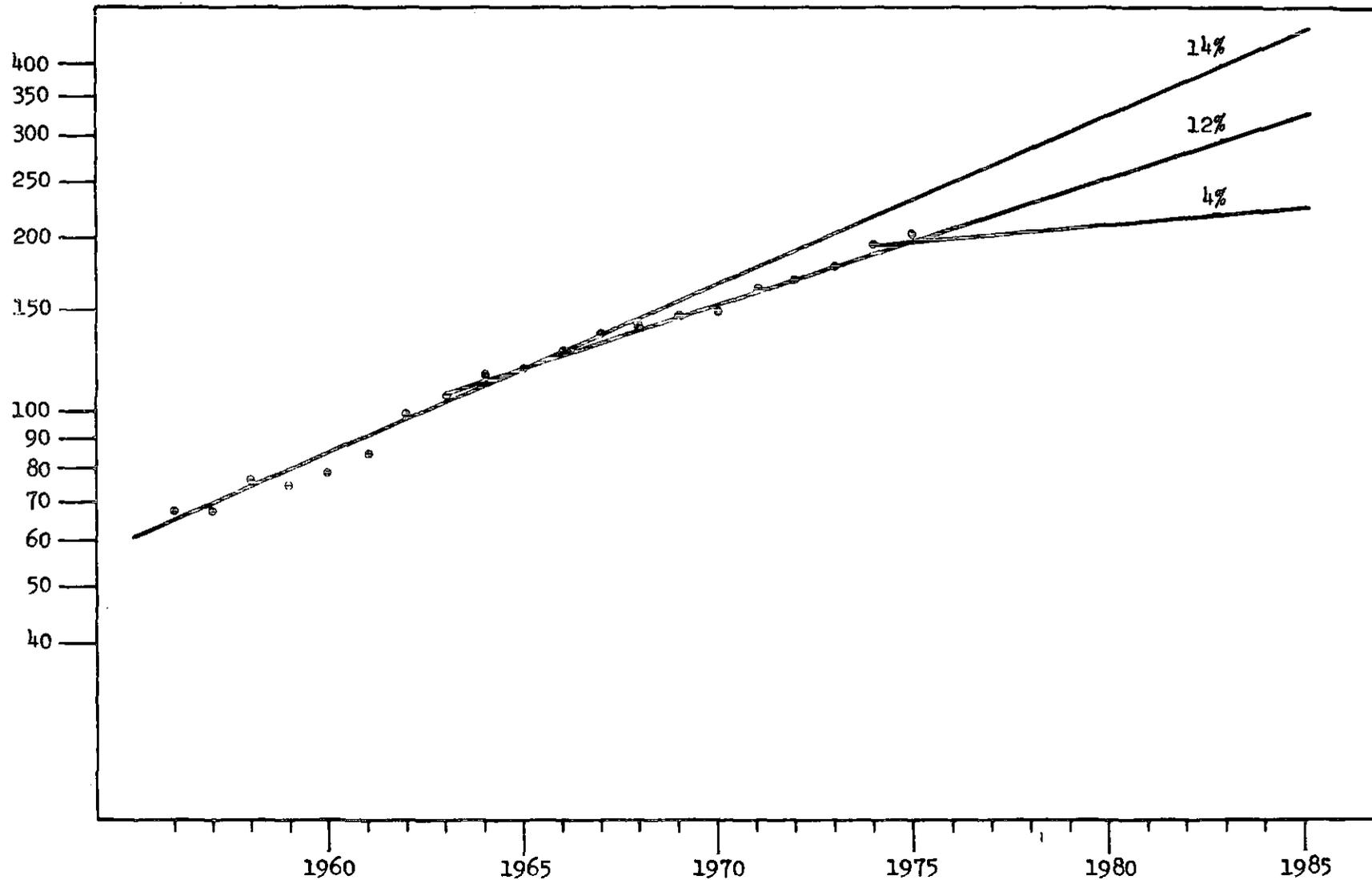
REGULAR BUDGET EXPENDITURE - TOTAL

Net terms = Cost to Contributors

REAL GROWTH

Rates are in per cent per biennium

Million \$
Constant prices
of 1970



the total regular budget in terms of constant prices. ^{2/} Over the 20-year period 1956-1975, for the whole of the United Nations, the average biennial ^{3/} growth rate was of the order of magnitude of 13 per cent. But, as chart I shows, the trend was not constant over the period; a turning point occurred around 1964-1965. The average growth rate was around 14 per cent per biennium before 1964-1965 and a slower rate of 12 per cent prevailed over the last 10 years or so. Had the trend of the former period been maintained, the 1974-1975 budget would have been \$50 million higher, at 1974 prices, than it is.

4. The Secretary-General's proposal of a 3 per cent to 4 per cent per biennium real growth rate for the 1976-1979 medium-term plan means that a second downward shift in the trend, sharper than the previous one, is being taken. ^{4/} The gap in 10 years' time (biennium 1984-1985) between the net expenditure which would result from the continuation of the 1965-1973 trend (12 per cent per biennium), on the one hand, and the expenditure which can be expected if the 3-4 per cent trend prevails during the next 10 years, on the other hand, is \$200 million for the biennium 1984-1985, in 1974 prices.

Some issues of definition

5. Before considering the allocation of resources between the main activities of the United Nations, which correspond roughly to the main organizational units, a few preliminary comments are needed:

First, the allocation to programmes of expenditure related to the General Assembly and its subsidiary organs, and to the offices of the Secretary-General

^{2/} For the purposes of converting current values into constant ones only the New York consumer price index has been used. Ideally, a much more refined composite index taking into account price indices at various locations, and differentiating between labour and non-labour costs, should have been built. However, in view of the number of conceptual problems involved, and of the fact that the solution adopted for each would be a compromise, it has been thought that the amount of work involved in preparing the composite index was not worth the gain in precision which would obtain. The same reasons explain the extensive use of the New York CPI made in document A/C.5/1307, submitted to the twenty-fifth session of the General Assembly.

^{3/} Growth rates are usually given on a yearly basis. However, since the United Nations budget is now biennial, we give growth rates on a biennial basis. Transforming a biennial rate into an annual one can be made in a rough way, provided the biennial rate is not higher than 20 per cent, by dividing it by 2. The formula is: $(1 + G) = (1 + g)^2$, where "G" is the biennial rate, and "g" is the annual rate.

^{4/} The expenditure on capital items, such as construction and United Nations bond instalments and loan amortization, is not directly related to programme activities; it varies widely from one year to another, and so we have excluded it from the total figure when assessing the percentage share of each main activity and the way it has changed over time.

raises conceptual problems, as already indicated in the foreward. In view of these problems it is not envisaged that they will be apportioned. They will remain as separate programme items.

Second, the cost of Conference Services can be allocated to programmes on the basis of the actual conference workload statistics, and so this has been done for the period under review. Thus, the cost of the programme activities itemized below includes conference costs.

Thirdly, the cost of the Administration and General Services departments as well as Library Services, cannot be allocated meaningfully to programmes without more elaborate systems of cost accounting and time-reporting than we currently have. A cost measurement exercise has been conducted once on an experimental basis but the distribution derived for the one year under scrutiny cannot be assumed to be valid for each of the 20 years of the period. ^{5/} Thus, the cost of the programme activities itemized below does not include these elements.

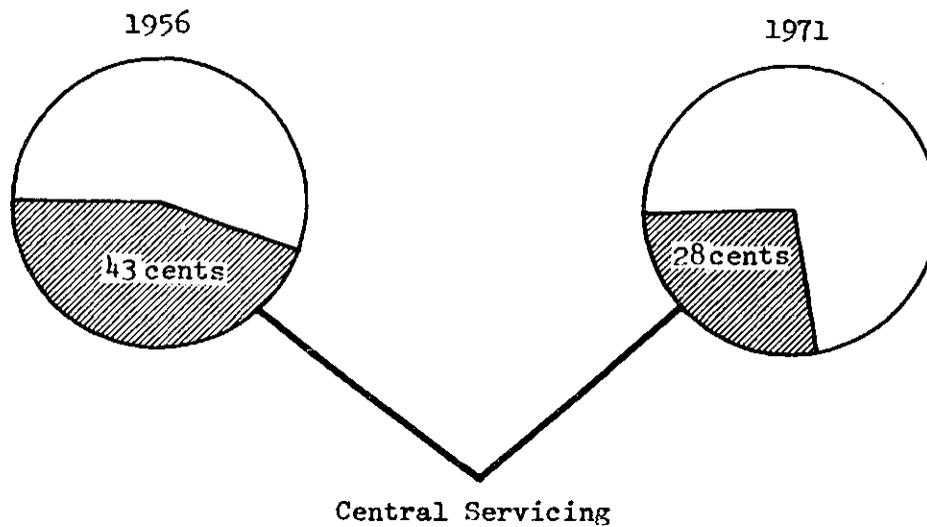
Fourth, Administration, Management, General Services and Library Services, will be termed "Administration and Management". The term "Servicing Costs" will refer to the costs of this administration and management plus the cost of Conference Services. The term "Central Servicing Costs" will refer to those servicing costs at Headquarters and Geneva that are administered for all programmes at these locations. But each Department, each Regional Commission, and UNCTAD and UNIDO have their own internal administrative and management units. The term "Total Servicing Costs" will refer to the total of central servicing costs and these internal administration and management units.

Trends in non-programme expenditures

6. In 1956, of each dollar spent 43 cents went to Central Servicing costs. In 1971, the last year for which detailed analysis of actual expenditure is available, the corresponding figure is only 28 cents:

^{5/} In response to the General Assembly resolution 3199 (XXVIII), an attempt at allocating Administration, General Services, and Library Services to programmes has been made in the 1976-1977 programme budget.

The UN Regular Budget Dollar



7. Chart II indicates that over the past 16 years the United Nations expenditure on Central Servicing Units (at Headquarters and Geneva) has decreased as a percentage share of the total budget.

8. The shrinkage is, in part, the result of a process of decentralization in the United Nations that took place both in the organizational structure and in administrative procedures. The development of departmental administration within ESA and of administrative cells within the Regional Economic Commissions, and the establishment of UNCTAD and UNIDO with their semi-autonomous administrations, prevented the workload of the Central Administrative Services from increasing at the same pace as the over-all activities.

Trends in the main areas of action

9. Chart III shows the percentage share in the direct expenditure on Programmes, including a pro-rated amount for Conference Services, in the main areas of action. The definition of the areas is the traditional one as used in table A of the information annexes to the budget documents. Over the period, except for the constant 2 per cent going to the Offices of the Secretary-General, all other areas lost a portion of their percentage share of the budget as economic, social and humanitarian activities expanded. These activities, which claimed only 42 per cent of the United Nations budget in 1956-1958, received 64 per cent in 1971-1973. Political and Peace-Keeping Activities (PSCA plus special missions) declined from 18 per cent to 11 per cent; the General Assembly declined from 14 per cent to 9 per cent; the Office of Public Information declined from 14 per cent to 8 per cent; and legal activities declined from 5 per cent to 4 per cent. The largest relative decrease is to be found in Trusteeship and Decolonization, which saw its share decline from 5 per cent to approximately 2 per cent.

10. It should be noted that the bulk of the increase in the share of economic, social and humanitarian activities is not attributable to an expansion of the Department of Economic and Social Affairs, but is due to sectoral and regional decentralization as UNCTAD, UNIDO, and the Regional Commissions expanded.

11. Chart IV compares the real growth rates of the resources allocated to the main areas of action. Over the period, the over-all average growth rate of the total United Nations budget was, as already mentioned, 13 per cent per biennium. But since expenditure on Central Administration and Management grew at a slower rate than this (9 per cent), programme expenditure grew at a greater rate. Within the programme expenditure two areas, the Offices of the Secretary-General and International Court of Justice and Law, were not too far from the average. But the General Assembly, Peace-Keeping and Security Council, and OPI grew at a much slower pace, while Trusteeship and Decolonization remained almost at a standstill. The Economic, Social and Humanitarian activities grew at an average rate per biennium around 19 per cent.

12. The trend in Economic, Social and Humanitarian activities was not constant for the whole period. Two phases are visible in chart V, with 1964 marking the change in the trend. Before 1964 the growth rate was of the order of 24 per cent

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CHART II

COST OF SERVICING FUNCTIONS AS SHARE OF
TOTAL NON-CAPITAL EXPENDITURE

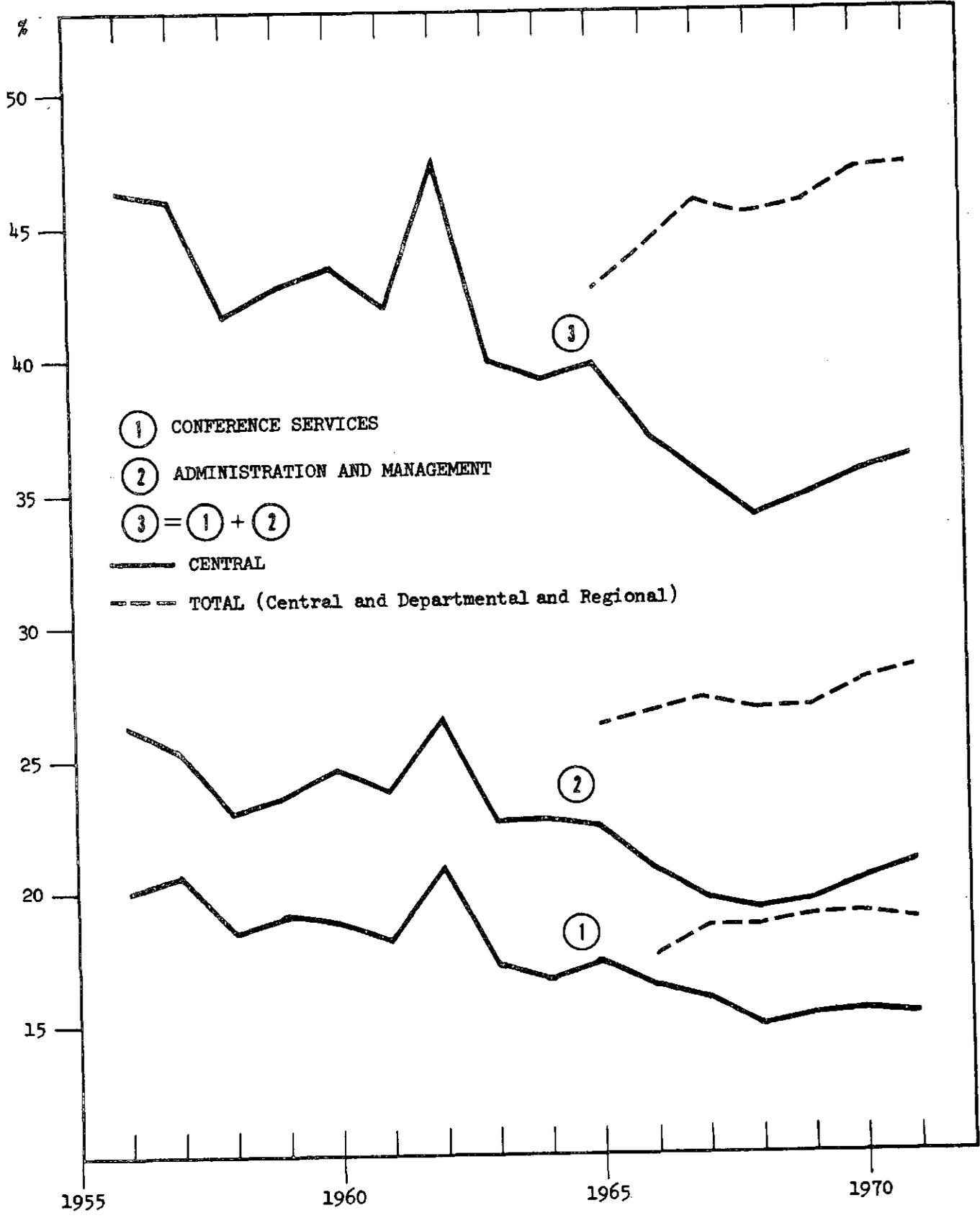


CHART III
EXPENDITURE ON REGULAR BUDGET
PERCENTAGE DISTRIBUTION BY MAIN AREAS OF ACTION
PERIOD 1956 to 1973

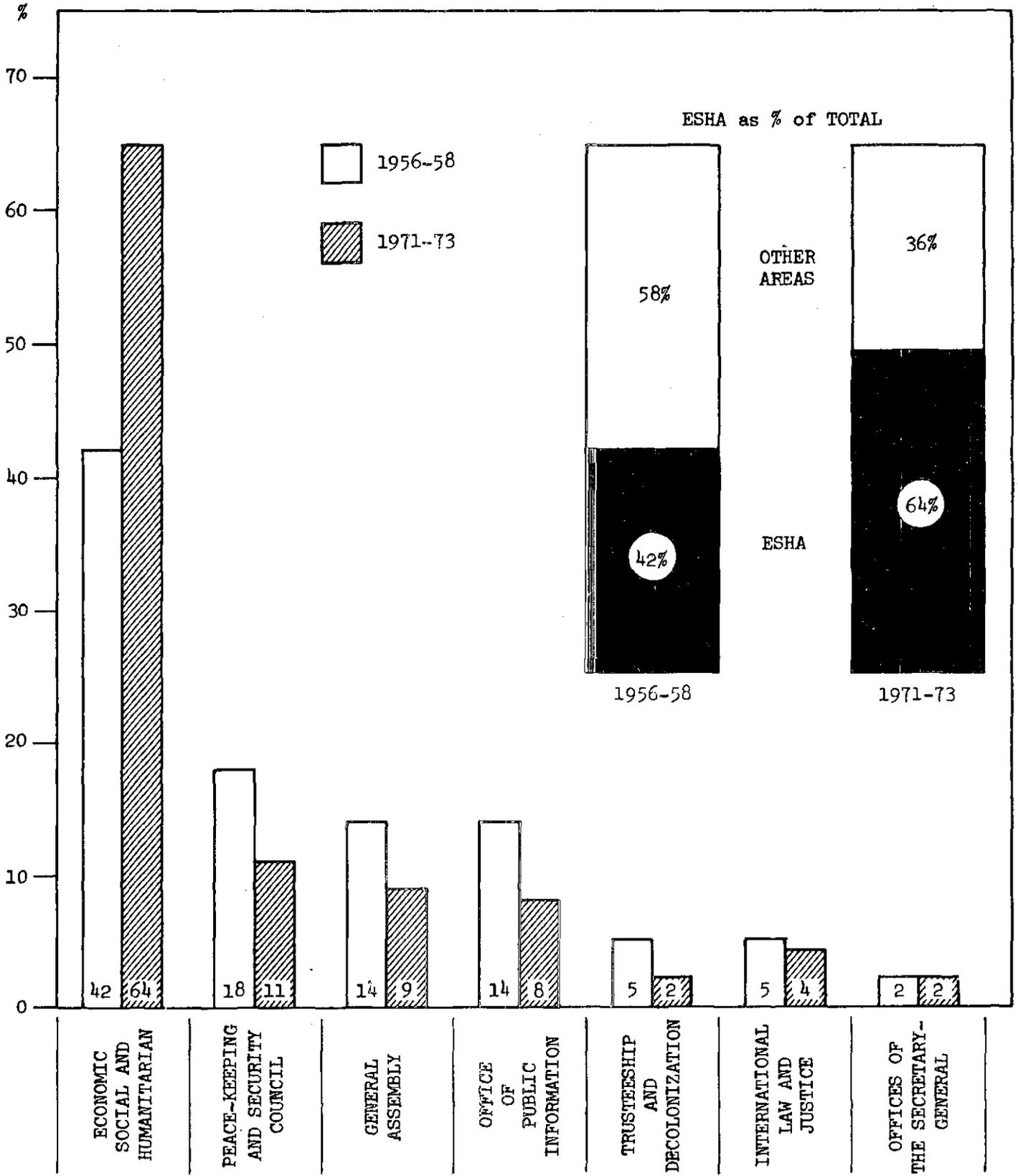


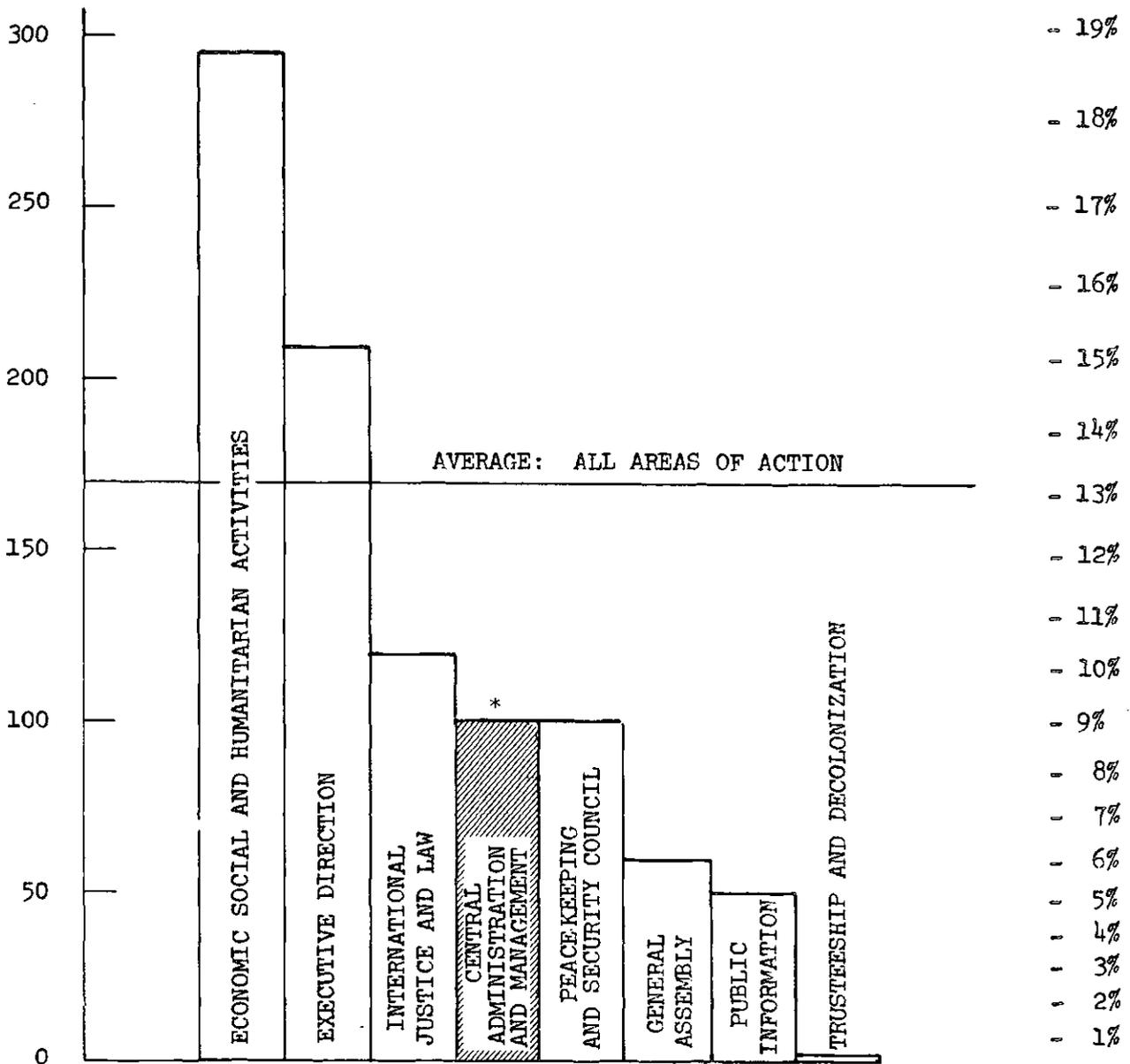
CHART IV

UNITED NATIONS MAIN AREAS OF ACTION
REAL GROWTH RATES IN THE REGULAR BUDGET

PERIOD 1956-1973

Percentage growth
over the period

Average
biennial growth
rate



* Central Administration and Management, although not taken into account in the calculation of average growth, is shown for the purposes of comparison.

per biennium; after 1964 it is slightly over 13 per cent. It is interesting to note that the birth of UNCTAD in 1963 and that of UNIDO in 1966 did not result in a steeper climb of the curve. This means that the larger role that the United Nations was expected to play in the field of economic and social development was in fact hampered by over-all budgetary constraints.

The economic, social and humanitarian area

13. For economic, social and humanitarian activities comparable data, permitting analysis at the programme level, are available as of the year 1966. We will thus concentrate on the period 1966-1972. It is customary to identify some 16 or 17 programmes within this main area, plus the Policy-Making Organs, the Executive Direction, and the Administration and Management of the organizational units concerned. These are ESA, the five regional economic commissions, UNCTAD, UNIDO, UNHCR, UNDRO, and the Division of Human Rights. For ease of analysis Policy-Making, Direction, and Administration including management of technical co-operation projects, will be grouped together and labelled "non-programme functions". Thus 15 programmes are considered, Ocean Economics and Technology being attached to Natural Resources, and the Disaster Relief Office being grouped with UNHCR. The list of items can be found on charts VII-A and VII-B.

Non-programme trends in the economic, social and humanitarian area

14. Before examining the trends in programmes, a remark on the trend in "non-programme functions" may be in order. In the economic, social, and humanitarian area, contrary to what happened for Central Administration and Management in comparison with the over-all United Nations budget, the non-programme functions showed some tendency to increase their share in the total budgetary expenditure. As Chart VI shows, the programme share declined from 73 per cent to 67 per cent while the share of the Policy-Making, Direction, and Administration functions increased from 27 per cent to 33 per cent. About 60 per cent of this increase is due to Administration, with Policy-Making and Direction being responsible for the remaining 40 per cent. The picture does not change when extrabudgetary resources are added to the regular budget.

15. The comparability of budgets in the United Nations family of organizations is not advanced enough to allow for entirely valid comparisons, but the current percentage shares of the non-programme functions in WHO and UNESCO appear to be significantly lower than those associated with the United Nations economic, social and humanitarian activities.

Non-programme expenditures economic social and humanitarian area

	<u>Regular budget only</u>	<u>Regular budget and extrabudgetary</u>
WHO <u>1/</u>	25%	17%
UNESCO <u>2/</u>	26%	15%
UN (ESHA)	30%	20%

1/ Proposed Programme and Budget Estimates, WHO Official Records (212), p. 24 ff.

2/ UNESCO Draft Programme and Budget for 1975-1976 (18 C/5), appendix III, p. 370 ff.

16. One should be careful not to make hasty conclusions from what has just been indicated. It may be that the economic, social and humanitarian activities in the United Nations were under-administered in 1966. What can be said at this point is that owing to the sharp increase which occurred in the last six-seven years any further relative increase in departmental administration would have to be carefully scrutinized before being accepted.

The impact of extrabudgetary funds on economic, social and humanitarian programmes

17. The table below indicates the shares of regular and extra-budgetary resources in the total expenditure:

Sources of funds in the economic, social and humanitarian area

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>
% Share of RB	50	49	47	50	48	47	47
% Share of XB	50	51	53	50	52	53	53
Total expenditure	100%	100%	100%	100%	100%	100%	100%

Charts VII-A and B compare percentage distribution by programme in 1966 and 1972 for regular budget expenditure on the one hand and for all sources of funds on the other hand. Chart VII-A (regular budget) shows that over a six year period a stability was maintained in the respective percentage shares. Increases or decreases appear in most instances, but they are not important enough to

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CHART V

EXPENDITURE IN THE ECONOMIC SOCIAL AND HUMANITARIAN AREA.

TRENDS IN REAL GROWTH RATES
PER BIENNIUM

[1970 PRICES]

\$ Million

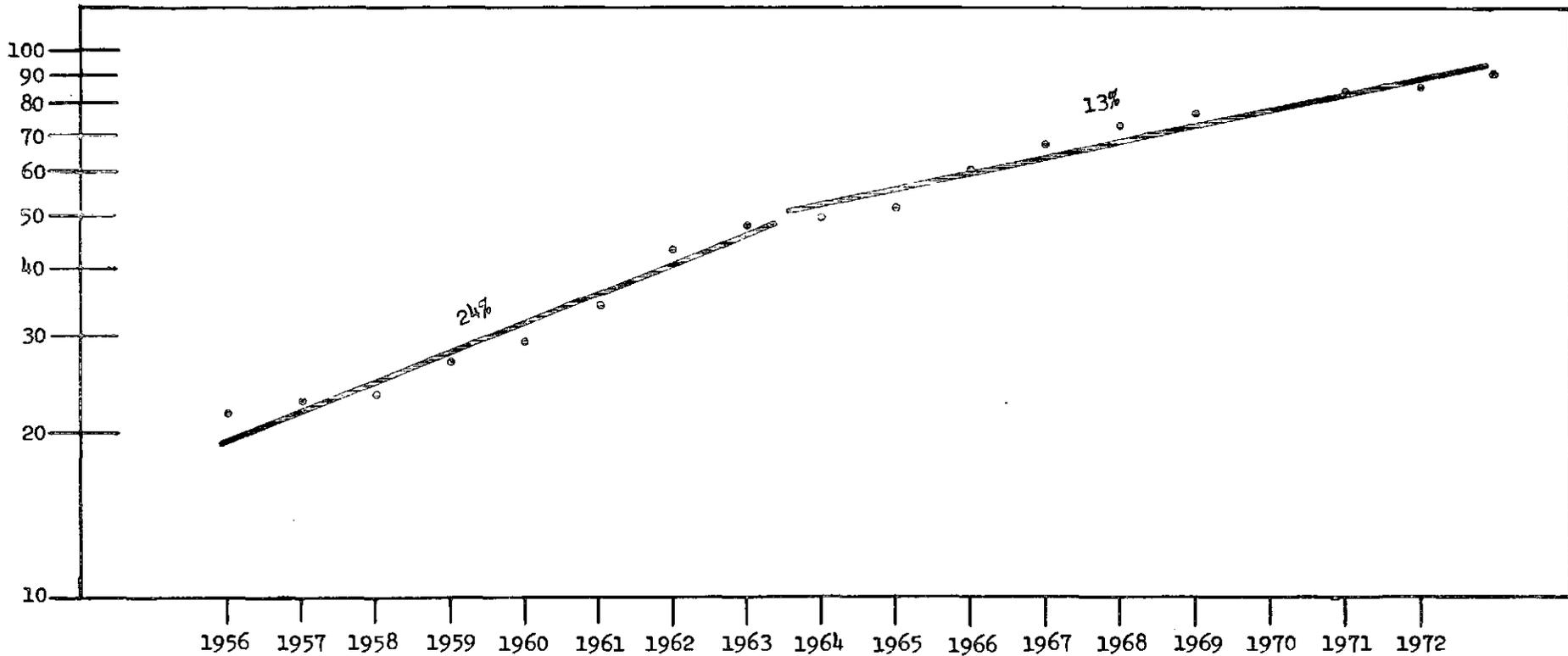


CHART VI
THE ECONOMIC SOCIAL AND HUMANITARIAN AREA
PERCENTAGE SHARE IN TOTAL EXPENDITURE

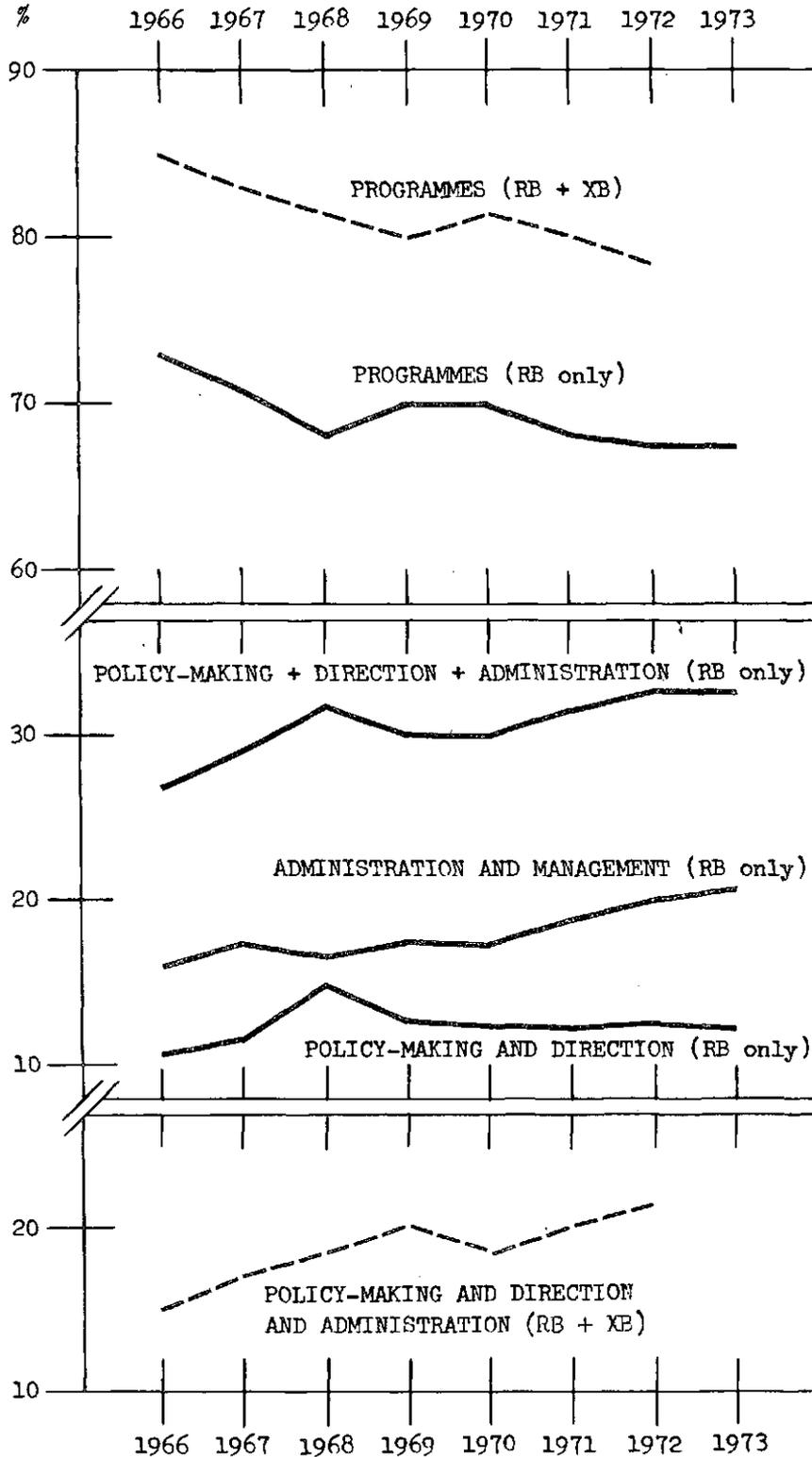


CHART VII A
 EXPENDITURE IN THE ECONOMIC SOCIAL AND HUMANITARIAN AREA.
 PERCENTAGE DISTRIBUTION BY PROGRAMME 1966 and 1972
 REGULAR BUDGET

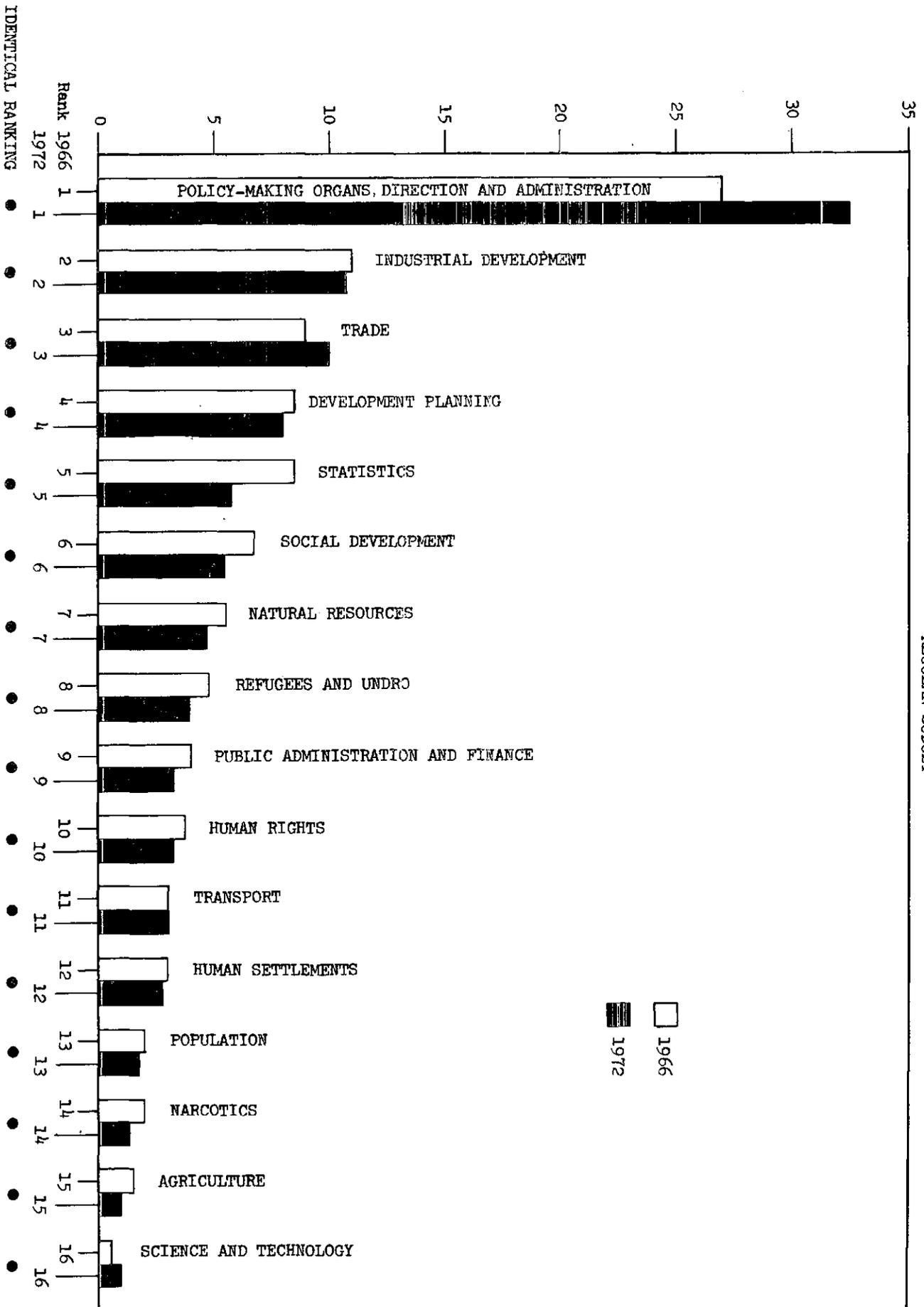
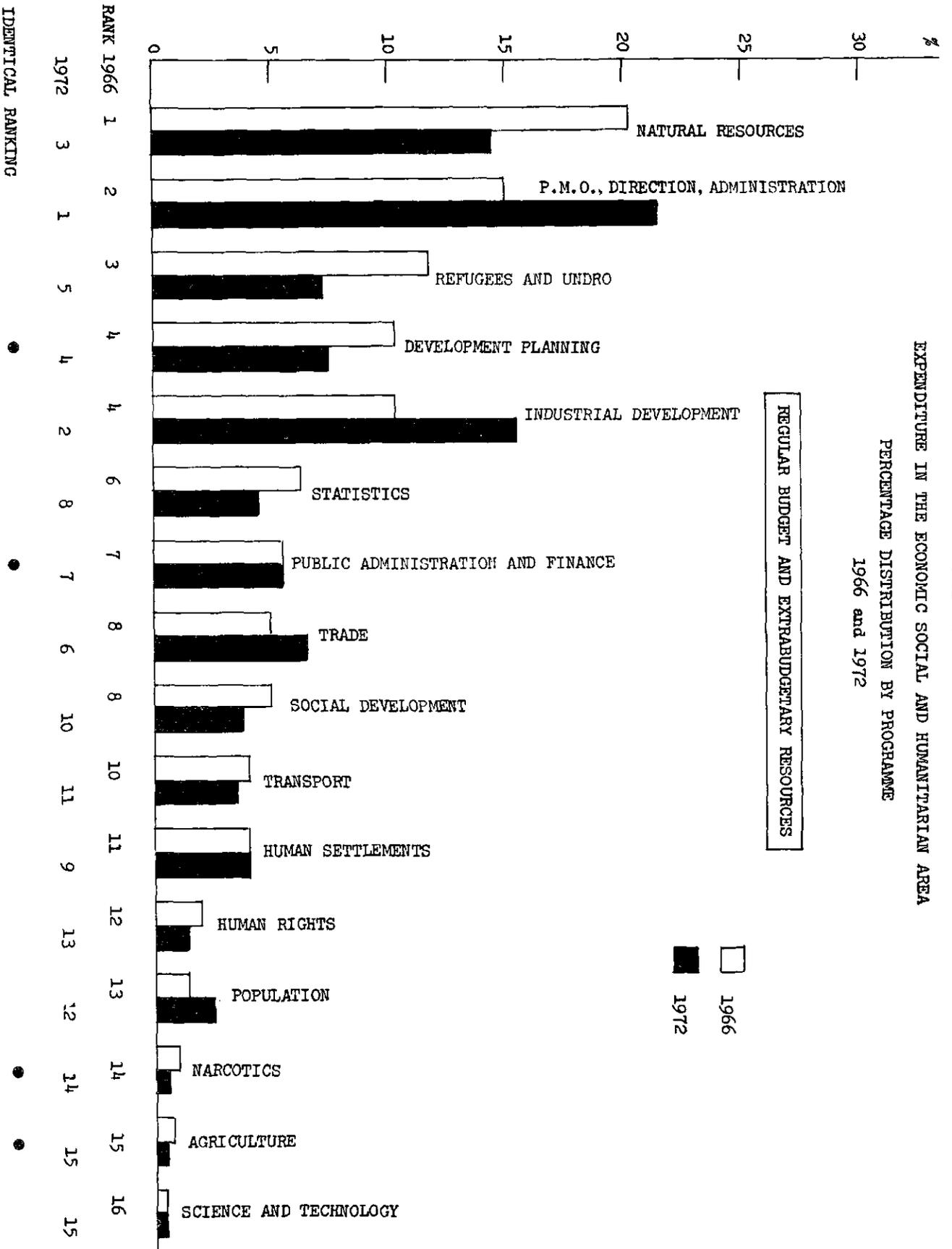


CHART VII B
 EXPENDITURE IN THE ECONOMIC SOCIAL AND HUMANITARIAN AREA
 PERCENTAGE DISTRIBUTION BY PROGRAMME
 1966 and 1972



generate any modifications in the ranking of programmes in terms of percentage shares. The regular budget is conservative.

18. A very different picture emerges from chart VII-B. Compared to the regular budget's conservative tendency the impact of extra-budgetary resources is dramatic; changes in percentage share of total resources are the rule. Only DPPP, Public Administration, and Agriculture keep their rank. The 14 other programmes either gain or loose rank, and in several instances percentage shares are increased or decreased by 30 or even 40 per cent.

19. Basically, the changes are linked to the magnitude of the field activities supervised by the various programmes. Those programmes with technical backstopping for a large set of field projects get a share of the total expenditure which is larger than their share of the regular budget. This is the case for the programmes on Industry and Natural Resources, and also for the Refugees Programme, which relies on extrabudgetary resources for operational activities.

20. Chart VIII shows that even in one given year (1972) the impact of the extrabudgetary resources on the percentage share of the programmes is significant.

21. Charts IX-A, IX-B and IX-C approach the same question of differential growth rates from the angle which, since the Economic and Social Council priority exercise, 6/ is usually called "incremental priorities".

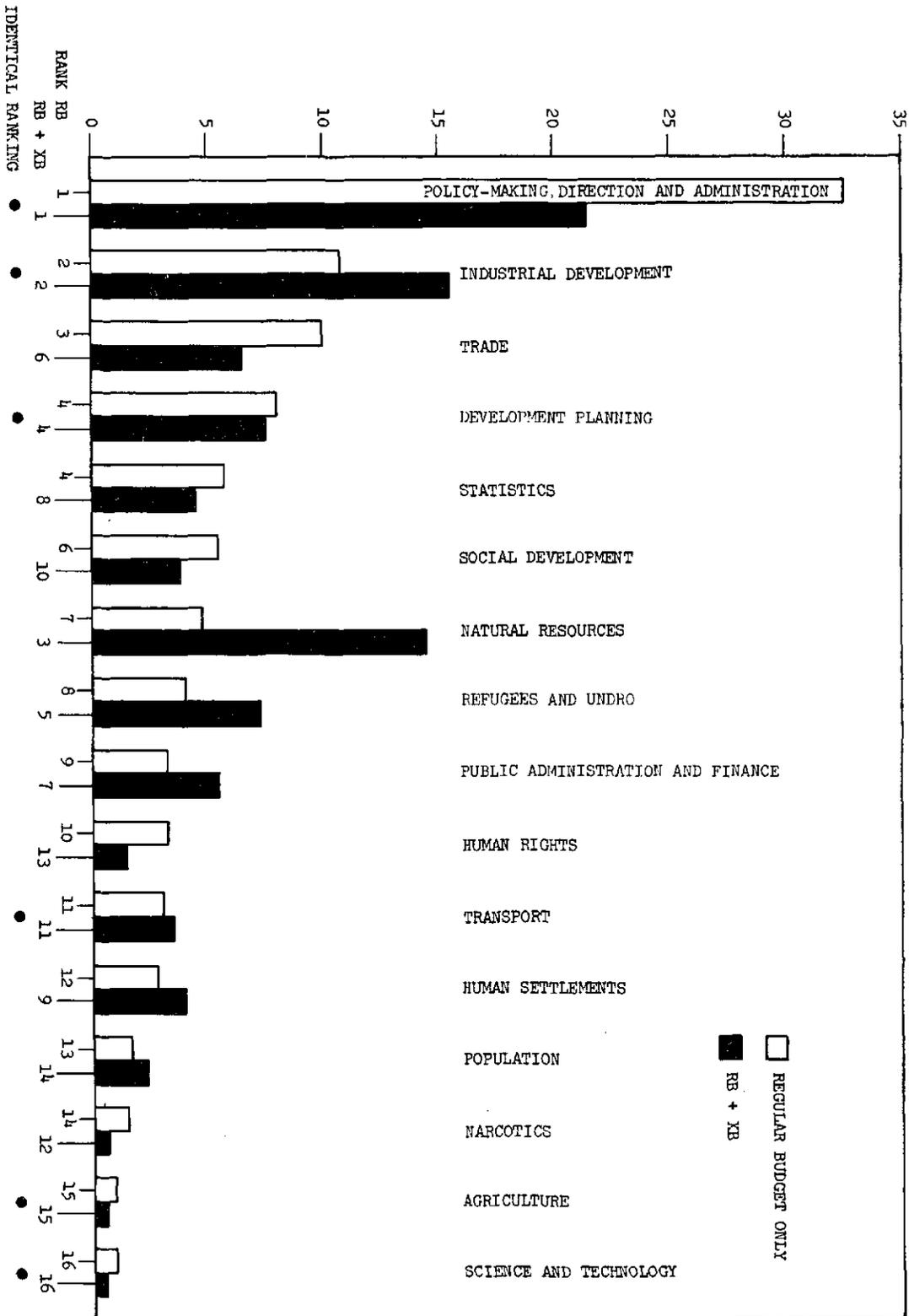
22. Chart IX-A depicts the implicit incremental priorities of the regular budget, again over the 1966-1972 period. As already shown in chart V, the totality of the programmes in the Economic, Social and Humanitarian Area grew in real terms by some 13 per cent per biennium. But many programmes departed significantly from this average, probably more than would have been suggested had a conscious priority exercise taken place around 1965. Trade grew by more than 20 per cent per biennium while statistics had a growth rate of less than 4 per cent, and Agriculture did not grow at all.

23. Chart IX-B makes it clear that the range of incremental priorities in extra-budgetary resources is larger than in the regular budget. High priority programmes get increases of 70 per cent per biennium (Population), 64 per cent (Trade), and 54 per cent (Industry), compared to the increases of 20 per cent to 30 per cent for the high priority programmes of the regular budget. At the other end of the scale the difference between extrabudgetary funding and regular budget funding is even more dramatic. A low priority programme may get no growth in its regular budget. But those programmes which do not have field activities nor have been granted voluntary financing by any sponsor get no extra-budgetary resources at all. Low priority here means no budget, in contrast to the continuation of low priority programmes in the regular budget.

6/ E/AC.51/74.

CHART VIII

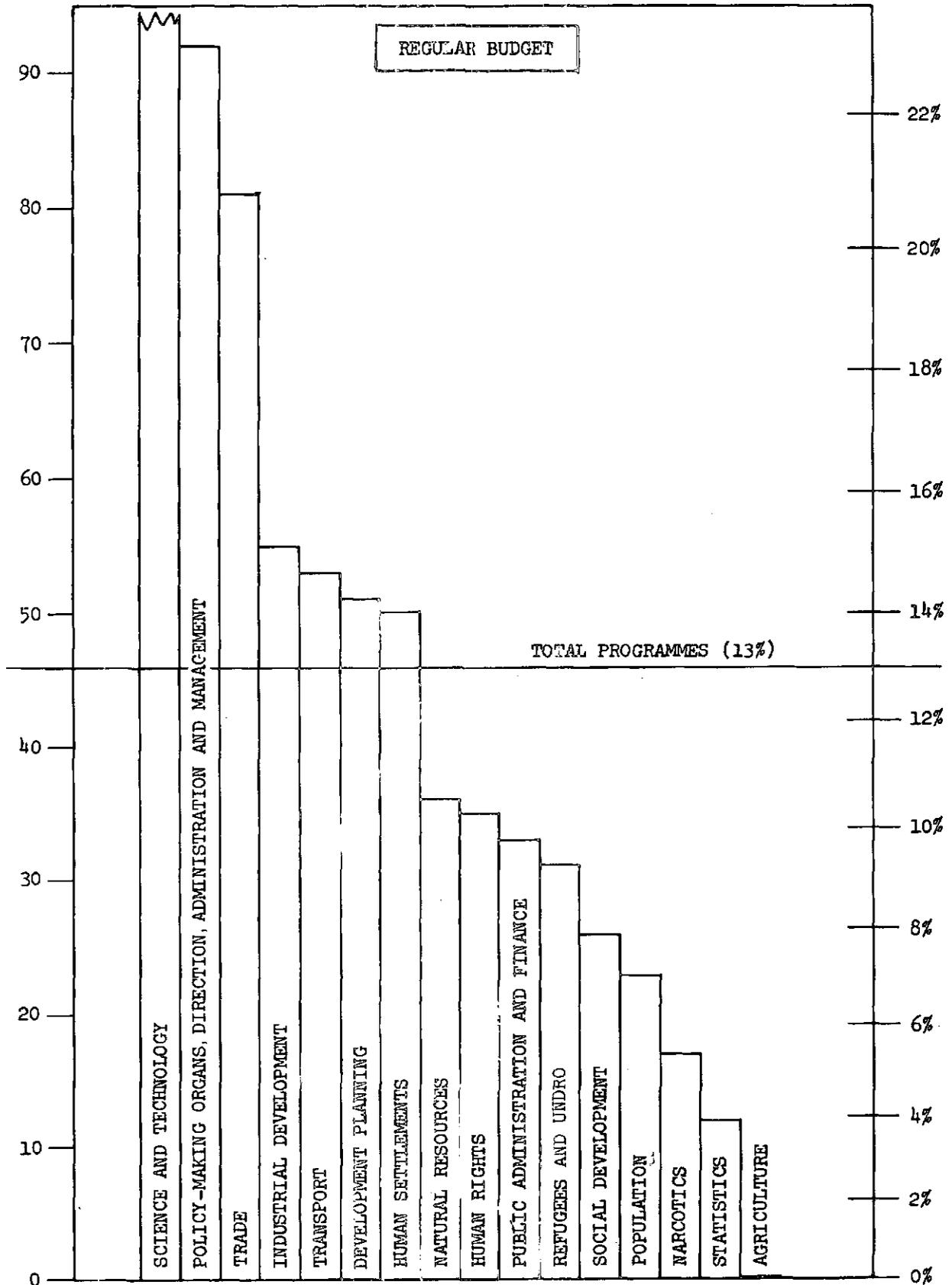
EXPENDITURE IN THE ECONOMIC, SOCIAL AND HUMANITARIAN AREA CHANGE IN PERCENTAGE DISTRIBUTION BY PROGRAMME INDUCED BY EXTRABUDGETARY FUNDS YEAR 1972



Percentage
Growth over
the period

CHART IX A
THE ECONOMIC, SOCIAL AND HUMANITARIAN AREA
REAL GROWTH IN PROGRAMMES 1966-1972

Average
Growth Rate
per Biennium



% Growth over the period

CHART IX B
THE ECONOMIC, SOCIAL AND HUMANITARIAN AREA
REAL GROWTH IN PROGRAMMES 1966-1972

Average Growth rate per biennium

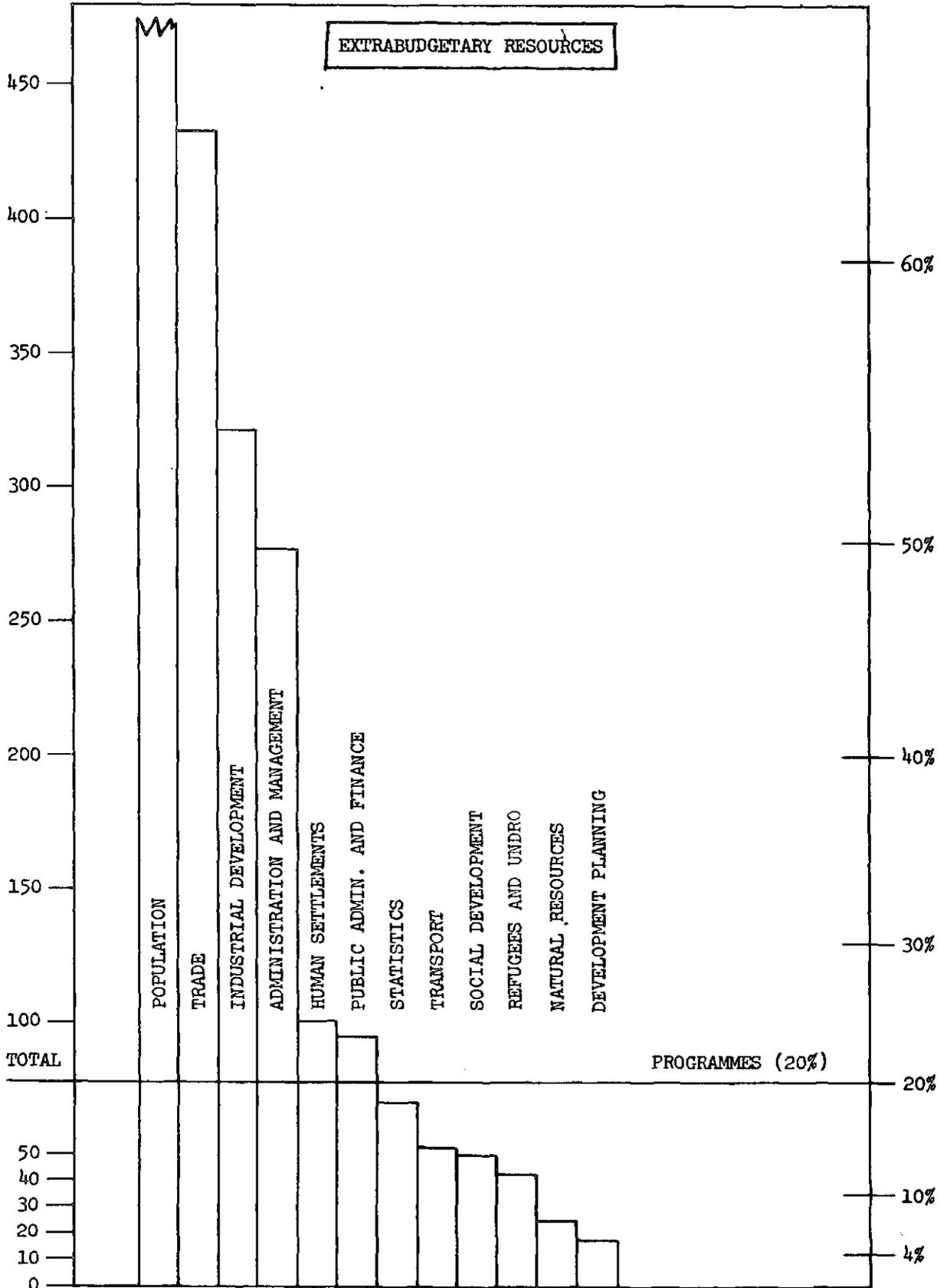


CHART IX C
THE ECONOMIC, SOCIAL AND HUMANITARIAN AREA
REAL GROWTH IN PROGRAMMES
1966-1972

TOTAL RESOURCES R3 + XB

% Growth
over the
period

Average
growth rate
per biennium

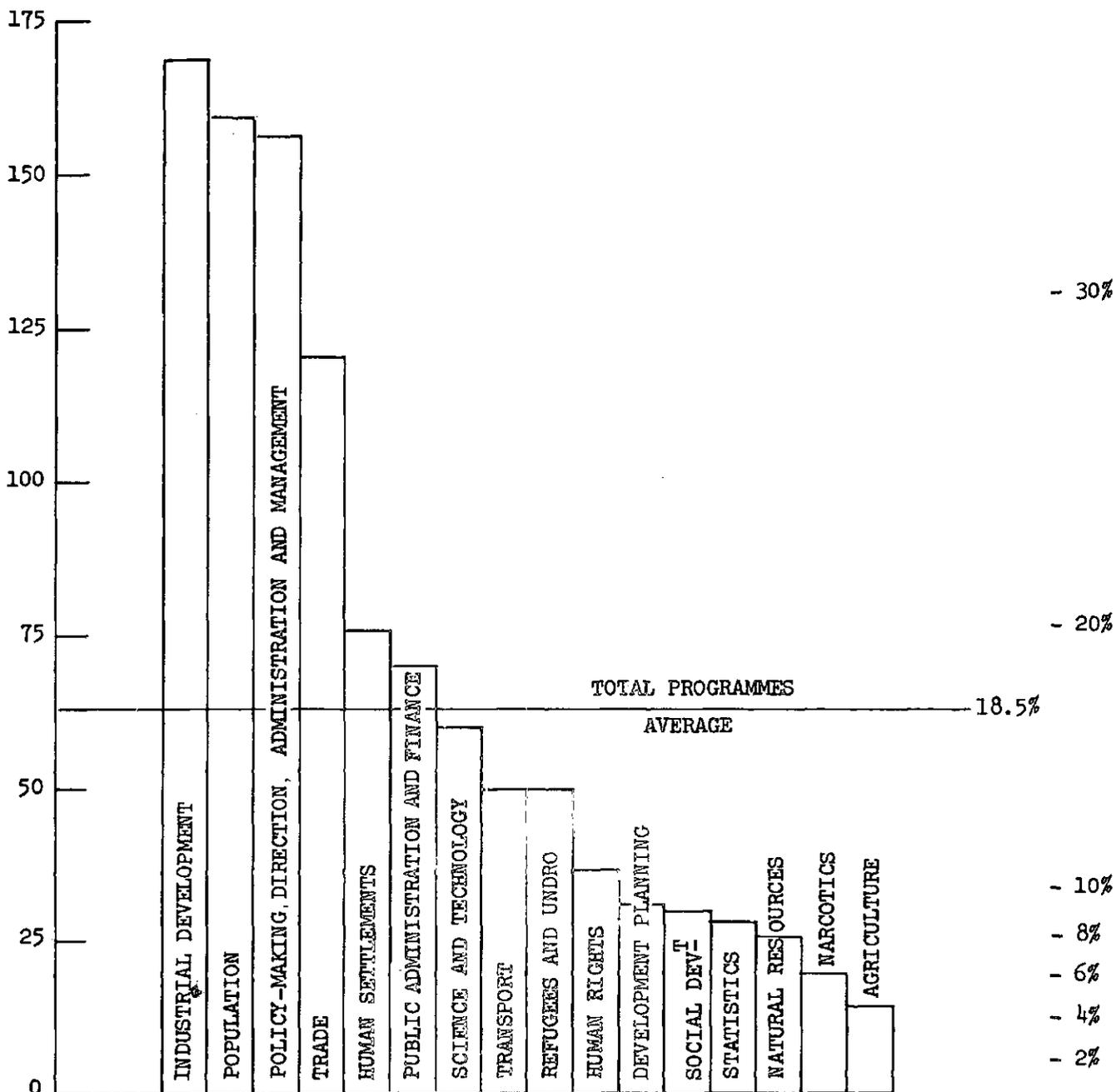


CHART X-A

THE ECONOMIC, SOCIAL AND HUMANITARIAN AREA: INCREMENTAL
PRIORITIES IN PROGRAMME GROWTH 1966-1972 REGULAR BUDGET

	<u>Well above average</u>	<u>Close to average</u>	<u>Well below average</u>	<u>Change in ranking + = gains - = losses</u>
PMO, Direction, Administration	*			No
Industrial Development		*		No
Trade	*			No
Development Planning		*		No
Statistics			*	No
Social Development			*	No
Natural Resources <u>a/</u>		*		No
Refugees <u>b/</u>		*		No
Public Administration		*		No
Human Rights		*		No
Transport		*		No
Human Settlements		*		No
Population			*	No
Narcotics			*	No
Agriculture			*	No
Science and Technology	*			No

a/ Includes Ocean Economics and Technology.

b/ Includes Disaster Relief.

CHART X-B

THE ECONOMIC, SOCIAL AND HUMANITARIAN AREA: INCREMENTAL
PRIORITIES IN PROGRAMME GROWTH 1966 TO 1972 REGULAR
BUDGET AND EXTRA-BUDGETARY RESOURCES

	<u>Well above average</u>	<u>Close to average</u>	<u>Well below average</u>	Change in ranking + = Gains - = losses
Policy Making Organs				
Direction and Administration	*			+ 1
Natural Resources <u>a/</u>			*	- 2
Refugees <u>b/</u>		*		- 2
Development Planning			*	No
Industrial Development	*			+ 2
Statistics			*	- 2
Public Administration and Finance		*		No
Trade and Development	*			+ 2
Social Development			*	- 2
Transport		*		- 1
Human Settlements		*		- 2
Human Rights			*	- 1
Population	*			+ 1
Narcotics			*	No
Agriculture			*	No
Science and Technology		*		+ 1

a/ Includes Ocean Economics and Technology.

b/ Includes Disaster Relief.

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24. Chart XC shows the resultant over-all incremental priorities when all sources of funds are taken together.

25. The impact of the extrabudgetary resources on the regular budget priorities, can be summarized as follows:

(a) There are programmes for which the extrabudgetary resources maintained or reinforced the trend set by the regular budget:

- (i) for a high incremental priority these are: Trade; Industrial development; PMO; Direction and Management,
- (ii) for a low incremental priority: Statistics; Social development; Natural resources.

(b) There are programmes for which the extrabudgetary resources contradicted the trend set by the regular budget:

- (i) by setting an upward trend: Population,
- (ii) by setting a downward trend: DPPP; Transport.

(c) Lastly, there are programmes for which the extrabudgetary resources brought about no modification in a trend of average growth. These are: Public Administration and Finance; Human settlements, Assistance to Refugees.

26. These findings are shown in a graphical way in charts X-A and X-B, first for the regular budget only and then for all resources combined. The implicit incremental priorities which prevailed over 1966-1972 are classified by growth rates into the following three categories:

- Well above average,
- Close to average,
- Well below average.

27. It must be stressed that the implicit incremental priorities shown in table X-B are the results of two separate processes of decision-making. Through one process the General Assembly annually allocates the regular budget's funds to programmes according to its judgement on the relative importance and usefulness of each programme. Through other processes various sponsors or groups of sponsors grant voluntary (budgetary) funds to various programmes according to the sponsors' individual judgements on the interest of the programme, or of a project within a programme.

28. From what has been explained it is now clear that, although the United Nations legislative authority has full power of allocation of resources to programmes within the regular budget, the priorities thus set by the General Assembly may be significantly bent by decisions taken by the sponsors on extrabudgetary funds.

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Lessons for planning

29. Any methodology for making decisions on priorities should take into account the following factors:

- (i) half of the resources allocated to United Nations programmes are allocated through mechanisms over which the General Assembly has limited influence;
- (ii) these extra-budgetary resources are capable of more rapid change from year to year than the regular budget's funds;
- (iii) if the General Assembly wishes to set over-all priorities it will be necessary to anticipate the future trends in extra-budgetary resources, and take these into account in allocating regular budget funds. But since there are many different types of extra-budgetary funds, and the decision processes involve many parties, a more extended analysis than is possible here would be needed to determine the desirability and feasibility of such action.

3. HIGHLIGHTS OF PLANNED UNITED NATIONS ACTIVITIES, 1976-1979

1. The main statements on planned activities for 1976-1979 are presented by programme in part II. But the organizational units of the United Nations do not fully correspond to these programmes and, as a consequence, neither does managerial responsibility and initiative. It was thought useful, therefore, to present highlights of the planned activities from the perspectives of the heads of ESA, UNCTAD, UNIDO, the regional commissions, OLA, UNHCR, DHR, DCS and OGS.

A. THE DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS

2. It is clear from the outcome of the recent conferences on the environment, population and food, and the results of the sixth special session of the General Assembly, that the issues and problems which require urgent attention are largely interdependent. Emphasis during 1976-1979 will be placed on promoting greater awareness and understanding of the interrelationships and linkage among the issues and problems addressed by United Nations programmes. This will require more intra- or interdepartmental task forces and other analogous administrative arrangements.

3. The Department of Economic and Social Affairs intends to concentrate its efforts during the medium-term plan period in three thematic areas: (a) Promotion of a rational and equitable world economic and social order; (b) Development of an adequate natural resources base for economic growth; and (c) Improvement in conditions of living. In elaborating these themes particular attention has been paid to the concerns of the world community as voiced at the sixth special session of the General Assembly and the Population and Food Conferences, as well as the decision taken to hold another special session in 1975 devoted to development and international economic co-operation, and to convene the world Conference on the International Women's Year and the United Nations Conference on Human Settlements.

4. A brief description of the themes, and an indication of the activities to be undertaken under each, is given in the following paragraphs. Activities are described (where appropriate) under five subheadings:

- (i) Development of a comprehensive and reliable information base;
- (ii) Policy analysis;
- (iii) Planning;
- (iv) Structural and institutional reforms; and
- (v) Technological change and research.

(a) Promotion of a rational and equitable world economic and social order

(i) Development of a comprehensive and reliable information base

5. In order to develop policies and approaches for correcting inequities within and among countries a better awareness of the existing situation is clearly

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required. This means that information on the distribution of income and consumption among various groups in the economy, and the social and demographic characteristics of these groups, is needed. The range of information would need to be broad enough to facilitate the construction of various social indicators and models for the identification and analysis of social and economic inequities within countries. The reduction of inequities among countries requires not only substantial strengthening of information on income and national accounts of the developing countries but also of international price statistics.

(ii) Policy analysis

6. An analysis of world economic trends must include an assessment of the extent to which an equitable distribution of the benefits of development has been achieved and an identification of the factors which have impeded or would encourage the achievement of this fundamental objective. The concept of collective economic security and its possible application will be further explored and enunciated. The problems relating to the evolution of a more rational international division of labour and the factors encouraging the generation of employment will be studied. The existing knowledge of the interrelationships between population, resources, environment and development should be improved. Questions concerning the volume and nature of international aid, mobilization of domestic savings, progress of diversification and patterns of investment will continue to be examined. Proposals aimed at increasing the participation of women in decision-making and in the development process will also be formulated.

(iii) Planning

7. On the basis of the evaluation of the preliminary results of changes in equity during the Second Development Decade, and the concerns expressed by Governments, the outlines of a new global development strategy will have to be drawn up for decision by the Economic and Social Council and the General Assembly. This will require improved ways of measuring performance and monitoring implementation. In terms of planning for balanced growth at the national level, the classical dilemmas of industry versus agriculture, employment versus capital intensive investment, and directly productive investment versus social overhead investment, will continue to be discussed.

(iv) Structural and institutional reforms

8. At the national level, there is a need to improve planning machinery and the monitoring of policy implementation. This entails administrative reform programmes geared to the requirements of plan implementation.

9. There is increasing acceptance of the idea that local control of development, within national priorities, is a necessary ingredient of socially just development. As a corollary, there will be continued and expanded concern with socio-economic reforms in fields which govern distribution of benefits and opportunities such as land tenure and taxation.

(v) Technological change and research

10. International equity and national development requires concentrated action both to provide access on easier terms to appropriate technologies for development and to foster the growth of indigenous technologies by building up the necessary infrastructure and information systems at the national level.

(b) Development of an adequate natural resource base for economic growth

(i) Development of a comprehensive and reliable information base

11. The analysis and consideration of solutions of the difficult emerging problems related to the availability and distribution of energy and other resources and raw materials and the international markets of these commodities, requires data on the availability of the resources, their actual production, trade and consumption; and the prices of raw materials in relation to the prices of manufactured products in which they are used. A substantial improvement in this area of information is needed not only to assess the current situation but also for the analysis of trends concerning supply and demand as well as reserves, taking into account cost of production and prices.

(ii) Policy analysis

12. Here the fundamental issues relate to policy choices concerning: the magnitude and timing of natural resources development; the uncertainty associated with such activities; the demand for various resources; investment decisions on different resources, taking into account the substitution possibilities (power production through the use of oil, coal or hydroelectricity, etc.) and environmental constraints; and regional and international trade considerations as they influence the mix and location of resource development activities.

(iii) Planning

13. There is a need to elaborate national, regional and global policy guidelines for natural resources management. Greater emphasis is required on the integration of natural resources planning with over-all socio-economic planning. More attention should also be given to programmes which promote increased productivity in rural areas.

(iv) Structural and institutional reforms

14. In the final analysis the level of efficiency of natural resources development in any country reflects the quality of the institutional infrastructure available. This includes the planning and legislative process, the means of implementation, and the administration of public enterprises, and the control over privately owned enterprises, related to natural resources.

(v) Technological change and research

15. Progress in geochemical and airborne geophysical techniques are making geological reconnaissance more efficient. Drilling techniques are increasing the feasibility of petroleum and ground-water exploitation at greater depths. Certain developments in mineral processing will tend to make the use of lower grade ores feasible. New sources of energy are becoming viable substitutes for conventional sources. Developments in offshore and deep sea mining are increasing the economic feasibility of such ventures. Technical developments are increasing the possibilities for waste-water treatment and recycling as well as irrigation efficiency. It is necessary that these and other developments be made available in response to the needs of countries at various levels of development.

(c) Improvement in conditions of living

(i) Development of a comprehensive and reliable information base

16. More and better information will be collected and circulated on the economic, social and demographic characteristics of people and the man-made and natural environment in which they live. This will include information on population growth, urban and rural concentrations, housing, access to physical amenities such as water, electricity, transport and sewerage services, and to social welfare services, particularly those designed to serve lower income groups and disadvantaged segments of the population in both urban and rural areas.

(ii) Policy analysis

17. Factors affecting population movements will be analysed to determine their effect on development and settlements. The relationship between investment location and settlement patterns will be explored and alternative choice on investments and expenditure (public and private) in human settlements from both spatial and social point of view carefully evaluated. Attention will be paid to housing for low-income groups. The effectiveness of socio-economic development programmes in reaching intended beneficiaries will be evaluated.

(iii) Planning

18. Integration of settlements planning with national development should lead to the formulation of national, regional (subnational), and local strategies for human settlements. Attempts at comprehensive planning for the redevelopment and growth of urban centres will be studied. Programmes for the improvement of slums and squatter settlements and of secondary and rural settlements will be prepared. Techniques for implementing social aspects of development plans at the local level will also be given emphasis.

(iv) Structural and institutional reforms

19. Popular participation in decision-making and community involvement are essential for a break-through in the improvement of living conditions. Innovative institutional devices have to be sought to foster interjurisdictional co-operation. Planning and implementation mechanisms as well as legal, fiscal and budgetary measures which increase the fiscal and administrative capacity of local government will be developed. Other important measures include development of financial institutions to mobilize and distribute investment capital (public and private), land control measures (tenure and use), and direct public action in the land market.

(v) Technological change and research development

20. A major effort is required in the development of low-cost building technologies. New technologies are also needed for the provision of infrastructure facilities, energy and water supply, interurban transportation and communication networks, mass transit systems and facilities.

21. Apart from, but linked to, the three broad themes outlined above, the Department of Economic and Social Affairs will continue to accord priority to the provision of management and substantive support for the technical co-operation activities for which it is responsible.

22. Recurrent activities, even if they are not directly relevant to any of the three priority themes, will receive adequate resources for their continuation if they have been clearly recognized by legislative action as being in themselves of significant importance to Member States.

B. THE REGIONAL ECONOMIC COMMISSIONS

23. In the regional economic commissions the efforts will in general be oriented by the main preoccupations outlined above. However, regional circumstances may warrant slight shifts in emphasis which will be summarized hereunder.

(a) ECA

24. In ECA the questions which in recent years were considered as the most important were mass poverty, unemployment, and agricultural and rural development. The resolutions of the sixth special session of the General Assembly request that the activities of the ECA secretariat be concentrated on specific problems and problem areas in a co-ordinated way, but since the secretariat does not command sufficient resources to deal with all the subjects covered by the two resolutions adopted by the special session it will be necessary to identify important fields of economic leverage on which emphasis might be placed in the 1976-1979 ECA programme of work. This will not be easy since the whole work programme of ECA is of high priority.

25. The following problems are of special importance in the development of African countries:

- (i) The production and marketing conditions for the main agricultural exports and terms of trade;
- (ii) The conditions under which the leading mineral products of the developing countries are exploited and marketed, and the transfer of capital and of technology in connexion with these operations;
- (iii) The relations between the currencies and adjustment policies of developing countries and those of developed countries, and their impact on the growth and development of the third world;
- (iv) The arrangements for making surplus funds now available to some developing countries available to others and establishing multinational monetary institutions of developing countries supported by third world monetary funds;
- (v) The establishment and support of associations of producers of raw materials, the definition of their objectives in the light of the establishment of a new international economic order, and of the relations between the various associations with a view to creating a unified front among the main producers of agricultural and mineral materials;
- (vi) The possibility of breaking the monopoly of the developed countries in such vital fields as the chemical industry, fertilizers and pharmaceutical products, intercontinental transport, and insurance.

On the basis of the above analysis the ECA secretariat will concentrate its work on specific commodities or groups of commodities of particular interest to Africa, with a view to devising an integrated negotiating package for each of the commodities selected. Initially, four commodities may be selected for study. While the final decision regarding the selection will rest with African Governments at the third meeting of the ECA Conference of Ministers, one could, for instance, consider including oil palm, within the broader context of oil-seeds, oils and fats; phosphates and potash, within the broader context of fertilizers; sisal; and iron ore or a group of minerals.

26. Reference must be made here to the collaboration between ECA and UNDP in connexion with intercountry projects. This collaboration seeks to involve ECA more in UNDP African projects and to inject into such projects greater co-ordination, and regional considerations. The intercountry projects being considered have as their central theme the development of African raw materials and the various important adjuncts to it.

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(b) ECE

27. The Governments of the ECE region are increasingly being confronted with problems requiring closer co-operation among them. With the advent of more favourable political conditions and the enlargement of ECE's membership (the addition in recent years of Canada and the German Democratic Republic brings ECE's membership to 34 States) the opportunities for such co-operation in the framework of the ECE have been growing and may be expected to continue to grow. The Conference on Security and Co-operation in Europe is completing its work, and it is anticipated that it will adopt agreements in which ECE Governments would express their collective decisions to expand the use of ECE as an instrument for region-wide economic co-operation.

28. The ECE's programme of work and priorities for the medium-term plan period for 1976-1979 concentrates on the following tasks which have been selected by Governments for their co-operation in the ECE framework:

- (i) The organization and conduct of periodic analyses of current and prospective economic developments and policies;
- (ii) The organization and conduct of co-operative intergovernmental research on selected economic or related technological problems of common concern, such as the rational use of energy resources, the promotion of international trade, the facilitation of international transport, the application of scientific and technological innovations and the improvement of environmental conditions;
- (iii) Co-operative intergovernmental research on medium and long-term economic perspectives and policies for the ECE region, including perspectives and policies for economic co-operation with countries in other regions, especially developing countries;
- (iv) Arrangements for the systematic international diffusion of information and experience on selected economic and related technical problems of common interest;
- (v) The preparation of policy recommendations to Governments or of international conventions or norms on economic and related technical problems and policies and the periodic revision of such recommendations, conventions or norms.

(c) ECLA

29. The profound economic and social changes which have occurred in Latin America in the last few years cannot but affect the type of functions which the secretariat has to carry out, and pose the need to find new ways of tackling its responsibilities. The economic, social and political climates in which the development processes of the countries of the region evolve are becoming increasingly disparate and, consequently, varied models and styles of development, based on widely differing ideologies, are emerging. Therefore, to think that a standard path to economic and social progress can be found would be unrealistic.

30. The changes in the Latin American scene are compounded by an international situation which is also changing. The rapid expansion of the frontiers of technology, the ambivalent aspects of progress in the developed societies, the crucial juncture confronting the economic and financial institutions which have sustained the international economic order for the past three decades, the deepening and wide-spread concern over problems such as population, the environment and technology which are common to all mankind - all of these are elements which strongly influence the organization of Latin American societies and the economic relations between our countries and the rest of the world.

31. In addition to these transformations in the Latin American and world situations, there are other transformations: the evolution of the relations between the Latin American countries themselves, the advances and setbacks in the processes of regional and subregional integration, the improvement of machinery for financial and economic co-operation, the solidarity of the countries of the region when dealing with the problems of the developing world in international forums, and the new arrangements for co-operation within the hemisphere. All these, too, are elements of extraordinary dynamism. They are subject to extremely rapid changes and cannot be governed by fixed rules nor limited to easily foreseen horizons.

32. Moreover, Governments have indicated their desire that ECLA should act as a centre for co-ordinating the economic and social activities and programmes of the United Nations system as a whole, and that it should promote the decentralization of activities currently carried out by the Organization at Headquarters or through the specialized agencies.

33. Against this background, the functions of the secretariat are shaped with two commitments in mind: (a) as part of a world institution, ECLA should be a centre where ideas that can help guide Latin America in its relations with the rest of the international community are generated, analysed and discussed; (b) as an institution serving a region with common traditions, interests and problems, it should continue exploring every possible way to strengthen relations and promote co-operation between the countries in Latin America, helping them to define their development strategies.

34. The secretariat has two basic tools to carry out these functions: research and analysis on the one hand, and its operational activities on the other. In order for it to make proper use of the first of these tools, the secretariat should be a centre of economic thinking, maintaining a constant dialogue with Governments at both the general and political level and at that of the specific economic and social problems, while efficient handling of the second tool calls for the integration of the secretariat's research activities with those undertaken by Governments.

(d) ECWA

35. The countries of the ECWA region are endowed with a substantial part of the world's oil reserves. At present oil is mainly consumed as fuel in these countries, but use of this important commodity for other purposes could contribute to a rapid development of various sectors of their economies.

36. The scarcity or limited availability of water, whether for household consumption or agricultural and industrial development, represents a major constraint to development efforts in all the region's countries.

37. Annual population increase has outpaced agricultural production by threefold, reflecting itself in food shortages and sharp price rises. The steady decrease in per capita food production has forced the ECWA region to become the highest per capita food importer in the world. The availability of substantial oil revenues has spurred large-scale investments in industrial projects often on an individual national basis. This state of affairs has aroused concern within the region over the proliferation and duplication of industrial activities and emphasizes the need for co-ordination.

38. The labour and employment situation in the countries of the ECWA region is characterized by low levels of income, underemployment, low-productivity of the labour force, and a shortage of adequately trained manpower. At the regional level there is increasing mobility, particularly of skilled manpower, taking the form of intercountry migration, and causing at times some problems of human resource availabilities and needs at the national level.

39. Although most ECWA countries have achieved reasonable economic growth, changes in the direction of achieving greater equality in the distribution of income and in the extension of more effective welfare services have not been substantially effected. The potentialities of youth and women have been only marginally developed and utilized. The absence of developmental welfare services and policies for youth have largely been responsible for some of the major problems confronting youth. Employment opportunities for women have been restricted. Efforts to motivate and activate this segment of the population to enter into vocational fields have not yet been seriously attempted. Social welfare services have remained insufficient in relation to the population to be served.

40. Most of the present fiscal and monetary systems, policies and practices are not compatible with the rapid structural changes now occurring in the economy. The institutional framework which would channel the increasing oil revenues towards a rapid development of the ECWA region is still missing.

41. Governments of the region will want to determine long-term growth potentials which will guide the formulation of intermediate term plans and short-term programmes. For this purpose the existing planning mechanisms are not adequately equipped.

(e) ESCAP

42. Although several important initiatives have already been taken by ESCAP in various sectors of economic and social activity, their impact has been undercut by lack of selectivity and adequate co-ordination. Given the limitation of resources on the one hand, and the magnitude and variety of problems of development in the region on the other, the guiding principles for the organization of the work will be to:

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- (i) secure a clear delineation of priorities for action both in the short and long-term;
- (ii) formulate a cohesive and integrated programme of work; and
- (iii) rationalize and streamline both the conference structure and the administrative machinery to effectively implement such a programme of work.

43. The Commission, at its thirtieth session, identified major priorities in the coming years to include food, energy and raw material problems. The Commission also attached importance to the question of transfer of appropriate technology, the conservation and regeneration of natural resources, and shipping problems, and to problems arising out of private foreign investment and operations of multinational corporations. Other areas identified as deserving consideration included amelioration of the impact of inflation and reduction of unemployment and underemployment, together with promotion of education and manpower development.

44. The Commission also established an Advisory Committee of Permanent Representatives to maintain close co-operation and consultation with the secretariat in matters relating to, inter alia, the programme of work, and preparations for the annual sessions of the Commission. It is interesting to note the close similarity between the decisions of the Commission at its thirtieth session and the substance of General Assembly resolution 3202 (S-VI) containing the Programme of Action on the Establishment of a New International Economic Order.

45. A multidisciplinary and action-oriented programme of work for 1975-1977 has been formulated representing an integrated approach to the developmental problems of the region, especially in the high priority areas identified by the Commission. This constitutes a movement away from the traditional fragmentation of the programme of work on an exclusively divisional basis. A careful selection of projects and activities has been made to ensure that they are mutually reinforcing, have the maximum impact on the development of the region, the best chance of success in implementation, and a reasonable gestation period. The programme of work also attempts an integration of the basic functions of ESCAP to provide research and studies, a forum for discussions and negotiations, technical assistance, and a clearing-house for information. The endeavour has also been to provide a clearer definition of substantive programmes and projects and to ensure that their activities lead as far as possible to concrete results, and directly relate to the programme components and, in turn, to the programme as a whole.

46. A major aim of recent efforts is to secure the optimum utilization of scarce resources for the development of the region. This calls for a high degree of pragmatism, and an objective exploration of alternative solutions. One such alternative is the planning and execution of activities on a subregional or sectoral basis. Another is the increased utilization of the expertise and skills already available in several national institutions and centres. Yet another is better and more intensive co-ordination of activities with United Nations agencies and bodies in different fields of activities.

47. In the foreseeable future the main efforts of ESCAP will go into the activities in the priority sectors. It is clearly understood that these priorities would from time to time need to be adjusted and, whenever necessary, altered to correspond to the changing needs and demands of the regional countries. Therefore, these priorities would continue to be periodically reviewed in consultation with the Governments of the member countries.

48. Work relating to the regional mid-term review and appraisal of the International Development Strategy is progressing satisfactorily, and will constitute one of the major preoccupations of the Commission at its next session. The next session of the ESCAP should effectively contribute to the success of the special session of the General Assembly on development and international economic co-operation scheduled prior to the regular session in September 1975.

49. Co-operation with United Nations agencies and bodies, and particularly UNDP, has been greatly intensified. The recent decisions to decentralize technical assistance activities to regional commissions would enable ESCAP to further demonstrate its capacity and capability to successfully meet the challenges of development in the region.

C. THE UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

50. The major issues to which UNCTAD, given its responsibilities in international trade, development finance, and transfer of technology should address itself in the period ahead are delineated below. Though interrelated, the action required could conceivably be defined at two levels: a contribution, together with other international organizations concerned, to a new institutional framework of international economic relations and, within that framework, the elaboration of policy measures in the sectoral areas which fall within UNCTAD's competence.

51. The first set of issues concerns the improvement of the external environment - as distinct from domestic policies affecting international economic relations - through the establishment of new rules governing international economic relations. These new rules should aim at achieving a more rational use of world resources and a more equitable distribution of wealth consonant with the objectives set out in the Declaration and Programme of Action.

52. To be viable, a new international adjustment mechanism ought to be based on the recognition of the interdependence of problems of trade, development finance, and the international monetary system. Some arrangements have already been established or suggested in international organizations aimed at facilitating a more coherent approach to these related issues. The efforts being made by UNCTAD in this direction, both conceptually and through its active participation in the preparatory work of the reform of the international monetary system, together with its expected contribution to the multilateral trade negotiations, require to be vigorously pursued in the period ahead.

53. Of prime importance to the future network of world economic relations is the restructuring of the entire commodity economy. Recent developments in the field of

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raw materials and primary commodities bear witness to the fact that, here more than anywhere else, the system in force, reflecting as it does a legacy from the past, calls for a complete recasting. Effective and early action in this area where UNCTAD has a particular responsibility is, in many respects, a determining condition for the establishment of a new international economic order. Indeed, a successful result on the commodity front will pave the way for rapid industrialization, since it is often the resources generated by the commodities sector that strengthen and sustain the process of industrial transformation in developing countries. Accordingly, the problem of trade in manufactures should increase in importance.

54. But the "new rules of the game" cannot be limited to any particular sector or issue. If they are to last, they should be founded on new principles regarding international economic relations, take full cognizance of the prominent place to be given to development problems, and provide operational instruments and mechanisms to put them into effect.

55. Three themes underlie the search for new approaches:

- (i) the need to develop international policy instruments directed towards a concerted management of the world economy involving the effective participation of developing countries in the economic decision-making process;
- (ii) the recognition that world trade is already subject to planning and management by Governments and transnational corporations. Moreover, within the existing institutional framework, the free working of market forces tends to perpetuate a structure of international economic relations which is in contradiction with the objectives of the New International Economic Order. The new rules of the game cannot, therefore, be based on old concepts of "free" enterprise and "free" trade. They should provide for policy instruments which would deliberately subordinate market forces to the achievement of these objectives;
- (iii) the recognition that traditional commercial policies are not commensurate with the requirements stemming from the trade and development issues at stake, taking into account the variety of situations and the complexity of modern economic management. They need to be complemented by the full utilization of international and domestic economic measures designed to accelerate the necessary structural changes.

56. The medium-term plan allows for (i) selectivity in defining these problem areas which, given their particular significance to development and the present state of world economic affairs, require early and priority action, and, concurrently, (ii) investigation, definition, and discussion of new approaches which may facilitate the formulation and negotiation of trade and related policy measures.

57. The need for action was stressed by the Secretary-General of UNCTAD on

several occasions before the Trade and Development Board, the ECOSOC and the General Assembly, and is also reflected in the presentation of the Programme Budget for 1976-1977, which includes a short discussion of the four priority areas concerned, i.e. international commodity policy, economic co-operation among developing countries, transfer of technology and financing related to trade. International policy action required in these areas is of such fundamental importance for the elaboration of a new international economic order that, irrespective of progress achieved in the immediate future, these areas are likely to assume in one form or another a prominent place throughout the period covered by the Plan. Also, cutting across the lines of problem areas, questions relating to trade with socialist countries need to be examined in their own right. Likewise, the least developed countries and the land-locked and developing island economies require special attention.

58. Much has been gained in the first 10 years of this organization in elucidating the issues, bringing out their complex interrelationships, posing problems, and pointing to possible solutions. It is equally true that some concrete results have been achieved in the more operative sense exemplified by the establishment of the Generalized System of Preferences, the agreements on a few commodities, and the Code of Conduct on Liner Conferences. Nevertheless, the results obtained are not commensurate with the considerable research work accumulated nor with the intensive deliberations held at the intergovernmental level. This is why the new approaches underlying the medium-term plan will attempt to move UNCTAD beyond the deliberative role it has mainly assumed so far and into effective action. Future work will be increasingly directed towards circumscribing possible options, bringing out the orders of magnitude involved therein in terms of required commitments, and formulating proposals which would lend themselves to negotiations on concrete solutions rather than on mere expressions of position.

59. In this regard, UNCTAD will not have to start from scratch. It could profitably capitalize and expand on experience acquired and current efforts undertaken in the United Nations at large to develop new multilateral instruments and mechanisms of economic co-operation. A number of elements featured in the Plan respond to this preoccupation. They include for example schemes such as those being developed within the over-all integrated approach to primary commodities and raw materials, the pending proposals concerning the link between SDR and additional development financing, the revision of the World Patent System, the elaboration of a Code of Conduct on Transfer of Technology, and the development of various forms of economic co-operation and trade expansion among developing countries.

60. It is a matter for further consideration whether, pending the outcome of the discussion on the possible establishment of a comprehensive trade organization, the general orientation outlined above would not also entail changes and adaptations in the structure and proceedings of the UNCTAD machinery. In any event, to be effective it requires the strong support of all parties concerned.

D. THE UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

(a) Industrial Development and UNIDO*

61. The developing countries allocate annually, out of their own resources and external aid, roughly \$US 15,000 million for industrialization. UNIDO's total resources for operational activities are of the magnitude of \$US 20 million a year. Therefore, purely from the quantitative point of view, the resources of UNIDO cannot have a direct impact on the process of industrialization. The resources assigned to pre-investment and technical assistance activities in the developing countries may be estimated at roughly 20 per cent of the total investment. UNIDO's resources with respect to this smaller figure are again infinitesimal, especially if one considers that the developing countries allocate resources not only to investment in industry but also to the current management of industrial enterprises and to the development of technological and industrial infrastructure and technical capacity in general.

62. The impact that UNIDO can make will occur therefore not through its direct intervention in the process of industrialization but through the indirect efforts of consultation, exchange of views, demonstration, training and the gradual imperceptible forming and reforming of attitudes and policies as regards industrialization. As an international organization, UNIDO can be most influential if it handles problems of industrialization from the international and multicountry point of view. If, however, UNIDO as a purely advisory and consultative agency applies its limited resources and capacity to the national problems of industrialization of the developing countries, then its resources and impact will appear to be extremely small compared with the national resources and authority. None the less, UNIDO has been working on a policy directive to concentrate on operational projects at the request of the developing countries. The UNDP, in its last country programming, has assigned more than 80 per cent of its resources to national projects. Therefore, the operational programme of UNIDO is predominantly "national" while greater effectiveness might have been obtained if the programme and the activities were to be predominantly "international". Can there be a solution to this problem?

63. Experiences gained from national projects might contain elements that could be put together to form an "international" picture related to one aspect of industry or to one stage of industrialization of the developing countries. It seems, therefore, that one of the essential objectives in the activities of UNIDO should be to ensure that international experience in industrial technology, finance and management can be usefully applied to national problems of industrialization and vice versa, i.e. to sum up and synthesize elements from the large number of national operational projects in order to make an international contribution towards the better understanding and greater acceleration of the industrialization of the developing countries.

* The paragraphs in this section are taken, with slight changes, from the Report of the Executive Director to the Seventh Session of IDB, ID/B/122.

64. This may be one of the key functions in harmonizing what are currently called operational activities with the headquarters activities of UNIDO financed by the regular budget. The development of experience and capacity in UNIDO to manage the double flow process referred to in the previous paragraph will be essential not only to the successful development of operations, which is currently the predominant aim, but also to an increase in the impact of the organization on the process of industrialization itself. In line with this scheme, it is necessary that co-ordination and harmonization in substance and magnitude be developed between operations and headquarters activities. In a schematic way, operations in the field cannot be fully effective without a body of knowledge and experience that is developed and continuously updated at headquarters. Conversely, no amount of studies and analyses at headquarters could effectively represent the reality of industrialization in the developing countries without being tied to a large and active programme of advice and assistance to those countries.

65. If the validity of this view is generally recognized, it would be most desirable to strengthen and develop the means of communication and contact, both administrative and technical, between UNIDO headquarters and the hundreds of its experts in the field. At present, UNIDO has no contact with field experts except through formal reports and occasional briefings or debriefings. In many cases, the desired contacts and communications would have to be made through the resident representatives of the UNDP and would be subject to certain limitations and the discretion necessary for the international functioning of the operational programmes. Further expansion of the number and functions of the UNIDO Industrial Development Field Advisers would greatly assist in achieving this objective.

66. A similar situation exists more or less between UNIDO and a large number of industrial and research organizations in the advanced countries. No doubt, many of the organizations, whether commercial enterprises or otherwise, could be useful sources of information and advice to UNIDO and, conversely, they could also be the means through which information on UNIDO activities and studies could be disseminated. Preliminary discussions with some of the industrialized countries' Permanent Representatives to UNIDO have recently indicated the possibility of developing UNIDO's relations with institutions of industry and research in their countries. These possibilities will be further pursued.

67. With regard to the developing countries, UNIDO Industrial Development Field Advisers would be useful channels of contacts and communications. However, UNIDO has concluded in December 1972 an agreement with the Government of India (cf. document ID/B/127) which may indicate a new possibility of establishing between UNIDO and representative institutions in the developing countries joint programmes and annual discussions to cover a number of selected activities of joint interest. UNIDO has also agreed to a similar action with the Government of Indonesia. In this connexion, document ID/B.L.140 may be noted since it raises the important question of increasing the exchange of information and experience among the developing countries. The same question has also been the subject of the recent General Assembly resolution 2974 (XXVII) on co-operation among developing countries.

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68. In the case of industrial projects a pre-investment study cannot be absolutely correct or complete unless it has been developed with careful consideration of the perspectives of financing the ultimate implementation of the project. Technology, trade, wages and prices change rapidly and choices in the design of new industrial enterprises range over a wide area. Hence, no investor will agree to follow a study that was made a few years previously nor will he risk putting up capital without careful and repeated examination of the different alternatives and without checking the policy and managerial arrangements. This separation between investment and pre-investment, which is an established principle in the multilateral assistance of UNIDO and UNDP, presents a considerable handicap to the effectiveness of many industrial operational programmes. The recipient countries, on the one hand, find that the feasibility studies and pre-investment projects always need further elaboration and modification every time they are examined for financing. On the other hand, UNIDO is not in a position to receive information from, or to come into close consultation with, the sponsors of the projects so that the organization could design its feasibility studies in accordance with the requirements not only of economy and technology but also of prospective financing and managerial opportunities. This situation may not be as serious in other branches of economic and social development as it is in industry. UNIDO does not need to be transformed into a financing organization, but it has to have access, in consultation with the developing countries, to the information and sources that would make its studies more appropriate for successful and practical decisions to financing and construction of industrial enterprises.

69. In this connexion, two specific actions may be mentioned. The first one is the approach of UNIDO towards investment promotion (cf. document ID/B/123/Add.7). This is a question that is being examined repeatedly in the Board, in the General Assembly and, most recently, in the report of the Group of High-Level Experts on a Long-Range Strategy for UNIDO (cf. document ID/B/133). The objective of UNIDO through this programme was not to reach final decisions with regard to financing by the sponsor of an industrial project from a developing country and a source of external financing through a short discussion or the exchange of a few letters. This can never happen. The purpose of UNIDO in its promotional approach in general, and in financing and investment in particular, is to afford to the developing countries a greater opportunity of identifying for themselves the widest possible range of opportunities of external co-operation. But opportunities have to be followed and examined and negotiated in order to reach conclusions. And decisions can never be fruitful unless they are based on feasibility studies and proper industrial project proposals. UNIDO therefore tries to increase the availability of technology and external finance to the developing countries under the best possible conditions. The other purpose of this approach is that through direct contact between supply and demand in questions of finance, technology and management, UNIDO can avoid the above-mentioned difficulties of artificial separation between investment and pre-investment in industrial projects and can also avoid any bias that may result from assisting the developing countries through experts or consultants from one particular advanced country or from one school of technology.

(b) The Plan

70. The Industrial Development Board at its eighth session directed the secretariat to use the conclusions of the Ad Hoc Committee on a Long-Range Strategy for UNIDO as guidelines when preparing the medium-term plan and programme budget of UNIDO. The conclusions of the Ad Hoc Committee, adopted by the IDB, give first priority to operational activities and to action-oriented studies, research, and other activities aimed at enhancing the role of UNIDO in advising developing countries, at their request, in their formulation of industrial policies and strategies for industrial development. Second priority was given to UNIDO's role in the co-ordination of the activities of the United Nations in industrialization and to its function as a clearing-house of information. Third priority was accorded to promotional activities.

71. The medium-term plan is anchored in these considerations, with particular attention being given to the two elements to which the IDB has assigned first order or priorities, namely, operational activities and the strategies and policies of industrialization.

72. The delivery of technical assistance, the bulk of it financed by UNDP, has been, is and probably will continue to be during all of the plan period, the principal (but not the sole) means by which UNIDO can carry out its mandate in the developing countries.

73. The industrial sector now absorbs the second largest share of UNDP resources, and according to the 1973 Report of the Administrator of UNDP (DP/48, p. 15), technical co-operation for industrial development appears to be rapidly on its way towards overtaking the agricultural component of the Development Programme. UNDP anticipates an increase from 15 per cent to 21 per cent in the proportion of industrial projects to the total value of new projects as compared with the total value of current projects. While there are other agencies, such as ILO, which execute UNDP-financed projects in the industrial sector, forecasts of UNIDO project approvals under UNDP's Indicative Planning Figures over the plan period total about \$180 million. The medium-term plan has been formulated on the initial assumption that, UNIDO will be able to deliver over \$60 million of technical assistance in 1976-1977 and a higher amount in the succeeding biennium, financed from IPF and all other sources. This would fall short of the levels required to maintain a flow of delivery comparable with the level of project approvals indicated by analysis of current country programmes and advance knowledge already gathered about the second cycle of country programmes.

74. A major effort to increase delivery capacity and to speed up delivery would be certainly welcomed by potential recipient countries.

E. THE OFFICE OF LEGAL AFFAIRS

75. The work of the Office of Legal Affairs in 1976-1979 will involve legal research, advice, and drafting on questions which have not yet arisen, and service not only to certain permanent bodies but also to conferences and ad hoc organs

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which have not yet been decided on. It is safe to predict, however, that the workload of the Office will increase, both through the continued occurrence of unforeseeable emergencies, and through the steady growth of requests for legal assistance in consequence of the expansion of the activities of the Organization.

76. Legal work expands even more than the number of such requests because research on each individual problem tends to become more time-consuming and laborious with the increase of the number of resolutions, decisions, conventions, and other sources of law which must be taken into consideration. It would also appear likely that during the four years in question there will be about twice as many conferences to be serviced by the Office as during periods of similar length in the past, since the work of UNCITRAL has now advanced to a point where conferences will be called to consider its drafts (the first such conference having been held in 1974), and these conferences will be added to those called to consider drafts prepared by the ILC.

77. The work of the Office will enter into new fields at the same time as those fields are taken up by the deliberative bodies in the Organization. One field in which the United Nations seems certain to become more active is, in broad terms, the construction of a new international economic order, giving appropriate recognition to the justified claims of both the developing and the developed countries. The precise modes in which the Office will contribute to this effort cannot of course be exactly predicted, but it seems desirable that it should endeavour to equip itself now to meet demands in this regard which will be made upon it in the future.

F. THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

78. In the 1976-1979 period, new and encouraging trends may lead to the solution of many of the problems being faced. For instance, a substantial number of refugees of concern to UNHCR are from territories now emerging from colonial rule. As independence is achieved, UNHCR will facilitate the voluntary repatriation of these refugees and contribute towards their rehabilitation, thus helping to end the plight of large masses of uprooted people.

79. However, it would be unrealistic to assume that all current refugee problems will be solved permanently or that no new situations will emerge. Even as there are promising indications that refugees from certain African countries may soon be able to return home disquieting trends are noticeable elsewhere, for instance in Latin America.

80. Further, serious humanitarian problems have arisen in recent years that have required, on the part of the international community, practical and speedy measures of assistance similar in nature to those required in refugee situations. In the light of relevant General Assembly resolutions, the High Commissioner has undertaken the essential humanitarian actions in addition to the traditional work of the Office.

81. The dilemma that UNHCR faces in planning arises from the impossibility of foreseeing, with any degree of certainty, the nature and magnitude of tasks that may confront it in the years ahead.

G. THE DIVISION OF HUMAN RIGHTS

82. The main United Nations activities in the field of human rights are conveniently divided into those relating to standard setting and those relating to implementation. Even after the International Covenants on Human Rights came into force in 1975 the standard setting activities of the various United Nations organs active in the field of human rights will continue in matters such as economic and social development, science and technology, population, and environment. To developments in these areas, and others of concern to world public opinion, will correspond the need for definition, and adequate protection, of the human rights which may be involved.

83. The standard setting and implementation activities of the United Nations in the field of human rights will continue to be buttressed by studies and research, education, and the involvement of mass media. The greatest stress, however, will be placed on development of methods of implementation for the world-wide standards proclaimed by the United Nations in the field of human rights. The scope of the various procedures which have been established for this purpose in the last few years will increase and additional means of implementation may be set up.

84. These measures of implementation are provided on the one hand in international instruments adopted by the General Assembly and on the other hand in non-conventional procedures established under the Charter by resolutions of competent United Nations organs, essentially the General Assembly and ECOSOC. The latter are not compulsory but are applicable to all Member States; the former are binding on States parties to the international instruments, whose number is expected to increase at relatively fast pace. (There are at present 72 States parties to the International Convention on the Elimination of All Forms of Racial Discrimination and 28 to the International Covenants on Human Rights.)

85. It may be anticipated that all the three basic methods of implementation will be more intensively utilized. First, more reports will be processed, they will be more thoroughly examined, and additional information as to practices of Governments will be demanded. Second, good offices will be extended and conciliation efforts will be made by the competent bodies. For example, a resolution which the twenty-ninth session of the General Assembly adopted concerning Chile expressly entrusts for the first time such types of functions to the President of the General Assembly and to the Secretary-General. Further consideration in the Commission on Human Rights, the Sub-Commission, the Economic and Social Council and in the General Assembly, of agenda items on violation of human rights will open possibilities of examining other situations of alleged violation of human rights. The third method of implementation consists in the examination of complaints emanating from Governments and from private individuals. It will also call for substantially increased levels of activity, as the relevant procedures become better known and are more widely utilized.

86. The periodic reports procedures, and the communication procedures under ECCSOC resolution 1503 (XLVIII), are to be ultimately replaced, but it may be anticipated that they will continue in existence for quite some time until the great majority of United Nations Members have become parties to the binding procedures of the Covenants and the relevant conventions. The procedures of examination of private communications under resolution 1503 (XLVIII) are now generally accepted and it may be expected that the stage of studies and investigation will soon be reached by the Commission on Human Rights, with ultimate reporting to ECOSOC.

87. The entry into force of the Covenants will transform and enhance the role of the United Nations as regards the protection of human rights. It is expected that the ratification by the first 35 States parties will influence other eligible States, and hasten further ratifications.

88. The Decade for Action to Combat Racism and Racial Discrimination, now entering in its second year, will cause increased demands for the United Nations promotional and other activities on a subject which is considered as being of the highest priority by the great majority of the Members of the Organization.

H. THE DEPARTMENT OF CONFERENCE SERVICES

(a) The situation

89. Changes in the international atmosphere have made themselves felt in the past two years in a marked increase in activities at the bilateral level, within the United Nations system, and on the part of private and semi-private organizations. These activities have generated a greater demand for United Nations conference services.

90. This general situation is complicated by a number of factors, the first being the growth in the membership of the Organization. This is coupled with heightened public interest in its work. There is also a greater emphasis on action by the United Nations in areas traditionally the preserve of the specialized agencies.

91. Secondly, there has been an increase in the use of working and official languages. In the case of Chinese alone there has been a 50 per cent increase in the linguistic workload since 1972, and Arabic has been added as a working language of the General Assembly and a language of the Conference on the Law of the Sea. The latest development is the establishment of a translation service in German. In practical terms, these developments have meant the recruitment of some 200 extra language staff since 1970.

92. Thirdly, there is the question of the geographical distribution of the location of United Nations activities. In resolution 2609 (XXIV), the General Assembly decided that there should be no more than one major conference in any one year. In fact, however, there were six large conferences in various parts of the world in 1974, while seven are planned for 1975 and a further six for 1976. Any conference which requires full language services is, for DCS, a "major" conference, regardless

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of the number of participants. Furthermore, as a series of bodies and organs that have surveyed the Department's work have confirmed, any large conference held away from Headquarters or Geneva produces a corresponding disruption of organizational and managerial arrangements in that it drastically alters the planning and deployment of available resources.

93. There is ample evidence of the effects of these factors in many areas of the Department's work, as well as in that of related services. For example, the number of meetings held at Headquarters in the period from January to August each year grew from 1,469 in 1970 to 1,812 in 1974. /September to December is stabilized by the General Assembly./ In the same period the level of staffing has remained static. Yet if growth in the number of programmes and the scope of activity can take place only if there is a corresponding growth in conference services, then it follows that if there is no such increase then there is a built-in potential for crisis.

(b) The Plan

94. Given these circumstances, there are three areas in which action is needed during the 1976-1979 medium-term plan. The first relates to the concept of quotas, the second to technical innovations, and the third to managerial and organizational improvements.

- (i) A limited quota system has already been applied for documentation originating in the Secretariat. This should be extended to all other sources of documentation and also to meetings, for two reasons: First, the necessity of limiting the growth of the cost of the conference servicing operation as a whole. Second, it is increasingly difficult to recruit properly qualified conference staff, especially in the professional categories. If such over-all quota arrangements could be instituted then - and only then - would it be possible to plan without unnecessarily large and costly safety margins in staff and budgetary resources. But the debate on publications and documentation which took place in the Fifth Committee in the fall of 1974 shows that while a majority of Member States enthusiastically agree that there is a need to limit the growth of documentation they become more conservative in their views when faced with specific proposals. It might be unrealistic to expect the General Assembly to approve proposals for the extension of the quota system to meetings. In the absence of such a system the work of the Department will continue to be open-ended and the Department will be forced to plan in terms of a larger safety margin in order to allow for unforeseen developments.
- (ii) With regard to the second area, that of technical innovation, the Fifth Committee's debate again leaves little hope that important decisions would be made in the near future. There is some evidence that available technology could in the long run drastically curtail expenditure, especially with regard to document processing. Yet the rather large initial investment required, traditional attachment to the printed word on paper, and mixed feelings about the capabilities of the new

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methodology, combine to restrict the Department's ability to establish a solid foundation for future savings. The interest of Member States in this connexion extends only to support for studies of the problems involved. Delegations do not appear interested in, or ready to support, any technological innovation that affects an end product of our operation that they themselves have to use, i.e. documentation, interpretation and the like. They do, however, appear ready to support innovations within operational processes such as printing and distribution. Consequently, the 1976-1977 budget provides for some additional investment in these areas.

- (iii) As to the need for managerial and organizational improvement, until 1972 there was no great need to view conference services in the over-all context of the United Nations system. Until then conference services had been limited in the geographical sense, even to the extent that the world was divided into areas of responsibility shared between Headquarters and Geneva, with parts of the operation retained by the other components of the Organization (UNCTAD, UNIDO). There was, moreover, a generally negative attitude among the United Nations and specialized agencies alike to the sharing of resources or combined efforts. The legislative bodies, ACABQ, and the Joint Inspection Unit in particular, have requested the Secretariat to improve co-ordination with a view to cutting waste. The need for such co-ordination is the more pressing in view of the need to reconcile expansion of activity with limited resources.

95. The United Nations has already made efforts to initiate co-ordination at the interagency level. There is a need to set our own house in order as well. Certain immediate measures are being taken which, it is hoped, will improve the managerial situation. These include the establishment, within the Department of Conference Services, of a Division or Departmental Administration and Finance which will be directly involved with the co-ordination of our conference servicing operations throughout the United Nations system. The new Division is also to undertake the centralization and standardization of statistical data. Until recently, such data as were collected were so diversified as to be confusing and had ceased to be a useful managerial tool.

96. It might also be appropriate to pay attention to the recommendations of the JIU in its report JIU/REP/74/4, page 167, paragraph 4, concerning the review of the grading standards of language staff:

"... it is recommended that the United Nations phase out as rapidly as feasible its reliance on free-lance interpretation staff in the Geneva Office and set as its objective the employment there, within the next few years, of some 15 regular staff interpretation teams which should be able to service a conference programme of today's size. Such an expansion should be conditioned upon the levelling off of the Geneva conference programme by reducing the May-August peak conference load by some 25 per cent and spreading that percentage of meetings throughout the balance of the year. It should also be conditioned on consultations with the specialized agencies to explore the possible pooling of regular interpretation staff or at least the use by the agencies of any excess regular interpretation staff capacity the Geneva Office may from time to time develop.

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"At the same time, it is clear that it will be difficult to recruit the necessary regular staff to replace free-lance staff. A large percentage of existing free-lance staff is not eligible for United Nations employment because of age, and many of such staff do not find United Nations salary levels attractive. It has not been possible for the last two years to recruit a sufficient number of qualified interpreters to fill the existing established posts for Chinese- and Russian-language interpreters. Accordingly, it is recommended that the Secretariat, in co-operation with the specialized agencies, should arrange for adequate training programmes, should broaden their recruitment policies and intensify their recruitment efforts, should seek governmental assistance in finding candidates for recruitment, and should review their grading standards for interpreters in order to make certain that these will attract qualified candidates."

97. This was approved by the ACABQ and supported by the majority of the speakers on this item in the Fifth Committee during its recent debate on the Pattern of Conferences.

I. THE OFFICE OF GENERAL SERVICES

98. General Service activities are more effectively planned over a 10-year than over a four-year period. In this field the two major areas of concern are the need for adequate accommodation, and the flexibility of the institutional set-up:

(a) Accommodations

99. Accommodations of all types will continue to be a major administrative problem. At Headquarters the office space to become available in the new United Nations Development Corporation building will meet the needs of the United Nations only through 1976. By 1979 rentals in other buildings could equal or exceed the space occupied (132,000 sq. ft.) in the UNDC building. Plans must be developed now to meet this situation. The possibilities would seem to be:

- (i) a firm freeze on staff growth in New York and the location of all new activities elsewhere;
- (ii) continued rentals of outside space;
- (iii) construction of a building on the United Nations site; and
- (iv) transfer of staff from New York to other locations.

It is likely that several of these possibilities will need to be adopted simultaneously.

100. As for locations overseas, while it would appear that adequate office space will be available for the foreseeable future in Geneva, Vienna, Bangkok and Addis Ababa, a serious shortage already exists in Santiago. In Beirut and Nairobi the current temporary arrangements will need to be replaced by permanent facilities.

The initiation of construction projects in these cities will call for continuing co-ordination and technical direction by Headquarters.

101. There is every indication that the number of Member States will increase further. The General Assembly Hall and main conference rooms at present can seat representatives of 142 Member States. This number can be increased to 150 with some limited cost. Should the membership exceed 150 a major and very costly reconstruction of the Plenary Hall and main conference rooms, including the Security Council Chamber, would be necessary. Planning for such an eventuality will be required during the next few years.

102. The increase in membership has already overtaxed the delegates' facilities in the lounges and dining areas and the staff cafeteria and other catering areas are heavily overcrowded, particularly during the period of the General Assembly. A proposal has already been developed to expand the delegates' lounges, the dining room, and the cafeteria. Further additions to the membership will make this remodelling all the more urgent. This project is currently estimated to cost \$20 million; each year's delay will increase the cost to the Organization.

103. Finally, during the next five to 10 years steps will have to be taken to expand and improve the space occupied by the printing and reproduction plant and the various mechanical and trades shops. It will also be necessary to develop a more accessible and efficient warehouse for documents, archives and other records.

(b) Flexibility

104. The second major area which will be of importance in forthcoming years is the capacity of the Organization to respond quickly and efficiently on the administrative and logistical level to political emergencies and natural or other disasters. Central to this problem is the need to complete the upgrading of the communications facilities of the United Nations. A comprehensive 10-year programme has already been initiated to meet this requirement. A related problem arises from the fact that it now takes months to obtain delivery of motor vehicles, communications equipment and other items needed in an emergency or natural disaster. Attention must be given to the feasibility of stockpiling more equipment and supplies so that they can be immediately available as required.

105. Contingency plans should also be drawn up for the manning of emergency activities on short notice with qualified and dedicated staff. Experience has shown that the ad hoc arrangements made to staff emergency projects overseas should be replaced by a planned programme which would provide for the availability of qualified staff of appropriate nationalities as required. Such a programme could be based on a strengthening of the cadre of Field Service officers and the implementation of a more flexible system of interchangeability of such staff between established offices and field missions.

106. It is impossible to predict the future course of the present world-wide inflation, or to foresee future currency realignments. For the immediate future,

and for some time to come, however, it will be necessary to approach major procurement and contracting projects, particularly those drawn out over a period of time, with extreme caution. The United Nations procurement and financial rules were created during a period of relative economic stability, and reflect conditions favourable to a purchaser. Today, however, the vendor is in a much more dominant position. The shortage of materials and fluctuations of price are reflected in sellers' attitudes and terms. As a consequence it is likely that the application of the financial and contracting rules will have to be increasingly flexible in the days to come.

107. In almost every service provided by this Department one can anticipate, over the next five to 10 years, changes arising from technological developments. These changes will include the application of increasingly advanced techniques of records reproduction and microfilming to records management; the extension of computer technology to various service functions through the use of remote computer terminals; and the application of advanced techniques of measurement of metal, cement and wood fatigue to long-range equipment and buildings' maintenance programmes. Although the full impact of these innovations cannot be forecast now, it is clear that they will have a substantial effect on the ways in which general services are provided in future years.

4. A METHOD FOR PLANNING PROGRAMME GROWTH AND PRIORITIES

INTRODUCTION

(a) The past

1. Before discussing any method for planning programme growth and priorities for the future one should ask the questions that the facts of growth and changing priorities in the past, presented in chapter 2, inevitably raise: Has the pattern of resource allocation in the past been a good one? Have some programmes been permitted to grow unduly fat? Have others been kept unduly lean? Have the results obtained justified the costs?

2. If answers to these questions regarding the past are difficult, and they are, so is the process of priority-setting for the future. This state of affairs should be faced squarely. The examination of the past in chapter 2 also makes clear that question of priority growth has always been answered implicitly, through the indirect method of budgetary bargaining over new positions, funds for travel, and so on.

3. The task of determining priorities cannot be avoided, and the attempt to make it explicit, and so subject to direct discussion of the substantive issues involved, is worth while.

(b) A first attempt

4. The present chapter is a first attempt at designing a method for determining programme priorities and medium-term growth. This attempt is intended for discussion and evaluation by the intergovernmental bodies concerned, and as the basis of further discussion within the Secretariat.

5. The proposed method's main features are:

Phase 1: The determination of priorities among programmes by a procedure involving the adding up of ratings derived from a set of criteria. Those programmes with ratings above a certain level will be designated "high" priority, those below another level will be designated "low" priority, and the rest designated "average" priority. High priority programmes will receive a rate of growth that may be several times the average planned rate of growth for the four years 1976-1979. Those with an average priority will receive the planned rate of growth for the United Nations as a whole and those with a low priority a lower than average, perhaps zero or negative, rate of growth.

Phase 2: Those programme managers who wish to challenge these designations will have an opportunity to do so by presenting, within a deadline, a memorandum arguing their case for a change from, for example, average to high priority. This memorandum will be considered by the Budget Division and, if it is convincing, a

changed designation will result. Final arbitration between divergent positions will be made by the Secretary-General.

(c) Discussion and improvement needed

6. This method has not been taken into account in determining the 1976/77 budget; CPC and other competent bodies will evaluate and modify it before it is applied in practice. If this or some other method is approved by the CPC it can be attached to the final version of the medium-term plan for consideration by ACABQ and the General Assembly.

7. The discussion that is required is twofold: First, is the use of such a method generally acceptable in the United Nations? If so then, second, what are the needed improvements?

8. The fact that the United Nations is not organized along programme lines, so that in several instances there are no "programme managers" to take sole responsibility for arguing the case for each programme, is one of several administrative problems that will have to be discussed. There are also many problems of a more technical nature to be resolved before the first phase is fully operational: the details of the list and definitions of the criteria, the scales and procedures of numerical rating, and the weights for addition of the ratings, all need to be determined.

9. The "mechanical" character of the methodology proposed could be seen as a defect. But it can also be seen as an attempt to be "objective". More importantly, it provides a framework for discussion. The merits of the exercise should be seen to lie much more in the exchange of views, and in the efforts at objective analysis needed to support and substantiate the ratings, than in the numerical framework itself.

The method in outline

(a) The results: The designation of priorities and corresponding growth rates

10. The main feature of the method is the use of incremental priorities. An average over-all growth rate having been decided upon by the Secretary-General for the medium-term plan period, the exercise should first be undertaken to classify the 25 United Nations programmes 1/ into priority categories. The simplest classification would be into three categories of priorities:

- A. Above average
- B. Close to average
- C. Below average

1/ The table of contents, chapters 6-30, provides a list of the programmes.

For example, the ranking contained in the report on "Priorities in the Economic, Social and Human Rights Fields" (E/AC.51/74) was:

Category A: Human Settlements, Industry, Natural Resources, Trade.

B: Refugees, Human Rights, Ocean Technology, Public Administration, Science and Technology, Social Development, Statistics.

C: Development Planning, Agriculture, Disaster Relief, Environment, Narcotics, Population and Transport.

11. Allocating explicit priorities to programmes is a process from which individuals and political bodies usually prefer to abstain. A subterfuge through which one often avoids publicizing priorities to state that all programmes are high priority, a statement which makes nonsense of the term, and is contradicted by the funds actually allocated under the budgetary process. Through budgetary bargaining decisions are made which, as has been shown in chapter 2, translate into explicit allocations and therefore priorities, even though these priorities remain implicit.

12. Having somehow classified the 25 programmes the next step is to allocate growth rates to them, under two types of constraint. The first constraint is financial, an over-all 3 per cent per biennium real growth in the case of this plan. The second is mathematical: given the size distribution of the 25 programmes, a certain degree of freedom exists for the range of rates to be adopted, but that freedom is limited. If growth rates are to be widely diversified then they must be so in both directions, above and below the average, and the distribution of rates must add up to the over-all growth rate.

13. A second decision has thus to be made on the magnitude of the range of growth rates. When the over-all growth rate is 3 per cent per biennium, allocating to a large programme a rate as high as 8 per cent per biennium would probably mean that an equally large programme or several smaller ones would have to get a zero growth or even have to decrease. The higher the growth rates for high priority programmes the lower will be the budgets of low priority programmes.

(b) Conflict of regional and central priorities

14. In view of the regional components of programmes in the economic and social field, a third step is needed for incremental priorities to become operational tools. The presentation of the medium-term plan is by programme, cutting across organizational lines. But the formulation and implementation of the plan, and the use of the plan as a guide for the formulation, implementation and administration of the programme-budget, is by organizational unit. Planned growth rates by programme, once agreed upon, must still be translated into rates for existing organizational units. This poses the problem of regional versus world-wide priorities. The General Assembly or ECOSOC may decide, at the world level, on a certain order or priority; but it may happen that the Economic and Social Commission for Asia and the Pacific thinks that, in the region it serves, the order of priorities should be different. In terms of growth rates, the problem is that if it

is decided that the natural resources programme (for example) should enjoy a priority growth rate of say 8 per cent, then it should not be considered necessary that the natural resources programme in each regional commission should have this same growth rate of 8 per cent.

15. There are also further complications:

- (i) The activities of one regional economic commission may, as a whole, be considered as higher priority than Headquarters' or other regional economic commissions activities. This is for instance the case with ECWA over the 1976-1979 period.
- (ii) From arithmetic considerations it follows that even if each programme conducted by the regional economic commissions was to enjoy the same growth rate as it does at the world level, the differing proportions of the programmes in each organizational unit would mean that their total growth rates would differ from each other.
- (iii) If the consolidation of the five regional programmes' growth adds up to a rate which differs from the one allocated world-wide, the question arises: should regional priorities have the first choice and should Headquarters programmes' growth become a residual or vice-versa?

16. But the main consideration remains the fact that each Regional Economic Commission may wish, after considering decisions made at the world level on growth rates, to allocate to its own programmes rates differing from those fixed world-wide for the same programmes.

(c) The determination of non-programme growth

17. Ideally, priorities should be discussed and decided upon across the whole United Nations budget, so that there is a comparison between, say, political and Security Council affairs activities on the one hand and industrial development on the other hand. All non-programme functions (policy-making organs, executive direction, administration and management, conference services) should have been previously allocated to programmes and the discussions on priorities conducted on programmes only. With such a procedure there would be no separate discussion on the growth to be allowed for units accomplishing non-programme functions. Decisions on this would be automatically made through the "apportioned-costs" aspect of each programme's total cost so that the non-programme functions would get, as a by-product, a "derived growth" according to both their distribution by programme and the different growth rates of the various programmes.

18. But this ideal process might not be the most practical for all non-programme functions. While it might be argued that the case of Conference Services can be adequately and rationally dealt with by the method just suggested, this is certainly not true in most other cases. It might be desirable, as a matter of policy, to slow down the growth of administration and management functions, in toto or in certain parts of the United Nations, irrespective of the over-all growth. Also,

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since it has proved impossible to apportion meaningfully the costs of policy-making organs and executive direction to programmes, the growth rates for these two functions will have to be decided upon their own merits, or rather projected on the basis of an "average situation" growth, subject to policy decisions likely to be taken during the plan period.

19. The following considerations are offered regarding the functions and programmes not subjected to the priority exercise:

- (i) Over the long-term period, the expenditure in the "General Assembly" has followed an adjusted trend of about 6 per cent per biennium in real terms, compared with a trend of around 13 per cent for the total budget. A continuation of the relationship between the two rates might be assumed. For a total budget growth of 3 per cent per biennium the expenditure for the General Assembly (assuming no special sessions and an average duration for the normal one) would thus increase by 1.5 per cent per biennium.
- (ii) The "Executive Direction" function could, as in the past, remain a constant share of the total and grow at the average rate of 3 per cent per biennium.
- (iii) In the area of administration and management, as an indication of the intention of improving efficiency in this field, a growth below average could be planned: 2.5 per cent instead of 3 per cent. However, a finer breakdown of future trends would probably be needed. Administration at the central level might need a relatively higher growth rate, while decentralized administration (in ESA, the regional economic commissions, UNIDO and UNCTAD), would have to digest the growth they enjoyed in the last 6-8 years.

(d) Special programmes

20. In the "Special Political Affairs and Special Missions" Programme, sudden needs for expansion in activities cannot be anticipated and, when arising, are met by funding decisions outside of the normal planning and budgeting procedure. In this area the medium-term plan should probably limit itself to providing for the maintenance of the current establishment.

21. In the "International Protection of and Assistance to Refugees" Programme the decision has already been taken by the General Assembly that real growth in the regular establishment would be financed through extra-budgetary resources. Whatever priority is attached to the programme, zero growth for the regular budget is in order.

(e) The sequence of operations

22. Thus the following sequence of operations is a possible approach to the planning or real growth in programmes over the medium-term period:

- (i) Take the level and pattern of expenditure, in a base period, such as 1974/75 for the 1976/79 plan, as a starting point for projection. The level and pattern must be analyzed in the format used for the medium-term plan document, viz 25 programmes plus the 4 "non-programme functions" of General Assembly, Other General Policy-Making Organs, Executive Direction, and Administration and Management. Conference Services' expenditures would be distributed to each programme.
- (ii) Project over-all growth according to a previously determined rate. 1/

(Since it is necessary to specify an over-all rate of growth in order to carry out the plan exercise the Secretary-General has decided that, without prejudging the decisions of the CPC, the General Assembly and the Economic and Social Council a real rate of 3 per cent per biennium will be used for the 1976-1979 period.)

1/ Should the "over-all" budget, to which the 3 per cent growth applies, include capital expenditure or should it only be the total non-capital expenditure? In the present circumstances if 3 per cent were to be applied to the bottom line figure the result would be that non-capital expenditure (and consequently programme expenditure) would be allowed a slightly higher rate of growth than 3 per cent.

The following table indicates the shares and growth rates of both non-capital expenditure and capital expenditure which would be compatible with a 3 per cent biennial growth rate (6.1 per cent combined over the two-biennia period) and the capital expenditure which is actually foreseen for the period 1976-79.

The figures are in million dollars at 1974-1975 prices, and net of staff assessment:

	1974-1975		1978-1979		Percentage Increase (Decrease)	
	\$m	% Share	\$m	% Share	Over-all	Per Biennium
Non-capital expenditure	479.0	92.5	512.2	93.2	6.9	3.4
Capital expenditure	39.0	7.5	37.4	6.8	(4.2)	(2.0)
Total (Net)	518.0	100.0	549.6	100.0	6.1	3

The decrease in the share of capital expenditures is due to two facts:

- the amortization of bonds and loans is being paid in fixed annual instalments and the 1976-1979 instalments are smaller than in the previous years,
- the amount of construction expenditure planned for the period also shows some decrease since 1974-1975.

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(iii) Select the functions and programmes which, for the reasons explained above, will remain outside the priority exercise, and allocate growth rates to them according to policy decisions.

(iv) Calculate the consequences of the previous step on the permissible over-all growth for the total growth of programmes subjected to the priority exercise.

(v) Decide on priorities at the world level within the latter programmes.

(vi) Decide on the range of growth rates.

(vii) Fix the desirable over-all rates of growth for each programme.

(viii) Allocate these growth rates to the ESA Division, the regional commissions, and other units participating in multi-unit programmes.

23. The pivot of the whole set of operations, and the operation on which attention will focus, is (v), the discussion and decision on programme priorities. In the search for a method to allocate priorities, the secretariat is helped by ECOSOC resolution 1910 (LVII). The resolution and the views expressed during the debate provide some indications of the criteria to be taken into account in order to assess priorities. These are: the conformity to recent policy decisions by the General Assembly, the prominence of the programme of action (resolution 3202 (S-VI)) being stressed; the financing of certain programmes by extrabudgetary resources; the location of the primary responsibility within the United Nations system; the forthcoming world conferences to be held under United Nations auspices. ECOSOC also noted the report E/AC.51/74 which suggested and used several criteria.

24. But the list of criteria to be used and their definition is only the first aspect of a method of determining priorities. There are two other problems involved:

(i) By what procedure will each programme be measured against a criterion to determine its rating with respect to that criterion? If "effectiveness" is a criterion then how can effectiveness be measured? What scale is to be used and what procedures will be used to determine the rating for effectiveness of, for example, the Human Settlements programme?

(ii) How will these ratings for each programme against each criterion be added up? Are all criteria to be treated equally?

25. These are technical issues, and must be primarily resolved through the experience of trial and error. But if this experience is to be begun some preliminary suggestions must be given, if only so that others can have something to attack and improve on. The discussion below is presented in this spirit.

THREE TECHNICAL PROBLEMS:

(a) The list of criteria and their definition:

26. On what grounds should a criterion be selected? The extent to which a criterion is capable of objective definition, and measures of it can readily be agreed upon, is an important consideration in favour of its adoption. However, it is not a sine qua non, and criteria which at first sight, or at the present time, may be termed subjective should not be systematically rejected. Necessity is often the mother of invention, and the pressures of bargaining under the inadequacies of initial measures may well generate better ones.

27. New activities or new means of action within a programme should not, in themselves, provide a case for high priority growth, since the decision to start new activities is a question of internal management. When a programme manager plans to undertake extra activities which should not in his mind displace or replace existing ones, and which are of such a volume that extra resources are needed, a decision on these resources should be taken by the competent policy-making organ, and the necessary financial implications discussed at the same time. The same applies when the initiative for new activities is taken by the policy-making organ itself. In other words, the consideration of new activities is parallel but outside the discussion on priorities.

28. It might also be tempting to set apart "service programmes" as a special category in the priority exercise. The "service programmes" such as statistics or information devote an important part of their activities to the provision of services to other programmes. One could thus argue that they should derive their priorities from the priority attached to the programmes that they serve. However many, if not all, programmes of the United Nations are to some extent providing services to others. And even the "service programmes" par excellence, like statistics, direct part of their activities outside of the United Nations. Creating a special category of service programmes would probably result in the end in rating them "average growth" since they would combine all other ratings. And this might not do them justice.

29. The five criteria which have been tentatively retained are as follows:

(i) Effectiveness: At present no objective measures of the impact of a programme exist. However, it is common knowledge that within (and sometimes outside) international circles the effectiveness of United Nations programmes are gauged, and the divergencies of opinion are generally not wide enough to deprive these judgements of all validity. There is, of course, a strong need to develop techniques of objective evaluation. In spite of the difficulties this should be regarded as the most significant criterion, for no programme should be given a high priority if it cannot implement its objectives. This applies no matter how laudable the objectives are in themselves.

(ii) Political considerations: This criterion should cover both the extent to which a programme has been named as particularly important by the General Assembly or the Economic and Social Council, in a resolution or decision embracing a wide spectrum of activities and/or involving a large number of countries, and the degree of consensus that a programme receives in discussions in the General Assembly and the Economic and Social Council, as indicated by (for example) the number of negative votes and abstentions when there is a vote.

(iii) Opportunity: If a programme can bring evidence that striking results are at hand in the medium-term plan period an opportunity exists in its area. The existence of plans for a major United Nations conference during the period should be considered such evidence.

(iv) Specificity: Most programmes deal with matters which are, in part at least, either dealt with from another angle by, or are closely related to, other programmes of the United Nations or of specialized agencies of the United Nations. The degree of specificity of a programme should be assessed by evidence that overlapping and duplication has been checked by agreements allocating each party's share of the total task.

(v) Staff/Workload "Ratio": Many organizational units have been termed under (or over) staffed by official reports from AMS, JIU, Internal or External Audit, etc., These judgement should be used as the primary evidence for ratings under this criterion.

30. This list is not exhaustive. Other criteria could easily be conceived. For example the existence of extra-budgetary resources for a programme needs to be taken into account. It is not a simple matter, however, to define the way in which these resources should be taken into account in determining priorities for the regular budget, and it has been felt that, for these illustrative purposes, it should not be part of the list of criteria. The following data on the share of trust and other extra-budgetary funds in Headquarters and Regional Commissions' non-field activities is provided for information:

ECONOMIC, SOCIAL AND HUMANITARIAN PROGRAMMES TRUST
AND OTHER EXTRA-BUDGETARY FUNDS AVAILABLE FOR
NON-FIELD ACTIVITIES

(as a percentage of regular budget expenditure)

	Year 1969 %	Year 1970 %	Year 1971 %
PMO, Direction, and A and M	12	10	15
Agriculture	0	0	0
Development Planning, Projections and Policies	22	20	24
Human Rights	0	0	4
Human Settlements	19	24	15
Industrial Development	37	59	72
International Narcotics Control	0	0	0
International Protection of and Assistance to Refugees	30	30	30
International Trade	2	1	1
Natural Resources	19	37	36
Population	33	61	113
Public Administration and Finance	25	4	4
Science and Technology	0	0	0
Social Development and Humanitarian Affairs	10	8	8
Statistics	4	2	8
Transport	33	122	70
Total ESHP	29	32	34

(b) Numerical ratings under each criterion:

31. What follows is meant to be an indication of how the criteria could be translated into numerical ratings:

(i) Effectiveness:

A mark of 10 denotes a programme which has produced direct evidence of the positive impact of its work e.g. that national laws or policies in a number of specified countries have been improved as a result of its activities; a mark of 5 denotes that a programme has produced indirect evidence of the positive impact of its work; all other programmes receive a mark of 0.

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(ii) Political considerations:

A mark of 10 denotes programmes named in, or directly involved by, the programme of action on the establishment of a new international economic order; a mark of 5 denotes programmes directly related to the objectives of the second development decade; all other programmes receive a mark of 0.

(iii) Opportunity:

A mark of 10 denotes that the programme has primary responsibility for the organization of a major conference during the medium-term plan period; a mark of 5 denotes that the programme has produced evidence that a meaningful and important result (for example wide agreement and implementation of a major international instrument) is most likely to be achieved during the MTP period; all other programmes receive a mark of 0.

(iv) Specificity:

A mark of 10 denotes a programme about which written evidence exists that a division of labour is agreed on between itself and all programmes doing related work and effective co-ordination is regularly implemented, or for which the United Nations is the only agency to deal with the problems addressed by the programme; a mark of 5 denotes a programme for which the United Nations is clearly identified by a General Assembly or Economic and Social Council decision as having the primary responsibility in the field concerned; all other programmes receive a mark of 0.

(v) Staff/Workload Ratio:

A mark of 10 denotes a programme termed understaffed by an official report; a mark of 0 denotes a programme termed overstaffed by an official report; all other programmes receive a mark of 5.

(c) Adding up the individual ratings:

32. The marks under each criterion should add up to over-all markings that exhibit a range wide enough to avoid ambiguity in the over-all priority classification. In the marking system used above each programme gets, from the standpoint of each criterion, a classification as high, average or low priority:

Programmes	Criteria					Total	Ranking
	(i)	(ii)	(iii)	(iv)	(v)		
A	5	5	5	0	0	15	4
B	5	10	5	5	0	25	3
C	10	5	10	5	10	40	2
D	10	10	10	10	5	45	1
E	0	0	0	5	0	5	5

33. It will be recalled that in an earlier part of this chapter, it was suggested that three categories of priority might be established. In this case the priorities resulting from this ranking might be:

High: Programmes D, C.

Average: Programmes A, B.

Low: Programme E

Finally, if the average real growth rate is 3 per cent and a range of 10 per cent to -2 per cent is agreed on, then the high priority programmes D and C would get growth rates compatible with a 3 per cent growth for A and B and a zero or negative growth rate for programme E. Clearly some leeway for bargaining is permitted here, but the size of the programmes, combined with the laws of arithmetic, will impose fairly severe constraints. The final result may look like this:

Programme	Priority	Real Growth % Per Biennium 1976-1979
A	Average	3%
B	Average	3%
C	High	6%
D	High	6%
E	Low	-2%

34. The translation of programme growth rates into growth rates for organizational units, such as the regional commissions, remains. Again, arithmetic constraints will exist once the programme growth rate is established, but there will still be a certain leeway for bargaining.

There are a number of unresolved technical issues here:

- (i) should the criteria be given equal weight?
- (ii) should the priority categories be finer, for example distinguishing very high from high priority? A gradation of growth rates finer than three categories may be desirable.
- (iii) the suggested marking scheme of 10, 5, 0, for each criterion is only one of many that could be adopted.

35. The results of the exercise might be summarized in a form that might look like this:

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INCREMENTAL PRIORITY RATINGS

PROGRAMMES	CRITERIA					Total	Ranking	Priority ^{1/}	Real Growth Rates 1976-1979
	Effectiveness	Political Considerations	Opportunity	Specificity	Staff/Work-load Ratio				
Dept. of Political and Security Council Affairs									(*)
Special Political Affairs and Special Missions									
Office of Legal Affairs									
Dept. of Political Affairs									
Trusteeship and Decolonization									
Development Planning, Projections and Policies									
Disaster Relief									
Education, Training and Labour Management									
Environment									
Human Rights									
Human Settlements									
Industrial Development									
Information									
International Narcotics Control									(*)
International Protection of and Assistance to Refugees									
International Trade									
Natural Resources									
Ocean Economics and Technology									
Population									
Public Administration and Finance									
Science and Technology									
Social Development and Humanitarian Affairs									
Statistics									
Transnational Corporations									
Transport									
									UN: 3%

(*) Decisions on growth rates to be made on other considerations.

^{1/} High, Average, Low.

PART II. PROGRAMMES 1976-1979

5. INTRODUCTORY REMARKS ON PROGRAMME ANALYSES

1. The programme budget presents programme information within the major organizational units, but still retains these as its primary principle of presentation so that components of the Natural Resources programme, for example, appear separately under ESA, ECA, ECE, ECLA, ECWA and ESCAP. Since budget allocations must be made to accountable entities this method of budget presentation cannot be eliminated. But the need still exists, if the logic of programme planning is to be adopted, to have a review of United Nations activities in a form that follows programme lines as exclusively as possible. This is the first document that presents the activities of the United Nations in an exclusively programme form. The programme analyses that follow reveal both how far the United Nations has progressed towards programme planning and how far it has to go.

2. Each programme analysis follows a standard sequence of sections:

- (A) The Organization of the Programme
- (B) The Problems Addressed
- (C) Medium-Term Objectives
- (D) Medium-Term Output
- (E) Legislative Authority

Some brief comments on these sections follow.

The Organization of the Programme

3. This section is, in the standard format, divided into the following subheadings, although many programmes combine (c), (d) and (e):

- (a) Policy-making organs
- (b) Secretariat
- (c) Related work in other programmes
- (d) Related work in other international organizations
- (e) Co-ordination
- (f) Table 1: The Programme in the base period
- (g) Table 2: Programme Growth, 1976-1979.

4. Under "policy-making organs" are listed those organs directly concerned with the programme, such as the Statistical Commission in the case of the Statistics Programme. Subsidiary bodies of the Regional Economic Commissions often named "Committees" and dealing with technical matters, are mentioned with the programme which they review.

5. Under "secretariat" are listed the main units conducting programmes in this field, and their internal divisions. From this information it can be readily seen that most programmes in the economic and social fields are conducted by several organizations or organizational units that are relatively independent of each other. These United Nations programmes, then, are rather loosely bound systems since the ties uniting the diverse programmes within any one organization, such as a regional commission, are in general stronger than those uniting the same programme activities in different organizations.

6. This lack of correspondence between organization and programmes should not be regarded as a "fault" to be corrected, however, since the case for decentralized planning by region is at least as strong as that for planning by programme. But the intrinsic problem of the lack of any clear-cut responsibility for the programme as a whole remains in many cases and, if programme planning is to become truly operational in the United Nations, then something more than co-ordination may be needed; this problem is probably one which the Working Group on United Nations Programme and Budget Machinery will wish to take up.

7. In the paragraphs on "related work" we have tried to separate related work in other United Nations units covered by this plan from related work in the specialized agencies and other international organizations. The narrative under related work in other programmes should enable the reader to trace the various indirect and complementary ways that the United Nations is approaching some particular problem, the work of other programmes that is used as input to the programme concerned, and the programmes that use its output. However, this intention is often only imperfectly realized.

8. The paragraph on "co-ordination" is separated from those on related work in order to make clear that not all the related work mentioned in paragraphs (c) and (d) is formally co-ordinated. In some cases the addition of formal co-ordination where it is absent would be unnecessarily cumbersome, but in others it would probably improve over-all efficiency.

9. The financial data for the base period 1974/1975 in table 1 provide an estimate of the over-all magnitude of the programme, and show the relative size of the programme activities in the various organizational units involved.

10. The costs of the policy-making organs and of the secretariat activities related to the programme in the organizational units listed constitute the direct costs of the programme. These do not, however, include the costs of overhead, such as central administration and management and conference services. To obtain the full cost of maintaining each programme the portion of these overhead activities associated with the programme must be calculated. In the case of conference services this apportionment can be done with a reasonable degree of accuracy. In the case of administration and management the figures shown are derived from prorating principles that are still somewhat mechanical, but are being improved. The total of the direct and apportioned costs gives the full costs of the non-operational part of the programme, including UNDP contributions for Headquarters backstopping. To get the full amount spent on the programme the direct overhead costs of operational activities must be added.

11. Table 1 also shows, for all these costs, the amounts funded through the regular budget and those funded through extrabudgetary resources.

12. Table 2 repeats the data in table 1 on the regular budget non-operational direct costs of secretariat activities for 1974/1975. The next column shows the real growth over this base period that is contained in the 1976/1977 budget. The final column provides a suggested average real biennial growth rate, for the 1976-1979 period, for the programme. If this is below the growth allocated in the 1976/1977 budget, it is an indication that the programme growth in the second biennium should be lower than that in the first biennium in order to bring about this average; and vice-versa if the plan growth rate is above the 1976/1977 rate.

13. It is to be stressed that these figures are net of allowance for inflation and so do not correspond to actual monetary outlays, which will be determined through the budgetary process, within the framework of the planned priorities and real growth rates indicated by the planning process.

Problems, Objectives, Outputs

14. If the programme analyst has succeeded then the section on "the problems addressed" should present sufficient information for the reader to understand the limited problems that the programme's activities will grapple with over the next four years or so. In general, this means that there should be a reasonably clear relation between the planned objectives and outputs and the problems addressed. If, however, we read that a programme is addressing the problem of "uncontrolled world urban growth" and then turn the page to discover that the planned output is two seminars and a manual, then the discrepancy is ludicrous. In other words there should be some feasible relationship between the probable effects of the planned activities and the problems which the programme managers state that they are addressing. Needless to say, this standard is easier to request than to fulfil, but several of the programmes have provided good statements of problems.

15. In those programmes where there are components in the regional commissions "the problems addressed" is divided into two sections: General and Regional. Under "General" a world perspective of the problems is taken; this section was drafted by ESA or UNCTAD or UNIDO. The "Regional" assessments focus on the peculiarities of each region and are, of course, versions of the Commission's drafts.

16. After finishing the section on the problems addressed the reader should have been induced to ask: if these are the problems then what is this programme (consisting of the organizational units and funds shown in the preceding section) hoping to accomplish in the next four years? The answer should be found in the next section, on "medium-term objectives". And after finishing this section the reader should have been induced to ask: and how does the programme manager intend to accomplish these objectives? The answer should be found in the next section, on "medium-term outputs". Finally the query "and who authorized these planned activities?" is answered in the section on "legislative authority".

17. Just as the statement of the problems addressed should discuss limited and precise problems, so the objectives should, ideally, be aims which could conceivably be accomplished in a four-year period, and should be phrased in such a way that it is possible to ask of the programme manager, in 1979: Did you accomplish what you set out to accomplish? Another requirement of a well-formulated objective is that it should be possible to ask, after reading it: What are the alternative ways of accomplishing this and why did you choose to do what you did?

18. At least two things will be apparent from an examination of the programme analyses that follow:

- (i) Programme analysis is new in the United Nations, and many of these analyses do not match the reasonable but, in practice, difficult requirements just indicated. In the case of the ESA narratives a considerable amount of redrafting of earlier submissions was possible. This was not possible, because of pressure of time, in the case of those organizations located outside Headquarters.
- (ii) Many programmes are not coherent but merely consist of a splicing together of work in ESA or UNCTAD or UNIDO, with that on the same topic in the regional economic commissions. The objectives in many instances are not couched in compatible terms.

Evaluation

19. Those familiar with discussions of programme planning will notice an absence, in the analyses and in these introductory remarks, of reference to techniques such as cost-benefit analysis. This is due to the conviction that these analytical techniques have limited applicability for United Nations programmes and that, even where it might be feasible to do some such analysis, it is unlikely to be worth while. The type of programme analysis that has to be done in the United Nations is, first and foremost, the difficult task of accurately describing problems, objectives, outputs, related work done elsewhere and how it is related, deficiencies of co-ordination, and so on.

20. There is, however, one type of analysis that was not attempted in this plan but which is logically needed: there is currently no systematic evaluation of the results of past programme activities. What did the major conference on Z accomplish? Did anyone actually use the United Nations manual on X? What became of the participants in the seminar on topic Y? It is clear that these assessments are done informally, and it is also clear that formal analysis, using questionnaires or other techniques, will not provide any definitive answers to these questions. None the less information can be gathered, a variety of opinions sought, and judgments on the successes and failures in the past made, in a more systematic manner than currently applies.

21. At the programme level similar observations apply. All programmes should be evaluated from time to time, and while this would be too burdensome, and should

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not be done, every time a new Plan is issued, it seems sensible to have some scrutiny once every (say) five or 10 years. In 10 years a programme that spends an average of 10 million p.a. will have spent \$100 million. This is not a huge sum by many national standards but it is reasonable to examine fairly carefully what has been gained from expenditures of this order of magnitude, before spending the next \$100 million. Organizations and programmes do tend to ossify, and a periodic retrospective may be as illuminating to programme managers as it is to artists.

6. POLITICAL AND SECURITY COUNCIL AFFAIRS ACTIVITIES

The organization of the programme

(a) Policy-making organs

The Security Council and its subsidiary organs; the two political Main Committees of the General Assembly (the First Committee and the Special Political Committee); the Special Committee on Peace-keeping Operations; the Conference of the Committee on Disarmament; the Third United Nations Conference on the Law of the Sea; the Committee on the Peaceful Uses of Outer Space; the Special Committee on Apartheid.

In addition, other organs formulate policy in this area. These include the Committee of Trustees of the United Nations Trust Fund for South Africa; the Advisory Committee on the United Nations Educational and Training Programme for Southern Africa; the Disarmament Commission; the Ad Hoc Committee on the Indian Ocean; the Ad Hoc Committee on the World Disarmament Conference; Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons; the Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts; various groups of experts on disarmament matters, appointed by the Secretary-General; the Peace Observation Commission; and the Working Group on the Financing of UNRWA.

(b) Secretariat

The Department of Political and Security Council Affairs provides the Secretariat for the programme. Its major subunits are a Security Council and Political Committees Division; a Disarmament Affairs Division; an Outer Space Affairs Division; a Political Affairs Division; a Section for African Questions; and a Section for Sea and Ocean Affairs.

(c) Related work and co-ordination

The Office consults other departments where they are responsible for related questions. Thus the Political Information Unit and the library are working in close co-ordination. In the field of peace research, close co-operation with UNITAR and with UNESCO is taking place. The Political Studies and Advisory Services Section relies, in many cases, on expertise of other departments within the United Nations. For example, papers written on the political aspects of the energy crisis rely on information accumulated by the Energy Section of the Department of Economic Affairs.

The Security Council and Political Committees Division, upon the request of the Under-Secretary-General, maintains particularly close liaison with the Executive Office of the Secretary-General, the Department of Political and General Assembly Affairs, and the Offices of the Under-Secretaries-General for Special Political Affairs.

The Disarmament Affairs Division, maintains close liaison with:

- (i) the IAEA, especially in regard to its programme of safeguards, peaceful nuclear explosions, etc., including debate on the report on the IAEA in the General Assembly, and also in connexion with the preparatory work for the NPT Review Conference;
- (ii) the Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts;
- (iii) the ICRC, which will hold a conference of experts to study the question of prohibition or restriction of the use of conventional weapons which may cause unnecessary suffering or have indiscriminate effects;
- (iv) the Department of Economic and Social Affairs on the question of a link between the Disarmament Decade and the Second Development Decade;
- (v) the Department of Legal Affairs for such questions as human rights in armed conflicts and the Diplomatic Conference on international humanitarian law applicable in armed conflicts;
- (vi) the Division of Human Rights, in connexion with the question of human rights in armed conflict;
- (vii) with the OPI, in connexion with the preparation of disarmament material for OPI publications, radio and television programmes, dissemination of reports on disarmament, etc.

The Section for African Questions maintains regular liaison and consultation with the Department of Political Affairs, Trusteeship and Decolonization, the Office of the United Nations Commissioner for Namibia, the Office of Public Information; the Division of Human Rights; the Office of Inter-Agency Affairs and Co-ordination; the Office of Technical Co-operation; the United Nations Development Programme; UNESCO; the ILO and other specialized agencies; UNHCR; and the Organization of African Unity.

In the field of peaceful uses of outer space close co-operation is maintained with the specialized agencies and other international organizations concerned, particularly ITU, WMO, UNESCO, FAO, IMCO, WHO, COSPAR and IAF. Several programmes of technical panels/seminars have been undertaken by the United Nations jointly with UNESCO, WMO, FAO and ITU in such areas as direct television broadcasting system for education and development, use of meteorological satellite data and remote sensing of the earth by satellites. Co-ordination of activities with the United Nations agencies has been effected through the inter-agency ad hoc meetings on space applications and the co-ordination activities in the United Nations Secretariat has been effected through an Interdepartmental Working Panel on Space Applications.

The Section for Sea and Ocean Affairs works in close co-operation with the Office of the Special Representative of the Secretary-General to the Law of the Sea Conference, and with the other departments and offices concerned.

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(d) The Programme in the base period

Table 1

The Security Council and Political Affairs Activities Programme
in the base period, 1974/1975

Organizational unit	RB		XB		Total	
	\$'000	%	\$'000	%	\$'000	%
A. <u>Direct costs</u>						
1. Policy-making organs						
2. Programmes						
PSCA						
Subtotal, Programmes						
B. <u>Apportioned costs (Common services)</u>						
3. Administration and Management						
4. Conference Services and Library						
Total (A + B)						
C. <u>Operational programmes</u>						
D. <u>Apportioned costs (Management of operational programmes)</u>						
Total (C + D)						

(e) Programme growth 1976-1979

Table 2

The Security Council and Political Affairs Activities Programme:
medium-term real growth, 1976-1979

Organizational unit conducting programmes on:	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
FSCA				

2. The problems addressed

(a) International peace and security

The maintenance of international peace and security is one of the main goals of United Nations activities; more than that, it is the basic reason for which the Organization was founded 30 years ago. Since the inception of the United Nations Organization a multitude of bilateral or multilateral political problems affecting world peace have been brought before the Security Council and the General Assembly. In many cases these were vital questions of a delicate and complex nature involving the national interests and sovereign rights of States. Undoubtedly, the United Nations has, in many such cases prevented the outbreak of hostilities or brought hostilities to an end. The United Nations, and in particular the Security Council and the General Assembly, has done this through a variety of techniques such as fact-finding missions, conciliation or good offices missions, mediation, military observer missions, truce observation missions and peace-keeping forces. It is obvious that the policy-making organs of the United Nations entrusted with such tasks, as well as the Secretariat offices responsible for providing them with substantive services, must be so organized as to be able to respond immediately and effectively to any emergency situation that might affect international security. For the Security Council there is even an explicit obligation under the Charter to be so organized as to be able to function continuously (Article 28).

On the other hand, it must be recognized that the United Nations, despite its efforts over the years to find solutions for certain political problems, such as the complex and sometimes explosive situations in the Middle East, in Cyprus, and in the southern part of Africa, has not succeeded in bringing about a satisfactory

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settlement of these issues. Accordingly, the Security Council and the General Assembly remain seized of a number of matters directly pertaining to the maintenance of international peace and security. Thus the continuing agenda of the Security Council as of 1 January 1975 comprises 90 items (S/11593), while the General Assembly, at its twenty-ninth session (1974), had some 15 relevant items on its agenda. These organs, therefore, will have to continue their search for appropriate solutions to the problems mentioned and be prepared to deal with new problems as they arise.

United Nations activities related to the maintenance of world peace, however, are not only directed towards the short-term goal of preventing or limiting local conflicts, but also directed towards the gradual elaboration of a conduct of behaviour for States through general declarations of principle for the conduct of international relations, the study of methods for increasing the effectiveness of United Nations machinery in this realm and the preparation of guidelines for United Nations peace-keeping activities in general.

(b) Disarmament

The Disarmament Affairs Division is involved in activities relating to regulation of armaments. The more specific problems involved can be classified into a number of categories.

The first set of problems concerns the scientific and technical aspects of arms development, weapon effects, and weapon procurement, including the regional and world military balance of forces and arms levels.

A second category of problems is military, involving the status and development of such tactics and strategy as nuclear deterrence, tactical use of nuclear weapons, employment of biological and chemical weapons, napalm and other incendiary weapons, and other conventional weapons.

Thirdly, there is the role of arms and forces in national, regional and international security, and the political, economic and social consequences of the arms race.

The United Nations work on different disarmament measures takes place against this background. The work is concerned both with studying the different disarmament proposals that are under international discussion or negotiation and with following the implementation of existing agreements. This work takes into account a broad range of factors: scientific, technical, military, economic, social, legal and political. It deals also with the relation between disarmament and national, regional and international security.

(c) Outer Space

The advances made in space technology during the last decade have already brought practical benefits to the international community and the potential for even greater benefits in the future. At the same time, these advances have raised

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political, legal, economic and social problems. This is particularly true of two of the major areas of space technology applications - remote sensing from space and direct television broadcast by satellites.

Remote sensing of the earth from space platforms cannot be restricted to national boundaries. From a strictly technical point of view, therefore, the system of remote sensing from space which would secure maximum benefits for the international community when operational would be the establishment of an international satellite system with regional ground facilities providing each geographic area with free data. Such an approach, however, raises important issues related to the sovereign right of countries over information on their natural resources, and the appropriate legal framework within which future operational remote sensing activity should be conducted.

Direct television broadcast by satellites offers potential benefits for education, international exchange of information as well as other social and economic development programmes. While the feasibility of an operational system of direct broadcast satellites is still relatively remote, the political, social, economic and legal problems that are likely to arise in the applications of such technology have already been raised. Such questions as the reconciliation of the concept of free flow of information with the concept of prior consent to be given by a country on whose territory an international broadcast is being addressed, have engaged the attention of the Committee on the Peaceful Uses of Outer Space and its subsidiary bodies for the past few years.

In the course of the medium-term plan, the Committee and its subsidiary bodies will have to devote a major portion of its efforts to seeking generally acceptable modes of international co-operation in these and other areas of space technology applications, in the light of the technical potential of that technology, the political requirements of the international community, and the legal framework within which given modes of international co-operation will have to be established. Unless this can be done, it is possible that major benefits from the practical applications of the space research will flow only to those nations with advanced technical and economic achievements.

During this period, international co-operative programmes related to global monitoring of the environment and natural resources and in other areas where space application systems can play a meaningful role, will also become a matter of concern to the Committee.

(d) Africa

The situation in southern Africa continues to occupy the attention of the General Assembly and the Security Council which have repeatedly reaffirmed the commitment of the United Nations to promote the elimination of colonialism and racism.

The problem of apartheid in South Africa is under continuous consideration by the General Assembly and its subsidiary bodies, and by other organs. The resolutions of these organs call for active efforts to:

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- (i) promote a number of diplomatic, political, economic and other measures to exert pressure on the South African Government to abandon its policy;
- (ii) provide humanitarian, educational and other assistance to the victims of apartheid and racial discrimination;
- (iii) disseminate information all over the world on the evils of apartheid and the efforts of the United Nations to eradicate it;
- (iv) promote concerted action by Governments, intergovernmental and non-governmental organizations and the public against apartheid.

Two trust funds have been established in the United Nations to promote assistance to the victims of apartheid and a special unit has been set up in the department to promote publicity against apartheid.

The situation in Southern Rhodesia has been recognized by the Security Council as a threat to the maintenance of international peace and security. The Council has decided on economic sanctions and other measures against the illegal régime in that territory and set up machinery to promote the implementation of the sanctions.

Efforts to secure the withdrawal of South Africa from the Territory of Namibia and to promote the independence of the Territory are being actively pursued in terms of the resolutions of the Security Council.

Close co-operation is maintained with the Organization of African Unity on all matters pertaining to peace and security in Africa. Liaison is also maintained with PATD specialized agencies of the United Nations and with other intergovernmental and non-governmental organizations to secure concerted action towards speedy elimination of apartheid, racial discrimination and colonialism in southern Africa.

(e) United Nations Conference on the Law of the Sea

The task given to the Third United Nations Conference on the Law of the Sea by the General Assembly is to adopt a convention dealing with all matters relating to the law of the sea, taking into account in particular:

- (i) the establishment of an equitable international régime, including international machinery, for the area and the resources of the sea-bed beyond national jurisdiction;
- (ii) a precise definition of that area and issues concerning the régimes of the high seas, the continental shelf, the territorial sea (including the question of its breadth and the question on international straits) and contiguous zone;
- (iii) fishing and conservation of the living resources of the high seas (including the question of the preferential rights of coastal States);

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- (iv) the preservation of the marine environment (including, inter alia, the prevention of pollution); and
- (v) scientific research.

The General Assembly entrusted this mandate to the Conference, bearing in mind that the problems of ocean space are closely interrelated and need to be considered as a whole.

3. Medium-term objectives

(a) To provide the necessary organizational, documentary, and operating services to all bodies for which the department is responsible and, in the context of these responsibilities, to keep the Secretary-General currently informed and provide him with appropriate advice, conduct a formal and informal liaison with Committee Chairmen and members, the Missions of Member States, other units of the Secretariat and outside organizations.

(b) To prepare the annual report of the Security Council, the political sections of the Secretary-General's report, and the United Nations Yearbook.

(c) To conduct or provide personnel for Security Council or other missions away from Headquarters.

(d) To prepare the Repertoire of Practice of the Security Council and sections of the Repertory of Practice of United Nations organs.

(e) To provide analytical and position papers and interpretative and advisory notes on political subjects, including all aspects of disarmament and arms developments, as well as assistance relating to the negotiation and conclusion of agreements in this field.

(f) Outer Space

(i) To help bring about agreements on principles or legal régimes governing State activities in the peaceful uses and exploration of outer space.

(ii) To continue the dissemination of information, practical training and, where possible, provision of technical assistance, to developing countries in selected areas of practical applications of space technology.

(iii) To provide organizational arrangements for a more effective international co-operation in the practical applications of space technology, including the possibility of a global effort, under United Nations auspices, of a remote sensing system and appropriate global and regional ground facilities.

(g) Africa

- (i) To publicize, as widely as possible, the dangers of apartheid and the efforts of the United Nations to promote its eradication.
- (ii) To promote contributions to the Trust Fund and co-operation with voluntary organizations engaged in assistance to victims of racial discrimination in South Africa, Namibia and Southern Rhodesia.
- (iii) To train the largest possible number of persons from the Territories so as to enable them to play a full part in the future development of their countries.
- (iv) To promote implementation of resolutions of the Security Council with respect to African questions, e.g. apartheid in South Africa, sanctions against Southern Rhodesia, and independence of Namibia.

(h) The Sea

To prepare studies and compile information on sea and ocean questions.

4. Medium-term output

(a) Servicing of policy-making organs

The actions required to produce the department's output of services are varied. For example, they include making administrative arrangements for meetings; attendance at meetings; providing notes for the Chairman on each item and provisional agenda for Committee meetings or procedural statements to the President of a Conference, including advice on rules of procedures and the practices of the General Assembly; preparing summaries for the journal; supervising meeting records; preparing minutes of meetings as required by some committees; drafting and issuing documentation; handling and drafting correspondence; preparing rapporteur's reports; executing requests of the Chairman and the bureau of the committees; implementing decisions and resolutions; liaison work with delegations to expedite the work; maintain liaison with the Secretary-General, other units of the Secretariat and other United Nations bodies regarding the items under the responsibility of the department.

(b) Drafting of written materials

Political analyses - papers are prepared for the use of the Secretary-General or the Under-Secretary-General which provide analyses and commentary on global political developments relevant to the responsibilities of the United Nations. This includes assessments of debates in the General Assembly and its committees.

In addition to the required annual reports with fixed time-tables, which are mentioned above, the department regularly produces many studies and analytical or

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expository papers on an ad hoc basis. These include information notes and papers which are prepared on request with deadlines determined by the particular circumstances. They are for internal use only and are not sold or distributed freely. However, the biennial reports by the Secretary-General, prepared in accordance with General Assembly resolution 2817 of 14 December 1972, are informative reports on scientific works produced by national and international governmental and non-governmental public and private institutions in the field of peace research and are produced as official unrestricted documents.

(c) Disarmament

- (i) Analytical papers are prepared on such topics as the arms race, nuclear and conventional weapons, missile technology, anti-personnel weapons, strategic nuclear doctrines, military alliances, the arms trade and military assistance and world military expenditure.
- (ii) The implementation of existing disarmament agreements, such as the Geneva Protocol on CBW, the Partial Test Ban Treaty, the Treaty on the Non-Proliferation of Nuclear Weapons, the Sea-Bed Arms Control Treaty, and unilateral or bilateral declarations, are followed from the political, technical and legal points of view.
- (iii) A digest of the growing volume of current disarmament literature is prepared, as is a survey of daily events taken from mass media selected to cover various viewpoints from all regions of the world, including debates on defence and disarmament in the legislative organs of Member States.

(d) Outer space

- (i) Three to four technical panels/seminars/workshops/summer schools will be organized each year on selected topics related to practical applications of space technology; consultation visits to developing countries by the Expert on Space Applications will continue in order to disseminate information and create awareness of the potential benefits of space application technology to development. Fellowships offered by Member States for training in the area of practical applications will continue.
- (ii) A public registry for information furnished by Member States on launching of objects into space or beyond will continue to be maintained.
- (iii) Special studies will be conducted on the possibility of establishing an international global or regional centre for storage and dissemination of satellite-based data for remote sensing of the earth and environment, and the possibility of global or regional organizations or arrangements in the area of direct television broadcasts.
- (iv) Preliminary studies will be conducted on the possibility of holding an intergovernmental conference on the practical applications of space technology.

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(e) Africa

- (i) The Unit on Apartheid will continue to issue notes, studies, papers and other publications for wide circulation, and maintain contact with various organizations, including the information media, universities, and individual experts. The present output is approximately 650 pages a year in English and 650 pages in French.
- (ii) Maintaining of register of information on hundreds of persons imprisoned or restricted for opposition to apartheid in South Africa.
- (iii) Voluminous correspondence with States, specialized agencies and other international bodies, non-governmental organizations, trade union organizations and individuals is expected to continue.
- (iv) Approximately 2,000 applications for scholarships will continue to be considered annually by the Selection Panel of the UNETPSA.
- (v) Analytical papers will be prepared, as required, on apartheid and other African questions.

(f) The Sea

For the present the efforts of the Department are directed especially to the servicing and other requirements of the Third United Nations Conference on the Law of the Sea.

5. Legislative authority

- (a) Article 1, paragraph 1, of the Charter of the United Nations.
- (b) General Assembly resolution 12 (I).
- (c) Disarmament: General Assembly resolutions 1722 (XVI), 2499 (XXIV), 3245 to 3265 (XXIX) and Articles 97, 98 and 99 of the Charter.
- (d) Outer Space: General Assembly resolutions 1721 (XVI), 2453 (XXIII), 2601 (XXIV), 2733 (XXV), 2776 (XXVI), 2915 (XXVII) and 3182 (XXVIII).
- (e) Africa: General Assembly resolutions 2144 (XXI), 2349 (XXII), 2439 (XXIII), 2506 and 2547 (XXIV), 2671 and 2764 (XXV), 2755 (XXVI), 2923 (XXVII)/Rev.1, 3055 and 3151 (XXVIII) and 3324 (XXIX). Security Council resolutions 134 (1960), 181 (1963), 182 (1963), 190 (1964), 191 (1964), 282 (1970), 311 (1972) and 366 (1974).
- (f) The Sea: General Assembly resolutions 2467 (XXIII), 2750 (XXV), 2992 and 3029 (XXVII) and 3067 (XXVIII).

7. SPECIAL POLITICAL AFFAIRS AND SPECIAL MISSIONS

The organization of the programme

(a) Policy-making organs

Security Council, General Assembly, Secretary-General.

(b) Secretariat

OUSGSPA, 1/ which is one of the component units of the offices of the Secretary-General, advises and assists the Secretary-General on specific problems for which he and his office have special responsibilities under the Charter, and in accordance with relevant General Assembly and Security Council decisions. It assists the Secretary-General in establishing and supervising United Nations peace-keeping operations and other ad hoc or special political missions and in the exercise of his good offices for the settlement of certain political or humanitarian issues. In this connexion, OUSGSPA exercises supervisory functions on the Secretary-General's behalf over the following field operations:

UNTSO	- United Nations Truce Supervision Organization in Palestine
UNMOGIP	- United Nations Military Observer Group in India and Pakistan
UNFICYP	- United Nations Force in Cyprus
UNEF	- United Nations Emergency Force
UNDOF	- United Nations Disengagement Observer Force
UNSD	- United Nations Supply Depot, Pisa

It is also involved in activities relating to the search for peaceful settlement of the Middle East and Cyprus problems, including the Geneva Conference on the Middle East and the talks between the leaders of the two communities in Cyprus. It is further involved in assisting the Secretary-General in respect of his functions pursuant to the Act of the International Conference on Viet-Nam which met in Paris in March 1973, and pursuant to resolution 3238 (XXIX) of the General Assembly concerning Cambodia.

(c) Related work in other programmes and programme co-ordination

Field Operations Service - for administrative support of all peace-keeping missions for which OUSGSPA is responsible.

Office of Financial Services - for financial aspects of the operations.

Office of Legal Affairs - for legal advice when occasion requires.

PSCA - for the servicing of Security Council meetings, processing of documents (including Secretary-General's reports and communications of parties), preparation of appropriate sections of the Secretary-General's Annual Report and United Nations Yearbook, etc.

United Nations Office in Geneva - for co-ordination regarding various humanitarian activities and for arrangements relating especially to the Geneva Conference on the Middle East.

UNRWA - for political and financial aspects of UNRWA operations.

1/ Office of the Under-Secretary-General for Special Political Affairs.

(d) The programme in the base period

Table 1

The Special Political Affairs and Special Missions Programme
in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) OUSGSPA					
(b) UNTSO					
(c) UNMOGIP					
(d) UNFICYP					
(e) UNEF					
(f) UNDOF					
(g) UNSD					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(e) Programme growth 1976-1979

Table 2

The Special Political Affairs and Special Missions Programme:
medium-term real growth, 1976-1979

Organizational unit conducting programmes on:	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) OUSGSPA				
(b) UNTSO				
(c) UNMOGIP				
(d) UNFICYP				
(e) UNEF				
(f) UNDOF				
(g) UNSD				
Total		100%		

The problems addressed

The problem area covered by this programme concerns the maintenance of international peace and security and the peaceful settlement of international disputes, which under the Charter are among the primary responsibilities of the United Nations. In respect of certain specific international questions or disputes which threaten the maintenance of peace or have given rise to conflict, the United Nations has assumed special responsibilities under the Charter and in accordance with the relevant decisions of the Security Council and/or the General Assembly. In pursuance of these responsibilities, specific functions, including functions of an operational character, have from time to time been vested in the Secretary-General. These may involve the establishment and supervision of peace-keeping operations (military observer missions or peace-keeping forces), the dispatch of ad hoc or special political missions, and/or the exercise of the good offices of the Secretary-General for the settlement of certain political or humanitarian issues. In certain cases, humanitarian missions and relief operations may be established; OUSGSPA provides advice in respect of the political aspects of their work with a view to ensuring their co-ordination with the activities of the Secretary-General in regard to other aspects of the broader problems.

Since it is not possible to make predictions in this area (see para. 3, below), the comments below refer to the specific problems currently dealt with by this programme. If during the 1976-1979 period the present situation should continue in some of these areas, or if similar situations should arise in other areas, it may be assumed that the competent deliberative organs of the Organization would wish to take into account past experience of activities under this programme in determining the most appropriate ways of handling those situations.

(a) In the Middle East, the operational involvements of the United Nations derive, in general, from the cease-fire called for by the Security Council, and concern the maintenance and supervision of that cease-fire as well as aspects of the efforts toward a lasting settlement of the problem. Along the Israel-Lebanon armistice demarcation line, observation and reporting functions are performed by UNTSO. In the Egyptian/Israeli and Israeli/Syrian sectors, United Nations responsibilities relate to the respective disengagement agreements, and involve for UNEF and UNDOF the manning of the disengagement or separation areas and the supervision of certain other provisions of the disengagement agreements. The Secretary-General is involved in the broader search for a peaceful settlement in the Middle East, and OUSGSPA assists him in this work, including representation at the Geneva Peace Conference on the Middle East.

(b) In Cyprus, the situation revolves around the cease-fire of 16 August 1974 between the National Guard and the armed forces of Turkey, and around the current search for a peaceful settlement of the Cyprus problem. UNFICYP also continues to be responsible for carrying out the functions laid down by the Security Council in resolution 186 (1964), namely,

"to use its best efforts to prevent a recurrence of fighting and, as necessary, to contribute to the maintenance and restoration of law and order and a return to normal conditions;"

Further, the Secretary-General extends his good offices through his Special Representative, who takes part in the talks between the leaders of the two communities on humanitarian and political aspects of the situation. Lastly, the Secretary-General's responsibility involves the humanitarian activities co-ordinated by the United Nations High Commissioner for Refugees, with whose Office close liaison is maintained.

(c) In Kashmir, UNMOGIP is deployed along the line of control/cease-fire line. The functioning of the mission is covered by the provisions of the Karachi Agreement of 1949, but as a consequence of arrangements and agreements by the parties following the cease-fire of 17 December 1971, this mission's activities are partly restricted.

(d) With regard to Viet-Nam, the Secretary-General's functions are covered by the Act of the International Conference on Viet-Nam of 2 March 1973. Moreover, the United Nations has assumed certain responsibilities in relation to humanitarian activities that are carried out impartially by various agencies and programmes of the United Nations system.

(e) In respect of Cambodia, the Secretary-General's role pursuant to General Assembly resolution 3238 (XXIX) is,

"after due consultation, to lend appropriate assistance to the two contending parties claiming lawful rights in Cambodia and to report on the results to the General Assembly at its thirtieth session;"

Medium-term objectives

The nature of the Organization's involvement in the areas mentioned above is determined by the competent deliberative organs of the United Nations in the light of developments. It would not be appropriate to speculate on this subject beyond a restatement of the fundamental goals of the United Nations, including the maintenance of peace and security and the promotion of the peaceful settlement of disputes, as laid down in the Charter. In particular, the mandates of UNFICYP, UNEF and UNDOF are subject to review by the Security Council every six months, and it is therefore impossible for the Secretary-General to lay down "medium-term" objectives for those operations for the period 1976-1979. Nor is it possible to lay down a programme, or engage in public planning, for United Nations involvement in any new problem areas for which political operational activities may eventually be called for.

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Programme output

(a) Actions to be taken will in all probability continue to involve assisting and advising the Secretary-General on specific problems for which he and his Office have special responsibility under the Charter and in accordance with relevant Security Council and General Assembly decisions, including peace-keeping operations and special missions, certain humanitarian activities, etc.

(b) The advice and assistance rendered to the Secretary-General and the operational activities supervised by OUSGSPA, including the establishment and supervision of peace-keeping and special missions, constitute the main output of this Office. Numerous reports are of course prepared, since the Secretary-General keeps the competent deliberative organs regularly informed, but these are an outgrowth of the operational activities and not an end in themselves. So are the numerous instructions and directives cabled or pouched to the missions and/or operations in the field, diplomatic communications sent to Member Governments (especially those participating in the operation in question), policy papers, etc.

Legislative authority

The legislative authority for the activities detailed above is to be found in the Charter and in a large number of resolutions and decisions of the Security Council and the General Assembly. The principal ones are listed hereunder:

- (a) UNTSO: Security Council resolutions 48 (1948), 50 (1948), 54 (1948), 62 (1948), 73 (1949), 236 (1967), 339 (1973), 340 (1973), 341 (1973), 350 (1974), and consensuses of 9 July 1967, 8 December 1967 and 19 April 1972.
- (b) UNMOGIP: Security Council resolutions 39 (1948), 47 (1948), 91 (1951), 307 (1971), and resolution of United Nations Commission for India and Pakistan (S/1100, annex 25).
- (c) UNFICYP: Security Council resolutions 186 (1964), ..., 349 (1974), 313 (1974), 354 (1974), 355, 357, 358, 359, 360, 361, 364, 365 (1974) and General Assembly resolution 3212 (XXIX). (For full list of Security Council decisions from 1964 to 1973, see S/RES/364 (1974), para. 1.)
- (d) UNEF: Security Council resolutions 339 (1973), 340 (1973), 341 (1973), 346 (1974), 362 (1974), and decisions of 25 October 1973, 26 October 1973, 2 November 1973, 23 November 1973 and 22 May 1974.
- (e) UNDOF: Security Council resolutions 350 (1974), 363 (1974), and decisions of 31 May 1974, 18 December 1974 and 8 January 1975.
- (f) Middle East: Security Council resolutions 242 (1967), 344 (1973) and decision of 19 December 1973; General Assembly resolution 3236 (XXIX).
- (g) Cambodia: General Assembly resolution 3238 (XXIX).

8. LEGAL AFFAIRS

The organization of the programme

The permanent organs of a legal nature, established by the General Assembly and serviced by the Office of Legal Affairs, are presently as follows:

- (i) Sixth Committee of the General Assembly
- (ii) International Law Commission (ILC)
- (iii) United Nations Commission on International Trade Law (UNCITRAL)
- (iv) Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space
- (v) Advisory Committee on the United Nations Programme of Assistance in Teaching, Study, Dissemination, and Wider Appreciation of International Law
- (vi) Committee on Relations with the Host Country
- (vii) United Nations Administrative Tribunal
- (viii) Committee on Applications for Review of Administrative Tribunal Judgements
- (ix) Credentials Committee of the General Assembly

Many of the foregoing organs have established, or may establish in the future, subsidiary bodies to assist them in the performance of their work.

In addition to permanent organs, the General Assembly from time to time establishes ad hoc committees, or convenes diplomatic conferences, to deal with particular legal questions.

The Office of Legal Affairs is responsible for the substantive servicing of the foregoing organs and for all the legal aspects of the work of the Secretariat. The Office is organized into the Office of the Legal Counsel, including the Treaty Section; the General Legal Division, including the International Trade Law Branch; the Codification Division; and the Secretariat of the Administrative Tribunal.

(a) The Programme in the base period

Table 1

The Legal Activities Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
O.L.A.					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(b) Programme growth 1976-1979

Table 2

The Legal Activities Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
O.L.A.				

The problems addressed

The problems addressed include:

- encouragement of the progressive development of international law and its codification under Article 13, paragraph 1 (a), of the Charter;
- discharge of the Secretariat's responsibilities under Article 102 of the Charter regarding the registration and publication of treaties and of the Secretary-General's responsibilities as the depositary of multilateral conventions;
- discharge of the Secretary-General's responsibilities under the Statute of the International Court of Justice;
- provision of substantive services for bodies of a legal nature and representation at legal meetings;
- preparation of United Nations publications in the legal field;
- provision of a unified central legal service for the Secretariat and other United Nations organs and of assistance in the co-ordination of and exchange of information on the legal activities undertaken within the United Nations system as a whole.

Medium-term objectives

- (a) To contribute to the progressive development of international law and its codification;
- (b) To discharge responsibilities relating to treaties and international agreements;
- (c) To provide legal services;
- (d) To continue the periodic publications for which the Office of Legal Affairs is responsible.

Medium-term output

The output during the period covered by the present medium-term plan depends upon factors many of which cannot be determined in advance, such as the number and nature of legal problems which will arise, and the nature and content of annual decisions by policy-making and other bodies which affect the work programmes of bodies serviced by the Office of Legal Affairs. Consequently, future output cannot in most cases be determined with precision at this stage. However, on the basis of past experience and of existing information, the paragraphs which follow contain a summary of the anticipated output.

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- (a) Contribution to the progressive development of international law and its codification
- (i) Sixth Committee. In the course of the annual sessions of the General Assembly during the period of the medium-term plan, the Secretariat will prepare and publish reports, analytical studies, compilations of materials and commentaries on legal subjects requested by the General Assembly, primarily with respect to items allocated to the Sixth Committee. Requests for papers of a substantial nature have averaged four a year, covering an increasingly wide variety of topics.
- (ii) International Law Commission. In the course of the medium-term plan, the International Law Commission, with the assistance of the Secretariat, will prepare and publish reports containing, inter alia, sets of draft articles with commentaries on responsibility of States for internationally wrongful acts (origin of international responsibility; content, forms and degrees of international responsibility; and implementation of the international responsibility of a State), the succession of States in respect of matters other than treaties (succession in respect of economic and financial matters, including public property and public debts), the most-favoured-nation clause and treaties concluded between States and international organizations or between international organizations. In that connexion, attention should be drawn to the General Assembly recommendations contained in resolution 3315 (XXIX) of 14 December 1974 that the Commission should (a) continue on a high priority basis its work on State responsibility with a view to the preparation of a first set of draft articles on responsibility of States for internationally wrongful acts at the earliest possible time; (b) proceed with the preparation, on a priority basis, of draft articles on succession of States in respect of matters other than treaties; and (c) proceed with the preparation of draft articles on the most-favoured-nation clause and on treaties concluded between States and international organizations or between international organizations. It is anticipated that the Commission will request the Secretariat to prepare for its use, and the use of its Special Rapporteurs, reports, analytical studies, compilations of materials and commentaries on the above and other topics included in its programme of work (e.g., law of non-navigational uses of international watercourses).
- (iii) United Nations Commission on International Trade Law. In the course of the medium-term plan, the Commission and/or its working groups, with the assistance of the Secretariat, is expected to continue work on the following topics: international sale of goods (uniform rules governing the international sale of goods, general conditions of sale and standard contracts, formation and validity of contracts for the international sale of goods); international payments (uniform rules governing international negotiable instruments, bankers' commercial credits, bank guarantees, security interests); international legislation on shipping (draft convention on the liability of carriers of goods by sea); international commercial arbitration (rules for optional use in ad hoc international commercial arbitration); legal problems presented by multinational enterprises; the advisability of preparing uniform rules on civil liability of producers for damage caused by products intended for or involved in international trade; training and assistance in international

trade law; ratification of, or adherence to, conventions concerning international trade law; and co-ordination of the work of international organizations active in the field of international trade law.

It can be anticipated that the Commission or its working groups will request the Secretariat to prepare draft uniform laws, draft conventions, reports, analytical studies, compilations of materials and commentaries on the foregoing topics and on any others which may be added to the work programme of the Commission during the period of the plan.

Under a schedule adopted by the Commission at its seventh session with respect to its work on substantive items, it is envisaged that during the period covered by the medium-term plan the Commission will conclude its work on the following topics and in the following order of priority:

- (a) draft convention on the liability of carriers of goods by sea (at its ninth session, in 1976);
 - (b) uniform law on the international sale of goods (at its tenth session, in 1977);
 - (c) uniform law on international bills of exchange and international promissory notes (at its eleventh session, in 1978).
- (iv) Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space. In the period of the medium-term plan, the Legal Sub-Committee will hold annual sessions and submit annual reports to the General Assembly, and it is expected that the Sub-Committee will complete draft international agreements, for adoption by the General Assembly, on the following subjects:
- (a) Principles governing the use of States of artificial earth satellites for direct television broadcasting;
 - (b) Remote sensing of the earth from space, and
 - (c) Treaty relating to the moon (if not completed in 1975).
- (v) United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law. It is anticipated that, during the period covered, the Secretariat will continue to execute, at the request of the General Assembly and in collaboration with UNESCO and UNITAR, the programme, including the organization of annual seminars or training and refresher courses, the annual meeting of the Advisory Committee of the Programme and the preparation and publication of the report of the Secretary-General on the Programme.
- (vi) Ad hoc bodies or diplomatic conferences. In the period covered, it is anticipated that two or more diplomatic conferences may be convened by the General Assembly to adopt multilateral conventions based on sets of final draft articles prepared by the International Law Commission or on draft conventions prepared by the United Nations Commission on

International Trade Law (e.g. the International Law Commission has already recommended that the General Assembly convene a conference to consider the Commission's draft articles on succession of States in respect of treaties). Similarly, one or two ad hoc bodies may be established by the General Assembly to consider specific legal topics and to embody the results of their work in draft declarations or other recommendations. The Secretariat will be called upon to prepare and publish the documentation for such conferences or bodies, including reports, analytical studies, compilations of materials and commentaries.

(b) Responsibilities relating to treaties and international agreements

In the period covered by the medium-term plan, there will be an expansion in the dispatch of circular letters relating to the discharge of the Secretary-General's functions as the depositary of more than 250 multilateral treaties (such letters which, inter alia, contain information on treaty actions taken by States, numbered 296 in 1973 and 372 in 1974). In addition there will be further growth in the registration of treaties and actions relating thereto which currently run at about 1,500 a year. During the medium-term plan the computerization of existing treaty data is expected to be completed and this should facilitate and improve the output relating to registration, publication and treaty information. In this latter connexion, it may be noted that, at its twenty-ninth session, the General Assembly recommended that States and international organizations which are depositaries of multilateral treaties should include automatically the United Nations Secretariat in the list of addressees for reporting actions relating to such treaties. As a consequence, it may be envisaged that the Secretariat will become the centre for information not only on multilateral treaties deposited with the Secretary-General but also on treaties with other depositaries. (For the output relating to publications in the treaties field see subheading (d) of the present section.)

(c) Provision of legal services

The legal services to be rendered during the medium-term plan include:

- legal opinions, studies and comments on the interpretation of the provisions of the Charter, rules of international law and treaties, and United Nations resolutions and regulations; on programmes and activities in which the Organization is engaged and on the drafting of international agreements, resolutions, regulations, rules of procedure, and contracts. On the basis of past experience, it is anticipated that the opinions, studies and comments furnished on the subjects just mentioned will number well over 500 a year.
- replies to questions arising under Articles 104 and 105 of the Charter, the Convention on the Privileges and Immunities of the United Nations, and Headquarters agreements with host Governments, it being anticipated that such questions will continue to run at well over 150 a year.

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- compilation of dossiers and preparation of legal statements for the International Court of Justice in connexion with requests for advisory opinions.
- representation of the Secretary-General before the Administrative Tribunal, which is expected to continue to render judgements at the rate of at least 15 a year.
- prosecution or defence of claims by or against the Organization, the number of such claims being 100 or more a year.
- co-ordination and unification of the positions taken by the units of the Secretariat on legal matters and exchange of information concerning the legislative activities of organizations in the United Nations system.
- co-ordination of the work of organizations and institutions outside the United Nations system aimed at progressive development, codification and unification of international law, including international trade law.
- attendance at meetings of United Nations organs or other bodies dealing with legal matters for purposes of co-ordination and co-operation.

(d) Periodic publications

In the period covered by the medium-term plan, it is anticipated that the following periodic publications, for the preparation of which the Office of Legal Affairs is responsible, will be issued:

- 8 volumes of the Yearbook of the International Law Commission
- 4 volumes of the Yearbook of the United Nations Commission on International Trade Law
- several volumes of the United Nations Legislative Series and, possibly, of International Arbitral Awards
- 4 volumes of the United Nations Juridical Yearbook
- 1 or more volumes of the Register of Texts of Conventions and other Instruments concerning International Trade Law
- 4 volumes of the Repertory of Practice of United Nations Organs
- 1 volume of decisions of the Administrative Tribunal
- 4 volumes of Multilateral Treaties in respect of which the Secretary-General performs Depositary Functions; List of Signatures, Ratifications, Accessions etc., and updating of its Annex Final Clauses
- 48 monthly Statements of Treaties and International Agreements
- 200 or more volumes in the United Nations Treaty Series

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Legislative authority

Article 13, (1)(a) and Article 102 of the Charter of the United Nations; General Assembly resolution 13 (I) regarding the organization of the Secretariat and General Assembly resolutions relating to the International Law Commission, the United Nations Commission on International Trade Law and to the other conferences, bodies and programmes referred to above; and any other relevant General Assembly resolutions which might be implemented or adopted during the period under consideration.

9. TRUSTEESHIP AND DECOLONIZATION

The organization of the programme

(a) Policy-making organs

In the field of trusteeship and decolonization the policy-making organs are:

- The Trusteeship Council, a principal organ of the United Nations established under Article 7 of the Charter, composed of six Member States, which hold a yearly session.
- The Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, composed of 24 States, also called the Special Committee of 24. The Special Committee of 24 has a Working Group and four sub-committees which meet frequently.
- The United Nations Council for Namibia is composed of 18 Member States. It has three subsidiary bodies and holds several meetings a year.

(b) Secretariat

- (i) Department of Political Affairs Trusteeship and Decolonization. This Department, under the executive direction of the Under-Secretary-General, has one Secretariat Service Division which services the policy-making organs and two geographical divisions, one for Africa and the other for the Caribbean, Asia and the Pacific.
- (ii) United Nations Commissioner for Namibia - the Commissioner has an office at Headquarters and a Travel Documents Office at Lusaka.

(c) Related work and co-ordination

Other Secretariat units engaged in related programmes are: the Office of Public Information, which assists the programme, in the dissemination of information on decolonization; the Division of Human Rights, which is concerned with the right of peoples to self-determination and the speedy granting of independence to colonial countries and peoples for the effective guarantee and observance of human rights, and the Political and Security Council Affairs Department which services the Council's Committee on sanctions in respect of Southern Rhodesia. The General Assembly has urgently recommended that more positive action be taken by the specialized agencies and other United Nations organizations to:

- (i) Furnish concrete assistance, in co-operation with the OAU, to the colonial peoples in southern Africa and their liberation movements;
- (ii) Provide increased assistance to refugees from those Territories;

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- (iii) Discontinue or withhold all support for, and assistance to, the colonial régimes in southern Africa, and
- (iv) Ensure, in consultation with the OAU, the representation of the colonial Territories in southern Africa and the national liberation movements concerned, in an appropriate capacity, when dealing with matters pertaining to those Territories. The programme aids them in fulfilling these requests. Formal co-ordination is done through the Economic and Social Council and ACC.

(d) The programme in the base period

Table 1

The Trusteeship and Decolonization Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) PATD					
(b) UN Commissioner for Namibia					
Subtotal, Programmes.					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(e) Programme growth 1976-1979

Table 2

The Trusteeship and Decolonization Programme: Medium-term
real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) PATD				
(b) UN Commissioner for Namibia				
Total		100%		

The problems addressed

(a) General

From its establishment the United Nations has encouraged and assisted the peoples of Trust and Non-Self-Governing Territories to achieve emancipation and independence. Its efforts have contributed since 1947 to the decolonization of 61 Territories, of which 32, more than half, were decolonized since 1960. The results of this are to be seen in the growth of the United Nations from 51 countries to its present membership of 138. There remain, however, nearly 28 million people in 38 Trust and Non-Self-Governing Territories who are still deprived of their right to self-determination and independence.

In 1960 the General Assembly, concerned that progress towards the complete emancipation of dependent peoples was too slow and should be accelerated, adopted resolution 1514 (XV) containing the Declaration on the Granting of Independence to Colonial Countries and Peoples by which it proclaimed the necessity of bringing a speedy end to colonialism in all its forms and manifestations. Since then, the United Nations has accorded a high priority to action aimed at hastening decolonization and at mobilizing international support and material assistance for the colonial peoples and their national liberation movements.

The principal problems in the field of decolonization arise from the non-compliance of certain Member States with the United Nations decisions, particularly in the case of Namibia, the continued existence of a defiant illegal minority régime in Southern Rhodesia, and the difficulties arising in the case of small island Territories with limited resources, for example, St. Helena, the Tokelau Islands, the Cocos (Keeling) Islands and a number of others in the Pacific and Caribbean regions. Other difficult problems arise in the case of Territories (such as Spanish Sahara, Belize, the Falkland Islands (Malvinas) and Gibraltar) over which there is a sovereignty dispute. Each of those situations calls for continuous study and appropriate action by the United Nations. Depending upon the nature of each problem, progress towards decolonization can be enhanced either by recommending solutions based on first-hand information obtained by visiting missions, or by more concerted international action in support of the struggle of colonial peoples for freedom and independence.

The General Assembly has also requested continuous and widespread dissemination of information on colonial problems, including the situation in the colonial Territories and the struggle of their peoples for liberation in order to mobilize an informed world public opinion on these issues.

(b) Namibia

The continued refusal by South Africa to comply with repeated General Assembly and Security Council demands for its immediate withdrawal from Namibia has so far prevented the Council for Namibia from establishing itself in and taking over direct administration of the Territory. However, there is widespread support for, and recognition of, the Council for Namibia as the only legal authority responsible

for the Territory. Consequently, the scope of the Council's activities has been increased; it has already been called upon to represent Namibia in a number of specialized agencies and international conferences and this trend is expected to continue; the travel and identity documents issued by it to Namibians are accepted by over 90 States.

(c) Scholarship applications

Currently, about 1,500 applications for educational and training assistance are received annually from the inhabitants of colonial and Trust Territories in response to offers by Member States. The majority of these emanate from Southern Rhodesia.

(d) Anticipations for the planned period

The achievement of independence by Guinea-Bissau in 1974 and the decisions by the Government of Portugal with regard to the accession to independence by Mozambique, Angola and Cape Verde in the near future, are expected to lead to more rapid developments in, and fresh opportunities for international action in respect of the remaining colonial Territories, particularly those in Africa. The conclusion that decolonization efforts are entering a new phase is also supported by recent developments relating to a number of Territories which indicate that the United Nations will be enabled, through the medium of visiting missions, or in other ways such as the observation of acts of self-determination, to associate itself more directly with the processes leading to decolonization.

Medium-term objectives

(a) Review of colonial policies and progress toward independence

- (i) To identify the political, military, economic and social conditions which are impeding decolonization of the Territories that have not yet attained full self-government or independence, by systematically collecting and processing information from all pertinent sources, which at present include a total of 119 newspapers and periodicals, in addition to other published material;
- (ii) To obtain additional information required by the Special Committee of 24 from additional newspapers and periodicals published in the German and Spanish languages, which contain information not found in other sources.

(b) Dissemination of information on decolonization:

- (i) To compile and disseminate information on the situation in the colonial Territories and the continuing struggle for liberation being waged by the colonial peoples for use by all the media and the disposal of the United Nations, and give widespread and continuous publicity to the work of the United Nations in this field.

- (ii) To counter misleading or inaccurate information on colonial problems appearing in the media and to mobilize and increase world support for decolonization by the preparation of bulletins, studies, articles and other factual information for public dissemination.
- (c) Co-ordination with specialized agencies and other international and regional bodies

To establish and maintain close co-operation with the international bodies, including the Organization of African Unity, concerned with decolonization, and promote the provision of increased assistance by them of benefits for the colonial peoples and their liberation movements.

- (d) Servicing of statutory bodies and missions
 - (i) To organize the work of, and provide substantive secretariat servicing for, the Trusteeship Council, the Special Committee of 24, the Council for Namibia, their eight sub-committees and working groups, as well as the Fourth Committee of the General Assembly, and assist the presiding officers in the discharge of their responsibilities.
 - (ii) To organize, accompany and service visiting missions or special missions of the above bodies.
 - (iii) To follow and, as required, prepare reports on the implementation of resolutions of the General Assembly relating to colonial questions.
- (e) Scholarship applications

To process applications from inhabitants of colonial and Trust Territories for scholarships approved by Member States.

- (f) Namibia

To establish and maintain the Namibia Institute (temporary in Lusaka) which will serve as centre for training of Namibians in all aspects of the governance of their country, and to engage in research to build up a body of documentation : required by the future government of an independent Namibia, as well as for dissemination of information on Namibia in general.

Medium-term output

A great deal of the work of the programme is of a continuing nature and is directed towards assisting the statutory bodies served by the Department in the discharge of their responsibilities. The content of the programme, as implied in the statements of objectives, consists in part of: (1) information-gathering and research for the purpose largely of providing these bodies with the material needed for their work; (2) the substantive servicing of these bodies and any missions established by them; (3) the compilation and preparation of factual information on decolonization for public dissemination; (4) co-ordination of the activities of international bodies in this field; and (5) in the case of the Office of the Commissioner for Namibia, carrying out executive functions on behalf of the Council for Namibia.

Under (1) above, a series of 38 comprehensive reports will be produced each year reviewing developments in each of the territories to which the Declaration on the Granting of Independence to Colonial Countries and Peoples applies. A second series of reports will contain information on the activities of foreign economic and other activities in those territories which are impeding independence, and a third series will deal with military activities and arrangements in the Territories; in addition, ad hoc political assessment papers on situations in various Territories will be produced as required. Under (2) the programme will involve the substantive servicing of more than 300 meetings at Headquarters and elsewhere of the statutory bodies, their subsidiary organs, and visiting missions; this will include the preparation of the reports and other documentation of these bodies, as well as the editing of all published material produced by the Department. As several territories move towards self-determination and independence, a larger number of missions increased demands for the preparation and dissemination of informational material on decolonization, and an intensification of material assistance to the colonial peoples and their national liberation movements may be expected during the medium-term period. A more rapid pace of change affecting a number of territories will be reflected in an intensification of the work of the Special Committee of 24, which will as a consequence be required to review developments more frequently and, as noted above, can be expected to dispatch a larger number of missions to obtain information or to observe acts of self-determination. The Council for Namibia, the membership of which will be increased, will undoubtedly continue to expand the scope of its activities and may, in the possible event of changes in the present situation relating to Namibia, be called upon to discharge functions which, although included in its mandate, it has so far been prevented from discharging by South Africa's refusal to implement relevant United Nations resolutions. The Trusteeship Council, although it will be relieved of its functions in respect of Papua New Guinea when the latter attains independence, will, in addition to its periodic visiting missions to the Trust Territory of the Pacific Islands, be called upon to dispatch one or more missions to that Territory for the purpose of observing separate consultations on the future status of the Marianas Islands District and of the Territory as a whole.

Under (3) a series of bulletins, studies and other publications will be issued containing information on aspects of decolonization, experts will be contracted to write articles for publication and action will be taken to promote greater coverage of decolonization issues by radio and television, the publication of books, organization of photographic exhibitions and production of documentary films. Under (4) the programme will produce a series of reports on action taken by the specialized agencies and other United Nations organizations in response to resolutions of the United Nations, and undertake ongoing consultations with intergovernmental and non-governmental organizations concerned. In addition to the above, the Department will receive and process each year approximately 1,500 applications for scholarships from inhabitants of colonial and Trust Territories. Those which are found to comply with scholarship requirements will continue to be passed on to countries offering such scholarships. Last year more than 1,300 applications were passed on; it is assumed that at most, 10 of these applications were accepted.

Legislative authority

Chapters XI, XII, XIII and XV of the United Nations Charter; General Assembly resolutions 1514 (XV), 2154 (XXI), 2621 (XXV), 3164 (XXVIII); 1654 (XVI), 1805 (XVII), 1970 (XVIII) relate to the establishment and basic mandate of the Committee of 24; 2248 (S-V) and subsequent resolutions including in particular 3031 (XXVII) and 3111 (XXVIII), set out the functions and responsibilities of the Council for Namibia. In addition, an average of over 20 resolutions are adopted by the General Assembly each year, most of which contain decisions affecting the extent of the programme.

10. AGRICULTURE

The organization of the programme

(a) Policy-making organs

Following resolution XXII of the United Nations World Food Conference (Rome, 1974), the General Assembly at its twenty-ninth session decided by resolution 3348 (XXIX) to establish "a World Food Council ... to function as an organ of the United Nations, reporting to the General Assembly through ECOSOC ...". The WFC will consist of 36 members. It has yet to decide on the frequency of its meetings.

In ECE there is a Committee on Agricultural Problems and a Timber Committee.

In ESCAP there is a Committee on Agricultural Development.

(b) Secretariat

A small interim secretariat is being established, under an Executive Director to service the World Food Council. In all regional economic commissions agriculture divisions exist, established jointly with FAO; in ECE there is also a timber division.

(c) Related work and co-ordination

The central responsibility in the United Nations system for agriculture, forestry and fishing lies with FAO. As will be indicated below the new World Food Council is entrusted with co-ordination over the system in food matters. Co-ordination between the regional economic commissions and FAO is ensured by the very nature of the divisions concerned, staffed jointly by United Nations and FAO professionals.

In the ECE agriculture division working relations exist with a number of international organizations, particularly with OECD on the area of quality standardization. The standards are elaborated and revised in the ECE; their application - which involves careful observation of how they operate in practice - is done by the OECD which passes back the relevant information to the ECE for diffusion to all the members and to the United Nations membership as a whole. Activities related to timber are performed through co-operation arrangements with both FAO and ILO; all duplication of effort in the region is avoided. The secretariat of the Timber Committee also has responsibility for the FAO European Forestry Commission. Close working relationships have been established with the secretariats of UNIDO, OECD and the European communities, in the sense that nowhere and by none is similar action undertaken twice or in a way that overlaps the programme of the Timber Committee, which can consequently be described as being the only one covering the whole region and all the different aspects of its competence.

In the ECA, ECLA, ECWA and ESCAP regions, on agricultural regional integration questions, permanent contacts are maintained with regional economic groupings secretariats (for instance, in Latin America: LAFTA, CACM, CARIFTA, CARICOM, SIECA; in Western Asia: Arab League, Arab Organization for Agricultural Development, etc.).

In the ECLA region, in respect of food and nutrition, there is already an interagency programme where ECLA participates together with FAO, WHO/PAHO, UNESCO and UNICEF.

(a) The programme in the base period

Table 1

The Agriculture Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(e) Programme growth 1976-1979

Table 2

The Agriculture Programme: Medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

The ECA region does not produce sufficient food for its requirements, and food imports are high. The situation is worsened by the dependence of the agricultural sector on weather, which results in considerable variation in annual production. In the last few years, crop failures have resulted in the depletion of world stocks of grains and this has adversely affected grain supplies to importing African countries. While international action is being taken to ensure sufficient world stocks for future emergencies, the problem in the African context is as much one of production and marketing as of buffer stocks.

Agricultural development policies hitherto emphasized increasing the production of traditional export crops and virtually neglected food crops. In the second half of the last decade, those crops faced uncertain markets and falling prices. The low level of technology in the agricultural sector made diversification away from these crops, and increased production of food crops, difficult. As a result, agricultural production has hardly kept pace with population growth and per capita food production has in some cases declined. Food imports have, therefore, increased and food prices have risen, and varied considerably between the harvest and the planting season.

Recent droughts have severely disrupted agricultural production in the Sahelian zone and caused widespread famine. The economies of the countries have also been very badly affected. International action has been taken to provide food aid and plans are being prepared for medium- and long-term programmes to revive agricultural production and establish a firm base for economic development.

Protein intake in most African countries is very low, although a large area of the continent is suitable for livestock. Expansion of production has been hampered by nomadism, which is prevalent in most of the producing areas as well as by inadequate pastures and watering points. The system of marketing, which is largely by trekking the animals, results in much loss of weight.

Most African countries have inherited an agricultural institutional set-up that is ill-adapted to the development of their agricultural sector. Research is poorly related to extension services which in themselves are too extensive and ineffective, marketing is badly organized, resulting in a wide variation in prices both seasonally and spatially, and the land tenure system in some cases does not provide any incentive for the adoption of new technology.

The basic issues thus relate to the adoption of improved technology in order to increase production, and the improvement of marketing and storage facilities as an incentive to adopting improved technology.

In the ECE region, from the viewpoint of governmental and intergovernmental action, the situation of agriculture is characterized by the need for:

- A wider and more rapid spread of technical progress and comprehensive structural improvements conducive to a more rational use of resources, higher productivity, and better economic and social conditions of the farm population;
- A better adjustment of output (global and by major commodity) to demand at the national and international levels;
- A better co-ordination of national production and trade policies with a view to facilitating and promoting agricultural trade.

The growing concern of all countries of the region with environmental problems, frequently evoking the social or protective functions of the forests in addition to their wood raw material producing role, has made concerted action at the regional level more necessary than ever. Wood is a non-polluting energy-saving recyclable material and consequently environment-friendly. On the other hand, the very environmental values of the resource may represent political constraints to the production of this material and bring about conflicts between environmental requirements or viewpoints and technically desirable or economically necessary solutions, for instance in mechanization of harvesting operations.

The forestry and forest products sector is therefore particularly suitable in present conditions for increased regional collaboration and co-operation, for the development of trade between the countries of the region, for the exchange of technological experience and knowledge, particularly as the region's forest resource is the most homogeneous part of the earth's forest resources and is therefore especially suited to the application of uniform scientific and technological solutions. At the same time, however, the development of utilization technology for different forest products in all the main consuming sectors of the region also represents a potentially growing market for industrial forest products from other regions of the world, thus requiring co-operation between regions.

In the ECLA region, the attention given to the agricultural sector is, in the majority of countries, inadequate in the face of the urgency and magnitude of the problems to be solved. Efforts at agricultural planning are so far limited.

Sufficient information is not available on the regional productive potential and the systems for using productive resources are deficient, especially in respect of sub-tropical and tropical lands.

Little progress has been made in the formulation of strategies and policies to increase interregional co-operation and agricultural exchange, and in giving an

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impetus to agreed procedures and actions to facilitate the strengthening of the agricultural trading position of the subregions or of LAFTA in their negotiations with third countries.

A considerable portion of the population of Latin America is underfed and undernourished. Present knowledge on nutritional problems and nutritional levels is, however, limited particularly in respect of the poorest population strata. Although the economic integration treaty signed in 1961 by the Governments of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua promoted the flexibility of trade in agricultural products, it did not achieve the desired harmonization of agricultural policies. A review and evaluation of the possibilities of initiating this harmonization are called for. The countries of the Central American region and the Caribbean contribute to a relatively large extent to the world supply of basic commodities such as meat, coffee, sugar, cotton, cocoa, bananas, and also satisfy domestic demand for basic cereals such as maize, rice, beans. The prices of fertilizers and insecticide is a matter of concern for the countries engaged essentially in agriculture. It is hoped that the Governments will study and implement measures for counteracting the negative effects of the price increases on the development of the agricultural sector.

Nowhere else in Latin America has the dualism of two separate systems of agriculture living side by side been so strikingly in evidence as in the Caribbean; each one has entirely divergent goals and organization, and experiences problems which necessitate different treatments. On one side is the export-oriented agricultural subsector, which uses large plots of land and modern methods of production and which has access to credit facilities. Unfortunately Latin American countries continue to compete with each other in the international markets of this subsector, except in the case of one or two commodities. On the other side, in the domestic agriculture subsector, plots are generally small and uneconomic, sometimes with unsecured titles. Throughout the Caribbean this subsector, using traditional techniques of production, produces at virtually subsistence level the same range of seasonal local food crops. Their fluctuating and unpredictable outputs are capable of satisfying a good part of the local need for foodstuffs of a fast-growing population. But because of structural and organizational deficiencies, combined with lack of basic information at national and regional levels, these domestic agriculture subsectors of the region pass haphazardly from periods of glut to scarcity. In the meantime, imports of food have almost doubled during the last decade.

Consequently, the urgent problem facing subregional economies is an agricultural transformation that would encourage higher level indigenous production of food products, reduce the volume of food imports, and lessen dependence on traditional crop exports.

As regards the traditional export crops, studies should be made to identify problems affecting the flow of those commodities from the Caribbean and Latin America and factors influencing the depression of prices, and to formulate proposals for market regulation.

In the ECWA region the 1.3 per cent annual increase in food production during the 1961-1971 period failed to keep pace with population growth and so fell short of the 3 per cent annual increase in the domestic demand for food. Only in Lebanon did the increase in food production exceed the annual increase in domestic demand. Consequently, the region - already a heavy food importer - came to rely even more heavily on food imports and the rural-urban income gap deteriorated further. During the 1966-1970 period, the net cereal imports, as percentage of domestic supply, were 86.8 per cent for Lebanon, 64.2 per cent for Saudi Arabia, 51.3 per cent for Jordan, 14.7 per cent for the Syrian Arab Republic (a potential food exporting country), etc. The smaller oil-producing countries of the Gulf relied exclusively on imports for their basic commodities.

The regions' self-sufficiency ratio in food products could be much higher, because of the vast potential for increasing agricultural production, particularly in Iraq and the Syrian Arab Republic.

Land and water are generally recognized to be the cornerstones of any long-term development of the region's agriculture, which would be geared towards intensification, as well as the expansion of cultivated land. Although considerable progress has been achieved, many problems are still awaiting solution. Until now, attention has mainly concentrated on project preparation, particularly with regard to the economic-technical aspects, and consequently has resulted in a number of implementation problems. Efficient organization to co-ordinate and plan the various interrelated and overlapping activities is of primary importance if delays and bottle-necks are to be avoided.

Agriculture in many countries of the ESCAP region accounts for more than half of the national income, about 70-90 per cent of export earnings and more than 80 per cent of employment opportunities. The target of development set in the context of the Second Development Decade could only be achieved through adequate planning and management.

The annual rate of growth in agricultural production in the first two years of the Second Development Decade has been well below the indicated target of 4 per cent. It was 1.9 per cent in 1971. Owing to unfavourable weather conditions, especially over wide areas in the region in 1972, a situation of short supply and rising prices of important food-grains has prevailed. In the case of rice, restrictions on exports have been instituted in 1973 not only by the traditionally rice-exporting countries but also by EEC countries. The scarcity of supplies and sharp increases in prices in 1972-1973 focused the attention of the world on the basic problem of increasing food supplies and stabilizing prices, and led to the decision of the United Nations General Assembly to convene a World Food Conference in November 1974.

Medium-term objectives

(a) World Food Council

The purposes of the World Food Council, as set forth in resolution XXII

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of the World Food Conference (Rome 16 November 1974), as embodied in General Assembly resolution 3348 (XXIX) are:

- To review major problems and policy issues affecting the world food situation, and recommend remedial action;
- To co-ordinate the actions of the relevant United Nations bodies and agencies in this field;
- To advise in formulation and follow-up of world food policies.

The first session of the WFC is to be held before July 1975 and will probably take decisions on the programme.

(b) ECA

- (i) To reach intergovernmental agreements, on a subregional basis, on the expansion of trade in agricultural products and on the undertaking of multinational projects in the agricultural sector;
- (ii) To formulate livestock development policies, and facilitate the conclusion of multinational agreements co-ordinating efforts to improve livestock production, processing, and marketing;
- (iii) To formulate a long-term development strategy for the Sahelian drought-affected countries;
- (iv) To establish buffer stocks at the national and regional levels, and to formulate an African long-term "Food Development Plan" emphasizing locally-produced commodities;
- (v) To improve or establish effective extension services, credit and marketing institutions, and research and training institutions, and to give advice on land tenure and agrarian reform.

(c) ECLA

- (i) To compile background information on recent trends in agriculture in Latin America and; in order to do this, to revise and update the indicators which reflect the development of the agricultural sector in both the national and regional contexts;
- (ii) To update and revise figures available on food consumption by socio-economic strata in selected countries and make better use of them in the implementation of policies;
- (iii) To help integration agencies in the preparation of strategies for agricultural development, and in the establishment of the instruments, machineries and joint actions provided for under the various Economic Integration Treaties and Agreements;

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- (iv) To evaluate the possibilities of complementarity between the agricultural sectors of the countries of the Central American region and the Caribbean (Mexico, Central America, Panama, Venezuela, Haiti and the Dominican Republic);
- (v) To identify economic and agricultural regions suitable for the formulation of joint agricultural development projects;
- (vi) To explore land tenure systems and land taxation in order to formulate policy recommendations to Governments on land tenure and land taxation in the CARICOM region.

(a) ECWA

- (i) To monitor developments and progress in agricultural development, fisheries, and forestry, and to identify and propose solutions to major agricultural policy issues;
- (ii) To provide guidelines for, and training in, agricultural planning, and guidelines for implementation of land and water development projects;
- (iii) To identify and prepare projects for national and multinational investment in agriculture, fisheries, and forestry;
- (iv) To provide guidelines for the establishment of regional co-operation and integration schemes;
- (v) To provide information on the implications of rural exodus and guidelines on a strategy to alleviate rural-urban inequalities.

(e) ESCAP

- (i) To facilitate improvements in agricultural programmes and their implementation by analysing major problems in agricultural planning and by making appropriate recommendations to overcome these problems;
- (ii) To analyse policies, programmes and institutional arrangements for improvement of infrastructure, and to formulate guidelines for improvements;
- (iii) To ensure food security through adequate measures for procurement, distribution, and augmentation of supplies of food;
- (iv) To assist member countries in formulating nutritional policies and programmes;
- (v) To help Governments of member countries in promoting diversification of agricultural production and augmentation of food resources;

- (vi) To collect and disseminate information on economic and social aspects of food and agriculture in the region.

Medium-term outputs

(a) ECA

- (i) Agricultural development through trade expansion and multinational co-operation: by the end of the plan period each of the subregions of ECA will have been studied separately. Each study will include a general report and individual country reports. It is planned to convene a meeting of government representatives to discuss the recommendations on a subregional basis. A meeting is consequently planned for the West African subregion in 1976;
- (ii) Drought-affected countries: studies will be undertaken under the United Nations System Sahel Programme;
- (iii) African Food Development Plan: Feasibility studies will be undertaken on regional storage in East and West African subregions;
- (iv) Agricultural institutions research and studies will be published on an ad hoc basis.

(b) ECE

The outputs expected during the 1976-1979 period are:

(i) Agriculture:

- Some 20 reports each year summarizing the results of the annual sessions of the Committee and its subsidiary bodies as well as of symposia, seminars, ad hoc meetings and study tours organized under the Committee's auspices;
- The drafting or revision of internationally agreed quality standards for an average of about 10 agricultural products per year;
- The publication of at least one and possibly two comprehensive analytical reports on agricultural output, expenses and incomes (to be published in 1978 and to be put on sale);
- The publication of annual analytical reports on prices of agricultural products, fertilizers and selected agricultural inputs (to be published at the turn of the year (December-January) and put on sale);
- Annual analytical reports on grains, dairy products, meat and livestock as well as on selected fruits and vegetables and bi-annual reports on eggs (to be prepared in the last quarter of each year and to be put on sale after the Committee session in the following spring);

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- Reports on agricultural mechanization to be prepared by governmentally nominated rapporteurs (an average of about six to eight new reports a year) and to be put out as sales documents after discussion and revision;
- Reports on farm rationalization (an average of about four a session, i.e. about every 18 months) to be prepared by rapporteurs nominated by Governments but not to be placed on sale;
- Technical reports, as decided on by the Committee and prepared by rapporteurs nominated by Governments (an average of about two a year).

(ii) Timber

- Some 15 reports each year summarizing the results of the annual sessions of the Committee and its subsidiary bodies, as well as of symposia, seminars, ad hoc meetings and training courses organized under the auspices of the Committee;
- The drafting of quality standards and/or grading rules for stress graded coniferous sawnwood, for finger jointed sawnwood and other special categories of sawnwood products;
- The preparation of comprehensive analytical annual reports on production, trade, and consumption of all major forest products;
- The preparation of a study on European timber trends and prospects, 1970-2000 (to be published in 1976 and put on sale);
- Three-yearly analytical medium-term reports on sawnwood and sawlogs, wood-based panels and pulpwood and miscellaneous roundwood.

(c) ECLA

Several documents will be published during the plan period:

(i) Surveys

- Annual agricultural survey of Latin America for submission to FAO and ECLA biennial conferences;
- Contribution to review and appraisal of DDII;

(ii) Studies on the following subjects, among others:

- Food and nutrition policies in Latin America (1977);
- The Public Sectors in Agriculture (1979);
- Food Balance Sheets for selected Commodities in the Caribbean Region (1976);

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- Inventory of Livestock and Yields in the Caribbean Region (1976);
- Programme of Agricultural Development for the Caribbean (1979);
- Problems and prospects of complementarity in Central American agriculture (1977);
- Supply and demand for inputs for agricultural production in Central America 1978;
- Main agricultural regions in Central America 1979.

(iii) Reports

- Semi-annual reports on progress achieved in the processes of agricultural integration under regional or subregional integration schemes.

(d) ECWA

- (i) Surveys of the Agricultural Sector in the regions two papers each year and contribution to review and appraisal of DDII;

(ii) Studies on selected subjects such as:

- Harmonization of agricultural policies in the region (two studies 1977, 1979);
- Food security policy in the region (two studies 1976, 1978);
- Regional agricultural integration (two studies 1977, 1979);
- Six project analyses (three in 1977, three in 1979);
- Case studies in land and water development (1977);
- Specific aspects of rural development (annual report).

(iii) Training

- Three agricultural planning courses (duration three weeks) held at Planning Institute in the region (1976, 1978, 1979);

(iv) Meetings

- Two on policy harmonization 1977 and 1979;
- Two on food security and reviews 1976 and 1978;
- Two Seminars on land and water development (1977, 1979).

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- (e) ESCAP
- (i) Reports and studies on various subjects will be made available to the Governments and intergovernmental meetings.
- (ii) Regional co-operation projects will be prepared on the following: diversification of agricultural production and preservation of foodgrains; increased supplies of agricultural inputs development of agricultural information scheme; Asian Rice Trade Fund, etc.

Legislative authority

- ECA Resolutions 2 (9) and 1, 2, 3, (10) of the ECA Executive Committee ECA resolutions 57 (IV), 101 (VI), 141 (VII), 152 (VIII) and 201 (XI) ECOSOC resolutions 1213 (XLII), 1257 (XLIII), 1495 (XLVIII), 1759 (LIV), 1797 (LV), General Assembly resolutions 3054, and 3180 (XXVIII), FAO Conference resolution 1/73 and 3/73, Regional Livestock Commission Meeting (Kinshasa 1969).
- ECE Long-term programme of work and priorities for 1974-1979 adopted by the ECE in 1974.
- ECLA ECLA resolutions 219 and 290 (XIII); 307 and 313 (XIV); 375 (XV), FAO resolutions 1/72, 6/72, 8/72, 18/72, and 23/72. Resolution 137 (CCE) of the Centre American Economic Cooperation Committee.
- ECWA ECOSOC resolutions 1645 (LI), 1707 (LIII), 1805 (LV), General Assembly resolutions 2626 (XXV), 3202 (S.VI), FAO conference resolutions 5 (69), 2, 3, (73).
- ESCAP ESCAP twenty-ninth and thirtieth sessions (1973 and 1974).

11. DEVELOPMENT PLANNING, PROJECTIONS AND POLICIES

The organization of the programme

(a) Policy-making organs: The subsidiary organs of the Economic and Social Council in this field are the Committee on the Review and Appraisal, the Committee for Development Planning and the regional commissions. The Committee on the Review and Appraisal, is a standing committee of the Council composed of 54 members whose function it is to enable the Council to discharge the responsibilities entrusted to it by the General Assembly, in accordance with the Council's functions under the Charter, to assist the General Assembly in the over-all review and appraisal of the Second United Nations Development Decade. The Committee for Development Planning, a standing expert body established in 1965, is presently composed of 24 members serving in their individual capacities. The Committee functions are inter alia to make its experience in development planning and long-term projections for the world economy available to the United Nations for its activities in these fields, and to prepare comments and recommendations that could help the Council in discharging its responsibility to the General Assembly for biennial over-all appraisals of progress in implementing the International Development Strategy. The regional commissions, each within its own sphere of geographical responsibility, make or sponsor the necessary investigations and studies and assist the Economic and Social Council in discharging its functions within each region. They are in turn assisted by such subsidiary organs as the Conference of African Planners, the ESCAP Committee on Economic Planning and the meetings of the ECE senior economic advisers.

(b) Secretariat: The Centre for Development Planning, Projections and Policies in ESA has a Review and Appraisal Branch, a Planning and Projections Branch, a Financial Resources Development Branch, the Development Planning Advisory Service and the Technical Service for the Committee for Development Planning. The Director of the Centre serves as a deputy to the Under-Secretary-General with responsibility for statistics and development planning. The Director is further assisted by an Assistant Director for Human Resources Development including social planning and another one for physical resources and development.

ECA: The Economic Research and Planning Division, the Trade, Fiscal and Monetary Affairs Division, in part, and the Interregional Offices in Kinshasa, Lusaka, Niamey and Tangiers, also in part.

ECE: The General Economic Analyses Division and Projections and Planning Division.

ECLA: The Economic Development Division, the Latin American Economic Projections Centre, and, in part, the Mexico Office, the Rio de Janeiro Office, the Office for the Caribbean and the Bogota Office.

ECWA: Development Planning Division, in part.

ESCAP: The Research and Planning Division.

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(c) Related work in other programmes: The Centre for Development Planning, Projections and Policies brings together a considerable range of problems that arise in the course of economic and social development. Taken individually, many of these problems are the concern of other programmes and offices in the Department of Economic and Social Affairs at Headquarters, or of the regional commissions, or of UNCTAD or UNIDO, or of specialized agencies.

The Statistical Office is responsible for the collection, processing and publication of many of the basic data used in carrying out the functions of the Centre.

The Division of Public Administration and Finance has responsibility for the administrative aspects of planning for economic development and for budget and tax administration, as well as for the development of financial institutions. These subjects are of concern to the Planning and Projections Branch (e.g., the interrelationships between the annual segments of the development plan and the government budget), and to the Financial Resources Development Branch (one of whose concerns is the mobilization of savings).

The work carried out by the Population Division is of particular significance for the objectives pursued by the programme of the Centre: demographic questions are some of the most crucial in development planning. Population is a basic parameter in most economic and social projections.

Similarly, the programme of the Centre for Social Development and Humanitarian Affairs is closely related to the work of this Centre in the area of development and human resources, and some of the products of the Centre for Social Development represent required inputs for studies and other activities of the CDPPP, for instance, the Report on the World Social Situation. In the Centre's unified approach to social and economic policies, collaboration with UNRISD and with other programmes at Headquarters, particularly those in demography, housing and humanitarian affairs is essential.

Likewise, many aspects of the work of the Centre for Housing, Building and Planning and of the Centre for Natural Resources, Energy and Transport, as well as of the Office for Science and Technology are of importance to CDPPP, especially in the study of inter-industry relations and in its economic and social projections.

The review and appraisal work is carried out at the national, regional and sectoral levels as well as at the global level. There is, consequently, a close relationship between the work of the Centre at the global level and these exercises at the regional level (carried out by the regional commissions) and at the sectoral level (by UNCTAD and UNIDO and the specialized agencies).

(d) Related work in other international organizations: As indicated above, many of the specialized agencies do work that relates to important aspects of

this programme, particularly the biennial review and appraisal of progress and performance under the International Development Strategy and the unified approach to economic and social aspects of planning, as well as the world economic survey and the over-all assessment of social conditions, trends and policies.

(e) Co-ordination: At the interagency level, the work on the review and appraisal of economic and social progress is integrated through the ACC Sub-Committee on the Development Decade. There is close co-operation with the regional commissions as well as with UNCTAD and UNIDO. Contributions to the global review are also made by other programmes in the Department of Economic and Social Affairs. With regard to the analysis of social trends, social policy and questions of income distribution, close links are being maintained with the specialized agencies, particularly the ILO and IBRD. The Report on the World Social Situation contains sectoral chapters contributed by specialized agencies and divisions of ESA. Close links are being maintained with other programmes in ESA, particularly those in demography, housing, social and humanitarian affairs and with UNRISD. With regard to the area of development and physical resources, contacts are maintained at the working level with the regional economic commissions, UNCTAD, UNIDO, FAO and UNEP. Feedback is expected from the World Population Conference and the Human Settlements CONFEX. In the area of development and financial resources, there is close co-ordination with UNCTAD and the IMF on problems of international tax arrangements. There is close liaison with the Public Administration and Finance programme with regard to taxation and government budgeting as well as to mobilization of domestic savings and financial institutions. With regard to the monitoring of development intelligence, closest links are maintained with the United Nations Statistical Office and reciprocal relationships are being built up with other data compilers including the regional commissions, the specialized agencies and the OECD. With regard to computer processing of data, there is a close link with the Statistical Office, which is the source of much material and also with the Population Division and with UNCTAD. The IMF, as well as the ILO and OECD are providing computer tapes. It is planned to link FAO and UNESCO into the system. With respect to model building and projections, a close link is maintained with other projection work carried out in the United Nations system - within the Department of Economic and Social Affairs, by the regional economic commissions, UNCTAD and several of the specialized agencies. Likewise, the work on integrated development planning analysis requires co-ordination with several other programmes within ESA, particularly in the Centre for Social Development and Humanitarian Affairs and the Division of Public Administration and Finance, as well as with the regional commissions and specialized agencies concerned. The effort in the field of development planning advisory services, including the substantive support of technical co-operation activities at the country level and over-all appraisals of projects and strategies, requires close and continuous co-operation with UNDP itself and with the World Food Programme. Direct advisory services are rendered in close liaison with UNDP and in co-operation with OTC of ESA. The preparation of technical studies for the Committee for Development Planning and other substantive support required for that Committee involves the programme in virtually

all aspects of development progress. The studies and analyses which are being prepared for the CDP inevitably draw on technical work in the field of development carried out in various international organizations, both within and outside the United Nations system.

The problems addressed

A. General

The Development Planning, Projections and Policies programme reflects the growing recognition of the complex interrelationships between the economic and social aspects of development as well as the increasing interdependence of countries and the fact that the rationality of decision-making in any one country is contingent on knowledge and judgement of the external economic environment. The programme will therefore continue to emphasize both the composite, multisectoral nature of development planning and the fact that economic policies adopted by individual countries have implications for the world economy as a whole and for their trading partners in particular.

In the period of the medium plan individual countries will continue to be concerned about the rate at which their output is rising and, increasingly, about how the benefits from that output are distributed among groups and individuals in the population. They will also be concerned about the maintenance of economic stability and hence about both internal balance between production and consumption and external balance between foreign currency earnings and expenditure. In all these areas of concern the programme will seek to assemble and analyse the relevant data and prepare regular reports for the use of Governments.

The international community is expected to have similar concern about differences in rates of growth of individual countries and about the distribution of the gross world product. There are wide disparities in per capita income not only between the developing countries and the more advanced countries but also between developing countries that are well endowed with natural resources and those that are not. The programme will monitor the policies that are adopted to transfer resources from high income and rapidly growing economies to those that have low incomes and are slower growing. Special interest will be taken in the course of development in the least developed countries.

The concern for international equity was given tangible form in 1970 in the International Development Strategy for the Second United Nations Development Decade. The Strategy set growth targets for the developing countries and made a large number of policy recommendations both in respect of development measures and in respect of the assistance that the more advanced countries might give to accelerate economic and social progress. The programme will be examining the extent to which the Strategy has been implemented, with a view to deciding on modifications that may be desirable for a third Development Decade for which preparations would have to begin well before the end of this one. In this context it will be necessary to keep in mind the extensions of the Strategy implicit in the

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Programme of Action on the Establishment of a New International Economic Order adopted by the General Assembly at its sixth special session.

The concern for social equity was expressed in a Declaration on Social Progress and Development adopted in 1969. The programme will seek to ascertain how far the objectives set forth in that Declaration are being attained. In this connexion two problems are attracting an increasing amount of attention: (i) how to measure social progress, both comparatively among different communities and nationally over time, and (ii) how to ensure that social considerations - such as those relating to the improvement of nutrition, health and education - are given adequate weight in development planning. The programme thus aims to promote a unified approach to national planning.

The spread of economic and social planning has increased the need for comparative studies of the way in which countries are tackling some of the outstanding problems associated with the formulation and implementation of development plans. One such problem is the marrying of short-term economic management - to meet a crop failure, for example, or a change in the terms of trade - with longer-term economic policies designed to achieve more distant objectives. Another is the improvement of planning mechanisms that feed back the results of systematic policy appraisals to the seat of future policy determination. A third arises from the concern about equity: how to ensure adequate attention in the planning process to lagging areas or population groups. It is hoped that the programme's studies of these questions will facilitate the exchange of experience on which improvement in planning techniques is largely based.

Recent developments have dramatized some of the problems of balance between inputs and outputs in both the national and the global economies: (i) the lag in agriculture has given rise to increasing concern about food supplies and the future of the green revolution, (ii) the failure of the industrial sector to provide adequate opportunities for employment and income earning in many developing countries has made it necessary to re-examine industrialization policies and ways and means of promoting labour-intensive techniques of production, and (iii) the negative consequences of rapid economic growth have been the occasion of many recent expressions of alarm at the using up of natural resources and the degradation of the environment. In these and other problems involving the relationship between economic development and physical resources, the programme hopes to deploy input/output techniques of analysis to throw light on the choices that Governments must face in their formulation of sectoral policies.

The concern about internal equity - recently dramatized as the fight against mass poverty - is giving rise to a search for fiscal and financial measures that will improve the distribution of income as well as accelerate economic development. Studies of the way in which fiscal policies can be used to stimulate production and affect income transfers are envisaged as a method of sharing country experience in this important field. There is a similar need in the field of financial policies to stimulate savings and capital formation. Savings for

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development also come from the transfer of resources between high income and low income countries, both privately and publicly. This flow is being monitored as part of IDS appraisal activity. Closely linked to the flow of resources through private investment is the question of tax arrangements in the country of origin and the country of destination. Such arrangements are being chronicled year by year and at the same time a model tax treaty is being formulated that will seek to safeguard the interests of the weaker partner.

The spread of economic and social planning and the growing desire of Governments to rationalize their decision-making processes by bringing to bear the fullest array of relevant data are increasing the need both for basic economic and social intelligence and for the constant re-examination of the relationships between variables on the basis of which the essence of the emerging economic picture is conventionally projected. The pace of change in these relationships has clearly accelerated in recent years and a wider than usual range of projections will have to be made at both the national and the international levels if realistic economic and social targets are to be set for the 1980s. In this work the programme is endeavouring to harness more effectively the capability of the computer to store, sort, analyse and project relevant data on the basis of socio-economic modelling, employing statistics obtained in large measure from the compilations of the Statistical Offices of the United Nations family.

Though most countries have gained valuable experience in the field of economic and social planning and management in the past 15 years, the need for assistance has not diminished. On the contrary, one of the main results of this experience has been an increasing awareness of the problem, and this has been magnified by the acceleration that has been taking place both in the pace of technological and economic change and in the expectations of population groups as subsistence communities break down and education spreads. While many Governments are becoming able to undertake their own research and to hire technical advisers, a majority of the developing countries are likely to remain dependent on external aid in this area for many years. The programme is intended to provide substantive support in response to requests from Governments for assistance in development planning, economic and social surveys and general policy formulation.

The programme is concerned with current and emerging problems. While many of the fundamental issues of world economic development tend to remain constant, the essence of the current situation is its change. Political, natural and technological factors exert a continually changing impact on the global economy and on the international economic relations. And sometimes these changes come about with dramatic speed - as in the case of the food and energy situation over the 1972-1974 period. The programme aims to build up a stock of expertise sufficient to permit a basic understanding of the facts and issues in each of the sectors and disciplines involved in the process of economic and social development and the conduct of a purposeful dialogue with the more specialized programmes in the United Nations system. At the same time, it has to cultivate sufficient flexibility to permit it to fulfil the functions of an "economic general staff" capable of responding to the idiosyncratic day-to-day changes in the circumstances bearing on the course of world development.

(a) Review and appraisal of economic and social progress

On the basis of the annual World Economic Surveys and the biennial appraisals of the implementation of the IDS, it is aimed to provide assistance to member Governments in the formulation of policies for international co-operation for the raising of levels of living in the world in general and in the developing countries in particular.

(b) Development and human resources

The work in this area has taken on new urgency in recent years as Governments have come to realize that the process of economic growth will not, in itself, ensure a satisfactory course of social progress. The question of social policies has come to parallel the question of economic strategy and the relation between the two is a matter of increasing concern. In 1969 the General Assembly adopted the declaration on social progress and development, and the programme's reports on the world social situation now include an assessment of policies for its implementation.

Increasing attention will be given to devising means of measuring social progress so as to better understand the development process and to improve social planning by facilitating the setting of objectives and the evaluation of policies in preparation for a third development decade.

(c) Development and physical resources

The critical problems are (i) the lag in agriculture which is giving rise to increasing concern about food supplies, (ii) the failure of the industrial sector to provide adequate opportunities for employment and income earning, and (iii) the consequences of rapid economic growth in respect of the using of natural resources and the degradation of the environment. The specific purpose of the Centre's work in this field is to suggest policies that would lead to a more rational international division of labour in the light of resource usage and environmental impact.

(d) Development and financial resources

There has been a wide-ranging questioning of existing systems and practices in the entire financial field, including the adequacy of the "rules of the game" for international investment, resource transfers and mechanisms and the efficiency and fairness of domestic tax systems. Emphasis will be placed on devising (i) codes and incentives for direct investment, (ii) guidelines for international tax arrangements, and (iii) fiscal and financial measures for accelerating development and improving equity.

(e) Economic and social projections

The need for monitoring of development intelligence, particularly for the review and appraisal of the IDS, requires the provision of relevant statistical data in a standardized and digested form ready for analysis. Projections of the world

economy, based on alternative hypotheses, will be presented for the purpose of selecting appropriate international targets for a third development decade.

(f) Integrated development planning analysis

Particular attention will be given to the sectoral aspects of social and economic planning, the "spatial" (geographic) aspects of planning and the temporal (time horizons) aspects of planning. Because of the importance of national appraisals of policies and performance to the implementation of the IDS, special studies will be made of the operation of appraisal machinery and procedures in individual countries.

(g) Development planning advisory services

In response to growing demands of member Governments, the provision of such services will continue to be given high priority. This involves assistance to UNDP and WFP and other services in the over-all evaluation of major technical co-operation or food aid projects, provision of direct advisory services to requesting Governments in the field of general economic and development planning, support to the efforts of individual Governments, especially in the least developed countries, in establishing and perfecting their own planning machinery and procedures and finally, substantive support of technical co-operation projects at the national, subnational and multinational levels in the fields of general economic policy formulation and development planning.

B. Regional

In the ECA region, little progress has been made in ensuring full coverage of the major economic and social problems facing Africa. In particular, information on income distribution, health conditions, nutritional standards and the living conditions of disadvantaged groups is lacking. Similarly, information about sources of financing development is very weak. The result is that the "Survey of Economic Conditions in Africa" still fails far short of the standards required of a realistic instrument of policy. The same problems are encountered in the review and appraisal exercise.

The focus during the medium-term plan period will be on further efforts to incorporate more social indicators into the survey. In some cases, the required information is available in the files of government departments. Moreover, more and better information will become available from the series of population censuses now being conducted in most African countries, as well as from the new integrated household survey project being launched by ECA in collaboration with national statistical offices and other United Nations agencies.

At the same time, the situation can improve rapidly if Governments undertake socio-economic surveys and a review and appraisal of plan implementation at the national level.

Almost all African countries now have one or another form of development plan. In some cases the second or the third development plan is being executed. However, most of these plans are either Government development programmes or public

sector programmes. There is hardly any serious consideration of the intentions of the private sector. Moreover, insufficient attention has been paid to the dualism characteristic of most African economies. Similarly, there is usually no link - or only a very weak one - between over-all macro-economic projections, sectoral projections and the projects which are the means to implement the over-all targets. In effect, it is hard to attribute increases in the level of development in African countries to development planning. Yet "planned development" is still regarded as the best approach to accelerated development in African countries.

Other effects of over-concentration on macro-economic planning are the lack of information on sectoral performance and problems, and the almost complete neglect of the spatial aspects of development planning. These lacunae discovered in development planning practices in the past have led to recommendations for a "unified approach to development analysis and planning", in which attention should be paid to the regional, sectoral and over-all aspects of development planning.

The International Development Strategy refers to 25 countries that have been identified as the least developed and as deserving of special measures to aid their development, 16 of them are in Africa.

In the ECE region, the management of modern economies requires far-sighted plans and programmes to orient investment and infrastructure policies and more generally to define over-all economic and social development strategies. Many ECE countries are preparing such medium- and long-term plans and programmes, and others which have no official central plans or programmes prepare national economic projections, covering the medium- and long-term periods ahead. The considerable degree of interdependence manifested by national economies also requires that these plans, programmes, projections, and policies be internationally consistent; hence the need for a systematic exchange of information. This, it is hoped, will facilitate gradual harmonization of national plans and programmes and eventually foster the development of a greater degree of economic co-operation within the ECE region as a whole.

In the ECLA region, economic growth during the first three years of the Second United Nations Development Decade attained a rate of 6.9 per cent, surpassing the global International Development Strategy goal of 6 per cent. The growth rate is not evenly distributed among the countries, however, and serious imbalances persist. In the recent past, some Governments have chosen a lower rate of over-all growth in order to preserve natural resources, obtain a better balance between foreign and domestic investment or undertake large projects with a more distant yield. Since late 1973, the number of factors dampening economic growth rates has increased.

Inflationary pressures, formerly present in only a few economies, are now prevalent throughout the region. Such pressures sap the effectiveness of the economic instruments available to the authorities. In 1974 the economic policy of Latin America was influenced increasingly by efforts to promote greater price stability, which included the importation of more consumer goods, subsidies on fuels and strategic products, constraint on government expenditure and selective price controls.

At the beginning of the decade, income distribution in the region appeared to have improved. Land reform and an increase in the industrial labour force were significant factors. Since the generalized inflation began, however, prices have tended to increase more rapidly than labour income. Although in some instances the rates of registered unemployment have diminished, unemployment is still a high proportion of the labour force.

Mobilization of internal resources has improved steadily. The proportion of central government expenditure devoted to investment has remained high or increased further. Simultaneously, public sector enterprises have expanded rapidly, especially in sectors which are not of interest to private national or foreign investors. Mobilization of private savings has improved even more rapidly. Financial intermediaries serving the industrial and commercial sectors are more than adequately supplied with funds.

In contrast to most of the Latin American countries, some countries of the Caribbean subregion do not prepare general surveys of economic and social development. Even in the larger States, such surveys frequently appear only after considerable delay so that it is very difficult to monitor and evaluate current developments.

The adoption of planning as a strategic instrument of change in practically all Latin American countries is giving practical significance to the development of proper projections and methodological and analytical procedures. The development of these new methods of quantitative analysis is becoming more and more urgent and methodology has to be organized on a systematic basis and extended to all the countries of the region.

In the ECWA region, the early years of the 1970s witnessed the launching of medium-term development plans and programmes in various countries of the region. The importance of this drive to plan development efforts has been enhanced by (a) the launching of the International Development Strategy and the adoption of the Programme of Action on the Establishment of a New International Economic Order; and (b) by the sharp increases in revenues accruing to the oil-producing countries and the consequent rise in investible resources. However, the formulation, implementation and evaluation of such plans and programmes suffer - in varying degrees - from the lack of adequate and reliable basic information; appropriate methodology, sound and realistic growth perspectives, clearly spelled-out priorities, objectives, options, policies and measures, well-conceived and adequately studied projects, and the lack of intercountry harmonization and co-operation at all levels. Moreover, the translation of plans and programmes into feasible annual operational activities and budgets is often inadequate.

In the ESCAP region, the development performance of many developing countries during the last decade and a half revealed that the benefits have not been equitably distributed, and that economic growth has often been accompanied by adverse social effects such as increasing unemployment, widening income gaps, etc. This has led to a general recognition of the importance of the complex interrelationship among economic and social factors in the development process and hence to the consideration of a unified approach to development planning

to ensure growth with social justice. At the same time, it has been recognized that one of the weakest links in the planning process of developing countries is the review and appraisal of progress which is an essential component of planning activities.

Medium-term objectives

- (a) CDPPP, ESA
- (i) To monitor and evaluate the process of economic development through the collection and analysis of relevant data concerning the state of the world economy and through the review and appraisal of progress in the implementation of the International Development Strategy and the Programme of Action on the Establishment of a New International Economic Order.
 - (ii) To provide information and assistance to Governments on the design and evaluation of development plans and policies that adequately reflect the interrelationships between economic and social aspects of the development process. Identify criteria and instruments for measuring their effectiveness in the light of the objectives of the International Development Strategy and the Declaration of Social Progress and Development.
 - (iii) To provide comprehensive and up-to-date information within an input-output framework, regarding the changing interrelationships between sectors and industries in the process of economic development and assess the impact of these changes on the physical environment with a view to improving the factual and theoretical basis on which development strategies are formulated.
 - (iv) To promote the adoption of fiscal and financial policies and measures that will help to mobilize and effectively utilize domestic and external resources for the purpose of economic and social development.
 - (v) To monitor development intelligence, computerize relevant economic and social data, build models and do other econometric work as input for other parts of the programme. Carry out economic and social projections on a variety of assumptions in order to assist in the designation of quantitative targets for the Third Development Decade.
 - (vi) To analyse development planning as an integrated function involving both economic and social aspects, regional and other spatial aspects, timing, phasing and other temporal aspects and appraisal processes and institutions, and provide information and guidelines to member Governments on a continuing basis through comparative studies.

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- (vii) To prepare development studies and analyses that serve as the basis of policy recommendations by the Committee for Development Planning on a wide range of problems for use by the Economic and Social Council and the General Assembly and to prepare, on the basis of ongoing research work, technical material for use by a wider audience of planners and policy makers.
 - (viii) Provide substantive support for technical co-operation activities. Provide assistance to UNDP and WFP in over-all appraisal of requests for assistance and to requesting Governments in the formulation of over-all programme strategies in relation to the preparation of the UNDP country programmes. Carry out short-term and urgent advisory missions in the field of general economic policy formulation and development, as well as fact finding or evaluation missions on behalf of the United Nations or UNDP. Provide support of technical co-operation field projects at the national, subnational or multinational levels. Evaluate candidates for appointments to technical assistance posts, draft expert job descriptions and comment on experts' progress and final reports.
- (b) Economic Commission for Africa
- (i) To undertake an annual survey of current socio-economic conditions, and an annual study of a specific development problem using African countries at the basis of comparison with the results of both to be published as the Survey of Economic Conditions in Africa.
 - (ii) To undertake, at the regional level, a biennial review and appraisal of progress in implementing the policies of the Second Development Decade.
 - (iii) Develop appropriate methods of measuring social factors for the purpose of monitoring the development process at both the national and regional levels.
 - (iv) To provide advisory services to member States, at their request, in economic surveys in the field of development planning and projections, including assistance in the training of personnel, the organization of a regular programme for the conduct of economic surveys and the preparation of review and appraisal reports.
 - (v) To develop appropriate planning techniques for African-type economies, with a view to issuing a "Manual on Development Planning" for African countries. It is not likely that the manual will be completed before the first half of the 1980s. Meanwhile, the intermediate steps will comprise the completion of studies on regional planning techniques in 1979 and the undertaking of studies on techniques of planning the natural resources, education and health and agricultural sectors during the medium-term period. While the results of some of the studies will be discussed at the meetings of the Conference of African Planners in

1976 and 1978, others will be discussed at technical meetings to be organized in 1977 and 1979. After its approval by the Conference of African Planners, the manual will be issued to African countries, and training workshops on the use of the manual will be organized. Thereafter, the work will be concentrated on plan implementation.

(vi) To assess the adequacy of the measures aimed at helping the least developed countries and make recommendations for new and more efficient ones.

(c) Economic Commission for Europe

(i) To engage systematic exchanges of information on programmes and plans under preparation, leading to a definition of a broad economic perspective for the countries of the region over the medium- and long-term period ahead. This should influence the preparation of the next series of plans which will be made in 1978 and 1979 in most countries and provide the Commission with an economic framework for studies of long-term trends and perspectives.

(ii) To undertake, in the 1976-1979 period, studies of problems of infrastructure, problems of international specialization and co-operation, problems of human resources and the long-term organization of economic activities. This will assist Governments in preparing their national plans, programmes, projections and policies in specific fields.

(iii) To exchange views and experience on planning and programming techniques, in order to define a common language and identify common problems for joint examination.

(d) Economic Commission for Latin America

(i) To appraise factors and problems which influence regional economic development. Two general areas are presently being studied. The first is the styles of development pursued by the Latin American countries. The main themes relate to income distribution, the improvement of living conditions of marginal populations, the problems posed by open and disguised unemployment, and the question of multinational corporations. The other relates to the changing nature of Latin American economic management. Economic policy has acquired dominant importance pari passu with the availability of internal financial resources, the influence exerted by internal sectors on employment and short-term growth, the efforts of the Latin American Governments as a group to use their international leverage and, more recently, inflation. The analysis of economic policy through the Annual Economic Survey has consequently become an essential objective. The annual Survey must consequently seek and provide more detail on policy matters. Otherwise it could turn into a cursory description of changes in the main macroeconomic variables.

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(ii) To examine quantitative systems of analysis and evaluation of development trends in Latin American countries, and to revise them periodically and systematically. A series of national models to compare development styles will be prepared as well as a model for quantitative analysis and projections for Latin American countries within the context of the "LINK" project initiated by UNCTAD. Assistance will be provided in the tasks assigned to the Secretariat in respect of the appraisal of the International Development Strategy.

(e) Economic Commission for Western Asia

(i) To analyse current economic development trends and policies, at the national and regional levels, and review and appraise progress made towards the objectives of the Second Development Decade and the implementation of the Programme of Action on the Establishment of a New International Economic Order.

(ii) To provide assistance and training to countries in the region in the following fields:

- Plan formulation, implementation and evaluation, including formulation of national development strategies and policy instruments;
- Regional co-operation and programme and plan harmonization at the global and sectoral level;
- Project identification and evaluation.

(f) Economic and Social Commission for Asia and the Pacific

(i) To analyse development problems of major policy importance, to review and appraise the economic development and the regional strategy for development on a continuing basis, hold high-level consultation in this respect, and disseminate the results of the studies. This includes the review and appraisal of progress towards the objectives of DD II.

(ii) To conduct research on the unified approach to development planning and disseminate the results.

(iii) To expand regional and subregional co-operation on a commodity and sectoral basis.

Medium-term outputs

(a) CDPPP, ESA

Four World Economic Surveys will be prepared as well as two Biennial Appraisals of the Implementation of the IDS, reporting separately on the developed

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market economies, centrally planned economies and the developing countries. The quadrennial Report on the World Social Situation will be issued in 1978. A report on practices and problems in the use of social indicators and a comparative study on the impact of urban and rural development strategies will also be issued, as well as guidelines for assessing the distribution of income and services and for defining structures and policies to achieve greater equity, particularly in relation to human consumption.

Reports will be prepared on the implications for world development targets of environmental action and the exploitation of natural resources.

Studies will be carried out to help in the formulation of national and international measures for encouraging those flows of private capital to developing countries that accord fully with the national development policies of the recipient countries. An expert group which began drafting a model tax treaty in 1968 will continue its work in 1975 and meet again in 1977 to deal with problems of tax evasion and tax incentives to promote direct investment. The series of publications on international tax agreements will be continued; it is expected that each year will see the issue of three supplements. The World Guide to these arrangements is to be revised every second year.

Expert groups will be convened in 1976 and 1978 to advise on measures to promote rural development, to recommend steps that might be taken to make credit and risk insurance available to small scale entrepreneurs and to provide advice and support to developing countries' institutions that receive and distribute financial resources from abroad. As part of the monitoring of development intelligence, relevant statistical data will be compiled and processed. This will involve continuous identification and anticipation of users' needs, research in measuring methodology, the quantification of qualitative data and the use of proxy indicators. As part of the effort to build up an economic and social data bank in a form that will allow ready retrieval and varied economic computation, country coverage will be extended, the accuracy and timeliness of existing service improved, and new series added. As part of the work on model building and projections required for the preparation of the Third United Nations Development Decade, it is planned to develop a series of models, to illustrate the structural relationships involved in the development process and test the feasibility of various policies and targets. As part of the work on economic and social aspects of planning, comparative studies will be prepared of the way in which over-all economic and social plans are being formulated and implemented. The applicability of such experience at the national level will be tested at regional seminars and training workshops. 1/ Techniques of regional (subnational) planning will be studied and reported on. Comparative country experience in integrating community development with national plans will be analysed. Work in

1/ Expected to be financed from extrabudgetary resources.

the field of technical co-operation will continue and hopefully be enlarged by a series of comparative studies designed to draw together the lessons of the 1970s. Comparative analytical studies will commence on temporal aspects of planning covering the problem of reconciliation of longer-term goals and shorter-term annual budgetary decisions. Comparative analytical studies will be carried out on planning procedures, methodology and institutions at the national, sectoral and subnational levels with a view to strengthening planning mechanisms and plan implementation. It is intended to undertake systematic studies on appraisal experience and to produce a manual that could be used for training purposes.

With regard to development planning advisory services, the programme will continue to provide assistance to UNDP and WFP, or to other units of the department in the over-all evaluation of major technical co-operation or food aid projects. It will provide direct advisory services to requesting Governments in the field of general economic policy and development planning, including direct advisory services of a fact-finding or evaluation nature. It will provide support to the efforts of individual Governments, especially in the least developed countries, in establishing and perfecting their own machinery and procedures, with a view to enabling them to determine the appropriate development priorities in the use of the country's own resources and of external assistance. It will provide support to the efforts of groups of developing countries to foster economic co-operation among themselves through the adoption of harmonized development policies and the formulation and execution of multinational projects. It will also support the efforts of developing countries to relate their technical co-operation programmes to their development priorities and needs and thus improve their programme strategies.

As part of the substantive support for the Committee for Development Planning, studies will be prepared on special themes selected by the Committee. Two issues of the Journal of Development Planning will be published every year; the contents will be drawn from research work undertaken by CDPPP or from other research work in the Secretariat.

(b) Economic Commission for Africa

- (i) Four issues of the Survey on Economic Conditions in Africa (annual).
- (ii) Eight issues of the Economic Bulletin for Africa (semestrially).
- (iii) Sixteen issues of the Planning Newsletter (quarterly).
- (iv) Two regional reports on review and appraisal of progress in implementing the goals and objectives of the Second Development Decade - biennially (1977 and 1979).
- (v) Two biennial reports on progress, problems and prospects of the least developed African countries (1976 and 1978).
- (vi) A report on social indicators for monitoring the development process (to be later included in the Planning Manual for Africa) (1976).

- (vii) Two reports on regional planning techniques in Africa.
- (viii) Four reports on sectoral planning techniques in Africa (natural resources, agriculture, education and health).
- (ix) Two meetings of the Conference of African Planners (1976 and 1978).
- (x) Two training workshops in planning techniques (5-10 days each, 1977 and 1979, 20 participants).
- (xi) Advisory services and on-the-job training (30 man-months over the period).
- (c) Economic Commission for Europe
 - (i) Four annual reports of the Senior Economic Advisers to the Commission and about 10 reports of ad hoc meetings or seminars (2 or 3 per year).
 - (ii) One publication each year of papers prepared by Governments or by the Secretariat on specific aspects of long-term plans and programmes (printed and put on sale).
 - (iii) One or two annual reports on policy issues prepared by national rapporteurs and circulated - along with a synoptic note from the Secretariat - to Governments and to ECE subsidiary bodies (but not published).
 - (iv) Research studies on long-term trends in the ECE region made by the Secretariat for submission to the Senior Economic Advisers and subsequently for annual circulation to subsidiary bodies of the Commission and for publication in one or probably two installments during the period 1976-1979.
 - (v) One annual report on research in the use of models and one survey of trends in this field to be issued in 1978.
 - (vi) Papers and studies on long-term economic trends submitted by the ECE secretariat to the Committee for Development Planning, in connexion with the United Nations Development Decade.

The Senior Economic Advisers have progressively evolved their approach to projections and programming. On several occasions, e.g. in 1971 (VIIIth session) and 1972 (IXth session), discussions have taken place on alternative solutions. The major issues can be summarized as follows:

- Ad hoc meetings versus establishment of permanent subsidiary bodies: the first solution has been systematically retained.
- Discussion of policy issues versus exchange of information on methodological problems: the general trend has been to increase discussions on policy

issues, but the nature of the subject matter makes it imperative to go step-by-step: the discussions on methodological issues are often considered as one indirect approach toward policy issues and are systematically related to the latter.

- Discussion of country notes versus analytical papers: the latter has been retained, implying that the secretariat should prepare analytical synoptic notes on the basis of country papers.
- Publication or non-publication of reports: This is always discussed on a case-by-case basis, taking into account the material involved and the need to maintain a confidential atmosphere for discussions.

(d) Economic Commission for Latin America

Periodical surveys

- (i) Annual Economic Survey for Latin America.
- (ii) Summary report on economic conditions to the Economic and Social Council.
- (iii) Summary report to the meeting of heads of regional commissions.
- (iv) Contribution to the 1977 and 1979 appraisals of the Second Development Decade.

Styles of development

- (i) Country studies of Brazil (1976) and Argentina (1978), and preliminary report on Latin America.
- (ii) Eight "country notes" on countries of the Caribbean region.
- (iii) Study on short-term policies and their linkage with the medium-term objectives for Cuba (1976), Costa Rica (1977), El Salvador (1978) and Mexico (1979).
- (iv) Research on the Regional Development of Mexico (1976).

Economic policy

- (i) The Latin American experience: stabilization programmes.
- (ii) Investment problems: financial resources for housing.

Economic projections

- (i) Several reports on conceptual and methodological aspects of the appraisal of the International Development Strategy (1976 and 1978), as well as

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other studies and reports required for the third and fourth regional appraisal of the Strategy, in co-operation with CDPPP.

- (ii) Country reports on experiments with population models (1976).
- (iii) Reports on comparison of development styles in various Latin American countries (1976, 1977, 1978).
- (iv) Econometric models of projects and analyses of alternative policies for various Latin American countries (1976, 1977, 1978).

Advisory services to the Governments as regards planning.

- (e) Economic Commission for Western Asia

Research studies and reports

- (i) Review of recent economic trends, analysis of current developments in the region and assessment of the short-term outlook (to be completed annually before the summer session of the Economic and Social Council).
- (ii) Review and appraisal of progress towards achieving the objectives of the Second Development Decade in co-operation with CDPPP. (Biennial 1977 and 1979.) Progress towards implementing the Programme of Action on the Establishment of a New International Economic Order (in co-operation with CDPPP, annual). (Progress reports to be submitted to the Economic and Social Council ordinary or special sessions and to member States.)
- (iii) Guidelines for economic policy in the region, including study of prospects and alternative uses of financial resources accruing to countries of the region as a result of recent developments in the world oil situation (1977).
- (iv) Projections of the balance of payments of Member States (annual).
- (v) Analysis of planning experiences of individual countries (1978) and research on planning techniques and growth models applicable to individual countries in the region (one study annually).
- (vi) Systematic assessment of development opportunities in the region, concentrating on project identification and evaluation and on pre-feasibility studies (one study annually).
- (vii) Studies on the range of options available for the implementation of regional economic co-operation schemes and joint ventures in various sectors, suggesting arrangements for appropriate multinational action (one study annually).

Advisory services to Governments in planning and project evaluation.

Meetings and training programmes

- Biennial meeting on intercountry regional co-operation (1978, then 1980).
- Annual training course on project analysis (starting 1978 - two trainees from each member State).

(f) Economic and Social Commission for Asia and the Pacific

- Four issues of the Annual Survey.
- Sixteen issues of the Quarterly Economic Bulletin.
- Reports on review and appraisal of DD II and of the Programme of Action for the Establishment of a New Economic Order.
- Several studies on selected economic problems: sectoral policies; development strategy; impact of energy and food crises; transfer of technology; unified approach to development and regional co-operation.

Legislative authority

(a) CDPPP, ESA: General Assembly resolutions 118 (II); 1939 (XVIII); 2542, 2543 (XXIV); 2626 (XXV); 2768 (XXVI); Economic and Social Council resolutions 1079 (XXXIX); 1149 (XLI); 1259 (XLIII); 1322 (XLIV); 1494 (XLVIII); 1581 (L); 1625 (LI); 1721 (LIII).

(b) Regional economic commissions

Legislation applicable to Headquarters and the regional commissions is not quoted again hereunder.

General Assembly resolutions: 1517 (XV), 1708-1718 (XVI), 2641, 2687 (XXV), 2801, 2803 (XXVI), 3036 (XXVII), 3174, 3176, 3178, 3716 (XXVIII).

ECOSOC resolutions: 777 (XXX), 924 (XXXIV), 1442, 1447 (XLVII), 1754 (LIV), 1817, 1818, 1827 (LV), 1896, 1911 (LVII).

ECA resolutions: 80 (V), 105 (VI), 109 (VII), 210 (IX), 218, 222, 232 (X), 238 (XI), reports of ECA sessions.

ECE resolutions: 7 (XXII), 5 (XXIX), 2 (XXVII), 2 (XXVIII), ECLA resolutions 2 (I), 7 (IV), 290 (XIII), 310 (XIV), reports on sessions of the ESCAP Commission.

12. DISASTER RELIEF

The organization of the programme

(a) The Office of the United Nations Disaster Relief Co-ordinator at Geneva is the only United Nations organization with direct responsibilities in this area. The activities of the Office cover two substantive programmes, namely disaster prevention and preparedness and disaster relief (mobilization and co-ordination of relief and emergency assistance to Governments of disaster-stricken countries), which correspond roughly to the two sections of UNDRO, the Prevention and Planning Section and the Relief Co-ordination Section.

(b) A number of United Nations bodies or specialized agencies (Resources and Transport Division, Centre for Housing, Building and Planning, UNDP, UNEP, WMO, WHO, UNESCO, FAO) are carrying out activities related to disaster prevention and relief. The League of Red Cross Societies and the International Civil Defense Organization are the main international organizations active in the field of disaster preparedness. In keeping with its role as the focal point within the United Nations for activities in this field, UNDRO functions in close co-operation and consultation with each of them. Certain of its activities are supported financially by UNEP and carried out with the active participation of other United Nations agencies. One Ad Hoc Interagency meeting on disaster-related activities was held in 1973, and contacts on specific activities are continuous. Projects in the field of disaster prevention are initiated by UNDRO either when they fall directly within its competence or are of an interdisciplinary nature, in which case (such as in the case of the Study of the state of the art in disaster prevention and mitigation) each agency concerned provides inputs in its own field of competence. UNDRO will follow closely the work of other agencies in this field, keep these agencies informed of the activities carried out by others which are of interest to them, promote projects covering the field of activities of several agencies (interdisciplinary projects) by bringing together inputs from the various bodies or agencies which may be marginally concerned, and participate in those aspects of the work of United Nations agencies which are directly connected with its own field of substantive responsibility.

The problems addressed

(a) Disaster prevention: There exists a wealth of knowledge on measures to prevent natural phenomena from resulting in disasters but it is dispersed in very many institutions scattered all over the world. This knowledge, even in developed countries, is often not applied. Disaster-prone developing countries - of which there are over 60 - are frequently unaware of the preventive possibilities which exist, particularly the least expensive ones (for instance, those related to physical planning or land use legislation). Yet in many of these countries damage caused by disasters far exceeds in absolute value the external assistance these countries receive. Expressed in terms of percentage of GNP, the damage sustained by these countries is often higher than their real rate of growth. As a result, their net development is in effect negative. There has been little awareness of this at the international level and, up to now, the international community has

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(c) The programme in the base period.

Table 1

The Disaster Relief Programme in the base period, 1974/1975

Organizational unit	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
UNDRO					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(d) Programme growth 1976-1979

Table 2

The Disaster Relief Programme: Medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
UNDRO				

dealt with disasters largely on an ad hoc basis, after the event, and then essentially from a humanitarian point of view. The causes of natural disasters have not been attacked at the root nor their effects clearly understood. Resources available on the international level to tackle this problem are at present very limited; there is therefore a need to develop a systematic approach to disaster prevention making maximum use of available resources.

(b) Disaster preparedness: Very few disaster-prone developing countries possess adequate machinery to cope with disaster situations and satisfy their first-aid, rescue, relief and rehabilitation needs. In many, there is no disaster relief co-ordination system at all. As a result the number of disaster victims, the hardship to the affected populations, the amount of disaster damage, and the over-all impact of disasters on the national economy and development, are much greater than need be and than would be the case if the country concerned were adequately organized to cope with disaster situations. Action in this field should mainly take the form of technical assistance projects (provision of expert advisory services), aiming both at helping the countries help themselves and at facilitating international assistance in cases of natural disaster.

Among the problems which have rendered the provision of disaster relief at the international level more difficult and costly are the many obstacles to the free entry in the disaster-stricken countries of relief personnel and supplies (visa requirements, custom clearance procedures, custom duties, taxes, overflight and landing rights, etc.), the limitations, even during emergencies, of the exercise by foreigners of specific professions (for instance in the medical field), communications problems (e.g. the assignment of specific wave lengths to relief teams or the granting of authorization to operate radio equipment) and, generally speaking, the absence in most cases of a clearly defined legal status for international relief teams, whether provided under United Nations auspices or bilaterally.

(c) Co-ordination of international disaster relief: Advance arrangements for relief can be made at the international level on such matters as relief supplies, channels of communication and transportation procedures. Currently these arrangements are not as well organized as they could be.

Medium-term objectives

(a) International strategy for disaster prevention

- (i) Provision of information: To collect information on existing knowledge in the field of disaster prevention and mitigation which is directly applicable to developing countries, on gaps requiring urgent concerted action by the international community, and on actual damage caused by disasters (statistical data), with a view to enabling the United Nations to formulate by 1977 an international strategy for disaster prevention.
- (ii) Provision of guidelines: To disseminate information on technological developments and various aspects of disaster prevention, preparedness and relief.

- (iii) Provision of expert advisory services: To provide advisory services on pre-disaster planning (essentially preparedness) in order to strengthen planning and disaster relief machinery in developing countries.
- (b) Disaster relief
 - (i) Advance arrangements: To establish with 100 donor sources by 1976, advance arrangements for action when disaster strikes.
 - (ii) Data bank: To develop by 1978 and maintain after this a data bank containing information useful to relief operations.
 - (iii) Relief committees: To create by 1976 relief committees at the national level in collaboration with UNDP Resident Representatives.
 - (iv) Disaster situations: To provide expert advisory services to help assess needs and co-ordinate relief at the local level, to mobilize and co-ordinate relief internationally, and to provide emergency assistance from relief contributions channelled through UNDRO, in disaster situations.

Medium-term output

- (a) Disaster prevention and preparedness
 - (i) Study of the state of the art in disaster prevention and mitigation: This study, for which some consultant services are being financed by UNEP and which is carried out with the close co-operation of the various United Nations bodies and agencies concerned, involves the establishment of a summary situation report on each aspect to be covered: seismology, volcanology, meteorology and hydrology in 1974; health, engineering, land-use community preparedness and public information aspects in 1975; and economic, sociological, legal and other aspects in 1976. These reports are to be consolidated into one final document which will contain recommendations for the application of existing knowledge in developing countries and for international action in fields where gaps will be identified. These recommendations will be used as qualitative inputs for the formulation of the international strategy for disaster prevention.
 - (ii) World survey of disaster damage: This study, for which financial support is being sought from UNEP, would involve the drafting and sending to Governments of detailed questionnaires; and the collation, analysis, checking, tabulation and publication of the statistical data obtained. The output will be a statistical series to be used as quantitative inputs for the formulation of the international strategy for disaster prevention and for cost-benefit analysis of the various preventive measures.
 - (iii) International panel of experts for the formulation of a long-term international strategy for disaster prevention: The main inputs to be

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used by the panel will be the outputs of the two preceding activities. UNDR0 will select the members of the panel after extensive consultations with Governments and the various organizations concerned, hold a three-week meeting, and publish the panel's recommendations.

- (iv) Journal: A journal, which will probably be a quarterly, will be distributed to member Governments, United Nations and other international organizations, UNDP Resident Representatives and others. It will contain descriptive articles on effective national disaster preparedness and prevention systems, model legislation for disaster-related activities (organization of relief, land-use legislation and building codes in disaster-prone areas), and model emergency plans. It is hoped to start publication by the end of 1975 or beginning of 1976.
- (v) Provision of expert advisory services to individual countries or groups of countries: Activities in this field and projections related to them are currently limited by the uncertainties concerning financing. Under General Assembly resolution 3152 (XXVIII) the Secretary-General is authorized "as an interim measure to draw on the Working Capital Fund in the amount of \$45,000 for 1974 and \$60,000 for 1975 for assistance to governments, at their request, ... in the elaboration of national preparations to meet natural disasters". It is estimated that to be fully effective advisory services to Governments in this field should have a minimum initial duration of six months with a two months' return mission by the expert about a year later to check on progress accomplished.
- (vi) International convention on disaster relief: While efforts are being made to introduce in the legislation of all countries receiving advisory services from UNDR0 provision for the free entry of relief personnel and supplies, the tax and duty exemption of relief supplies bought locally and in general the facilitating of relief operations, it is felt that the ultimate objective should be the signing of a convention - similar in essence, say, to the search and rescue system of ICAO for aircraft or the IMCO arrangements for assistance to ships in distress - which would be open for ratification by all countries and provide a permanent international legal framework for the provision and receipt of international assistance in cases of disaster.

The questions to be covered are complex and one can perhaps aim at completing the drafting of the convention by the end of the current planning period (1979). The preparatory work involves extensive consultation with Governments, legal and technical studies and the preparation of a draft convention.

(b) Disaster relief

- (i) Agreements with donors: By 1976 it is hoped to have agreements or understanding with over 100 Governments and international and voluntary organizations involving:

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- Identification of types of relief supplies, equipment and/or services, including relief personnel, which the donor is prepared to furnish rapidly on request, based on an UNDRO checklist of such items;
 - Agreement on the channels of communication to be utilized;
 - Identification of countries or areas in which a donor would be particularly interested in contributing to relief requirements in disaster situations;
 - Elaboration, with government airlines, of practical and rapid procedures for furnishing UNDRO with free transportation of supplies and persons.
- (ii) Development and maintenance of a data bank: By 1978 the bank will contain the information obtained from donors as just described and information for every developing country pertinent to disaster relief operations, indexes of relief supplies, equipment and services, sources and contacts for free air freight transportation, sources of procurement and data on reception arrangements and other relevant matters.
- (iii) Creation of relief committees at national level: In collaboration with the UNDP Resident Representatives (who are also the representatives of the United Nations Disaster Relief Co-ordinator) and other representatives of the United Nations system in the area, a team capacity for rapid, local assessment of disaster damage and of international relief requirements when disaster strikes will be developed by 1976. This is to be done in association with local authorities, the local Red Cross, and representatives of voluntary agencies and other donor sources, with guidance and staff assistance from UNDRO.
- (iv) Provision of expert services for the assessment of damage and needs and the co-ordination of relief locally: This involves the sending of an experienced UNDRO senior disaster relief officer to help the country assess its needs and communicate the information to UNDRO, Geneva and assist the Government and donors' representatives in the country to conduct co-ordinated relief activities.
- (v) Mobilization and co-ordination of relief in disaster situations: Acting on information available to it, UNDRO makes individual requests to selected donors for relief items for which its information bank reveals a capacity and readiness to furnish. In major disasters up to 100 donors are contacted. As donors report back to UNDRO on the action they take details of shipments of relief aid are fed back to the disaster area.
- (vi) Provision of emergency assistance from contributions channelled through UNDRO: Donors are increasingly channelling their financial contributions through UNDRO, requesting that they be spent on what the Office regards as the most important needs. UNDRO has already handled nearly \$2 million

of such contributions. The output is the procurement of the appropriate relief items through UNICEF, WHO, WFP or FAO. Additionally the Co-ordinator is currently authorized to spend up to \$200,000 a year for emergency assistance, with a normal ceiling of \$20,000 per disaster. This assistance is essentially symbolic in character, but it has made it possible to meet urgent needs without delay and to fill certain gaps in the international assistance provided. The output here takes the form of cash allocations, or the purchase and shipment of specific relief items.

Legislative authority

General Assembly resolutions 2816 (XXVI), 3152 (XXVIII) and 3243 (XXIX), ECOSOC resolutions 1803 (LV).

General Assembly resolution 3243 (XXIX) calls for the strengthening of the capacity of UNDRO to provide an efficient and effective world-wide service of mobilizing and co-ordinating disaster relief. Under the terms of the resolution the additional costs of providing this strengthened capability should be met by voluntary contributions during the first year (1975) and during the biennium 1976-1977, and the Secretary-General was requested to take appropriate measures, drawing upon the aforementioned voluntary funds, to propose a plan and budget for this increased capability, and proceed with its immediate implementation. In order to comply with the terms of the resolution, UNDRO convened a consultative group early in 1975 to develop an operating plan. The medium-term plan as presently presented must therefore be considered provision in nature, and subject to change in the light of the decisions made subsequent to the meeting of the consultative group.

13. EDUCATION, TRAINING, AND LABOUR MANAGEMENT

The organization of the programme

(a) Policy-making organs

Policy-making organs in this field are with UNESCO and ILO.

(b) Secretariat

Within the United Nations the Economic Commission for Africa is the only Unit having a programme on education, training and labour management.

(c) Related work in other programmes

Within the United Nations, the ESA Division for Public Administration and Finance has a programme for training teachers. UNITAR undertakes studies in specialized areas of training. CAFRAD has a programme for the training of teachers especially in the field of development administration.

(d) Related work in other international agencies

UNESCO and ILO, having the central responsibility respectively for formal education and vocational training, conduct large programmes in these areas, to which the ECA programme can only hope to make a modest contribution.

Several specialized agencies are involved in administering fellowships for the training of Africans abroad. The Programme helps to publish information on some of the programmes sponsored by these agencies, especially those of UNESCO, WHO, FAO and IBRD.

Several intergovernmental organizations are active in pursuing related objectives in Africa.

(e) Co-ordination

To promote effective collaboration an ECA/UNESCO Joint Staff meeting was established in 1967, later became defunct, and it was resuscitated in 1973. Collaboration with UNESCO has developed, since 1973, into joint programming in areas of common concern.

With ILO collaboration takes the form of joint sponsorship for regional training workshop. Regular consultations through the ILO regional office and joint programming in the area of management training will facilitate collaboration in initiating related studies.

The most effective co-ordination of activities in the area of training the trainers is with CAFRAD. The agreement reached in 1973 between ECA and CAFRAD has facilitated regular consultations through the annual joint staff meetings and by correspondence, resulting in programme harmonization, staff sharing and reciprocal support in workshop implementation.

Collaboration to achieve programme harmonization has so far been developed with the appropriate bureaux of the secretariat of the Organization of African Unity and the Association of African Universities for studies, information, dissemination, and servicing of meetings.

From 1972, following understanding reached with the Association of African Universities, the programme shifted its emphasis to post-graduate studies and tailored-to-need, in-plant training programmes outside Africa, leaving undergraduate and inside Africa programmes to the Association.

The Programme also collaborates with the Association in facilitating the placement of African nationals for training in African universities, with the OAU Bureau for the placement and training of African refugees, and with the United Nations specialized agencies in publicizing their training programmes in the ECA region.

(f) The programme in the base period

Table 1

The Education Training and Labour Management Programme
in the base period, 1974/1975

Organizational Unit or Category	RB		XB	Total	
	\$'000,000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs: (Common Services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A.+ B)					
C. <u>Operational programmes:</u>					
D. <u>Apportioned costs: (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Education Training and Labour Management Programme:
Medium-Term Real Growth, 1976-1979

Organizational Unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average Suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100		

Medium-term objectives

- (i) To provide training in the assessing of training needs, the designing and evaluating of training programmes, etc.;
- (ii) To provide policy guidelines and information background for the improvement of African education and training systems;
- (iii) To facilitate the training of African nationals in various professional fields where the needs are particularly urgent (such as economics, statistics, engineering-management, management of education, etc.);
- (iv) To promote the use of interdisciplinary and integrated approaches to manpower, employment, education and population aspects of human resources planning;
- (v) To provide African Governments and manpower utilization agencies with guidelines and background information for the formulation and implementation of policies for manpower, employment and population planning, as well as educational developments.

Medium-term outputs

(i) Training

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
Number of training workshops	5	5	4	5
Duration	2 to 6 weeks each			
Number of persons trained	Yearly 50 to 60 people			

(ii) Guidelines on training systems

Number of studies - one main study each year.

The studies will cover the following topics:

- innovative developments in functional education (1978-1979);
- pre-vocational programmes in lower and middle level schools (1976-1977);
- innovations and programme effectiveness in non-formal education (1976-1977);
- possibilities and constraints in intra-African co-operation in developing and utilizing higher educational and specialized training facilities (East and Southern Africa 1976; West Africa 1977; North Africa 1978, Central Africa 1979);

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- problems in Africa's educational reform (1977-1978);
- adequacy of technical education policies and programmes in relation to technical manpower requirements (1978-1979).

Occasional reports will be issued, at an average of two each year.

(iii) Training of professionals

On-the-job training in ECA, one or two professionals each year.

Scholarships abroad will be provided to 100 to 120 graduate students each year.

The "Training Information Notice" will be published quarterly;

Twice a year "Bulletin on ESA Training Programmes" and several "ad hoc" publications.

Each year will be organized one workshop for management trainers (duration 8 weeks) and one workshop for management case writers (duration 6 weeks).

Annual long vacation training courses for 25-30 engineer-managers will be organized abroad (depending on the acceptance by training institutions).

(iv) Improving human resources planning

Two national training workshops will be organized each year (duration 4 weeks). Approximately 70 senior officials should participate each year.

(v) Guidelines on manpower planning

Two background studies and one monograph will be published each year.

The following topics are planned for the study programme:

- training programmes and policies for the development of African managerial and entrepreneurial capability (1976-1977);
- labour migration as a factor in employment growth within the context of Africa's economic groupings (1976-1978);
- problems and prospects of the evolution of African subregional labour markets (1978-1979);
- bilateral and multilateral conventions and agreements on extra-territorial labour migration and their relevance to African situation (1976-1977);

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- effectiveness of policies and practical measures for mitigating the African "brain drain" (1976-1977);
- case studies in manpower utilization and labour productivity in specific centres (1977-1979).

Legislative authority: Commission resolutions 82 (V), 110 (VI), 123 (VII), 125 (VII), 173 (VIII), 195 (IX) and 202 (IX); ECOSOC resolutions 1090 (XXXIX) and 1284 (XLIII); African Declaration on Co-operation, Development and Economic Independence of May 1973 relating to Human Resources.

14. ENVIRONMENT

The organization of the programme

(a) Policy-making organs

The Governing Council of UNEP established under General Assembly resolution 2997 (XXVII), comprises 58 members. It provides guidelines for environmental programmes and decides on the utilization of the resources of the Environment Fund. The ECE has established, by decision J (XXVI), a principal subsidiary body entitled "Senior Advisers to ECE Governments on Environmental Problems". It has also a Committee on Water Problems.

(b) Secretariat

The UNEP Secretariat is composed, under the Executive Director, of an Office for Environmental Programmes, and an executive office. The Natural Resources Division of ECA has a programme on environment, as has ECE in its Environment and Housing Division; ECLA and ESCAP both have an environment division.

(c) Related work, and co-ordination in UNEP

The Environment Programme is primarily engaged in the co-ordination and support of environment-related work in other United Nations organizational units. It does not address environmental problems directly. The following extracts from the introduction to a draft paper prepared by the UNEP Secretariat for informal discussion 1/ will indicate how this role is currently envisaged:

"UNEP is needed because sectors think and act sectorally, and disciplines think and act within the confines of their own disciplines. The environment problem is an 'all of the earth' problem. Difficulties have been generated by, and marked by, the failure of sectors and disciplines to consider and act in concert with other sectors and disciplines. Someone is needed with a charter to consider, to be a focus for, and to lead action in matters that are, by the systems nature of the environment, cross sectoral and interdisciplinary."

"UNEP's programme should consist of action in areas where the systems nature of the environment problem can be exemplified and reinforced, and where its leadership (perhaps reinforced by its resources) can make system efforts out of separate sector and discipline efforts. This role forces it to make everything more complicated when seen from a given sector or discipline, (i.e. as complicated as the problems really are). UNEP is a 'complexifier' to use a word coined by Patrick Moynihan."

"Considering the above comments it becomes clear what the major emphasis and tasks in UNEP's programme should be. The emphasis must be undertaken by those sectoral and cross-functional tasks that are not being undertaken by

1/ NA 74-1350. The final version will appear as document UNEP/GC/31.

those with sectoral responsibilities (or not being adequately undertaken), or on those things that simply do not appear in the normal sectoral assignments."

"It is not practical to lump all of the programmes that are connected into a super-programme, nor is it sensible to orient the system programme by sectors, although sectoral classifications always look simpler and clearer. Instead, the programme tries to preserve the system attitude throughout, even though this leads to occasional arbitrariness in the definition of particular system programme activities. This has also led to the classification of certain sectoral elements as part of the programme activities of several appropriate systems."

"Finally, it must be noted that it has been necessary to concentrate on particular subjects or particular geographic matters in order to define achievable programme objectives. The expectation is that as these programmes are started and begin to reach fruition there can be a shift in emphasis, so that various eco-systems and eco-regions and different kinds of system problems will be covered in time."

"The above comments imply the meaning of 'co-ordination' as it will be used in UNEP. In the UNEP context it is not a matter of minimizing overlap or conflict, or even of plugging gaps, but rather an attempt to maximize the number of kinds of relevant contribution and to attempt to ensure that the relevant complications are all at least considered before the problem is simplified in an attempt at solution. Such a task implies a considerable amount of interagency and intergovernmental and interorganization interaction in planning, and indeed the principal line of work of UNEP will be setting up such interactions and carrying them through to co-operative action."

(d) The programme in the base period

Table 1

The Environment Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(e) Programme growth 1976-1979

Table 2

The Environment Programme: Medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed by the regional commissions' programmes:

In the ECA region, there is need to establish machinery for the critical examination of environmental problems at both the national and regional levels. The primary problems are the process of desertification in large parts of Africa and the effects on the pattern of human settlement, and other environmental implications, of the rural exodus to urban areas.

In the ECE region, many deleterious side-effects inherent in the functioning of contemporary advanced industrialized societies have become clearly apparent. At national, bilateral and multilateral levels - environmental policy has, in the first instance, been directed to stopping damage from becoming worse and, subsequently, to repairing damage caused by past neglect. Gradually, however, attention is being shifted to preventive action, with stronger emphasis on long-range planning and forward-looking management of both natural and man-made environmental resources. Throughout the ECE region, urgent need is felt for new approaches to environmental policy and strategy and for a restructuring of administrative and institutional machinery. It is becoming generally recognized that environmental problems are of an interlocking character; that all processes leading to environmental problems are dynamic processes with cumulative effects; and that efficient policies for environmental protection and improvement require long-term planning and programming of a multidisciplinary, multisectoral nature while methods of control and guidance have to be flexible and responsive to a continuously changing situation.

On water problems, a field in which ECE has been active since 1967, the crucial issue is that water has become a scarce and more and more expensive commodity. The ever increasing use of water for economic development as well as social purposes (drinking water, recreation) leads to increasing scarcity of water resources, partly due to over-exploitation (as in the case of ground waters) and partly due to pollution (particularly of surface waters). In some limited areas of high industrial concentration and population density, water has already become a limiting factor in economic development. In order to ensure that in the future water demands can be met, member Governments are increasingly developing water management and control policies and instruments. The degree of sophistication of water management, however, varies considerably from country to country.

The vast majority of ECE countries share water resources (ground water bodies, rivers, lakes, inland seas) with neighbouring countries. Actions which are taken by one country on such resources inevitably affect other countries. Although the resulting problems are usually settled through direct bilateral or multilateral contacts between the countries concerned, it may be of advantage, in specific cases, to seek the solution in the framework of an international governmental organization. The problems most often encountered on international fresh water bodies relate to water pollution affecting drinking water supplies, flood control, and availability of water for navigation, irrigation and industrial purposes. In the case of salt water bodies the protection of fisheries and recreational beaches is predominant.

In the ESCAP region, particular attention must be given to the environmental impact of intensive activities in exploration and exploitation of natural resources. The use of toxic chemicals overflows national boundaries and so there is a need to create a forum for multinational discussion of this and similar environmental issues.

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Medium-term objectives

(A) General

The objectives set forth below for the United Nations Environment Programme should not be considered as corresponding to the activities of UNEP. Most of them would be conducted by substantive units of the United Nations or by specialized agencies of the system, or even by non-governmental organizations. The text below is a series of extracts from the UNEP paper already referred to. The UNEP secretariat feels that it will not be possible to really present a coherent and accepted programme for a four-year period until the occasion of the next medium-term plan of the United Nations.

(a) Oceans

- To work out, and support the implementation of, plans for arresting the further pollution of the oceans and seas, and for managing the aquatic living resources to ensure that the best use is made of them.

(b) Human health

- To assist countries in developing national programmes for the control of pollution.

(c) Global Environment Monitoring System (GEMS)

- To provide a global collection of measured data on various parameters characterizing the environment.

(d) Natural disasters

- To help transfer existing methodology in warning prevention and investigation of natural disasters to developing countries;
- To improve warning techniques and prevention and mitigation action and dissemination of new methodologies.

(e) Outer limits

- To increase knowledge and understanding of climatic changes and weather modification.

(f) International Referral System for Sources of Environmental Information

- To provide a world-wide service which can connect users with environmental questions with potential sources of answer; the connexion would be made through a network of "focal points" of a national, regional or international character.

(g) Terrestrial ecosystems, their management and control

- To establish integrated regional programmes for arresting the process of desertization in arid lands and grazing lands;
- To support and encourage concerted research programmes for the management of tropical forest ecosystems;
- To improve the level of knowledge and the integrated management of other ecosystems (temperate forests, mountains, islands, lakes, sea-shores);
- To create the basis for a world-wide network of protected areas (national parks and ecological reserves);
- To preserve endangered species of plants and animals.

(h) Soils

- To prepare a world map of soil degradation and hazards;
- To assist concerted programmes to control the loss of productive soil.

(i) Water

- To participate in the co-ordination of programmes in the field of water resources.

(j) Genetic resources

- To evolve a strategy to conserve plants and animals and to preserve germ plasms of as many species as practicable.

(k) Pest management system

- To develop and implement environmentally sound pest-control systems.

(l) Human settlement and habitat

- To assist Governments in formulating and applying human settlements policies which take the environmental dimension into account;
- To develop ecologically sound human settlement technologies, mainly in four fields: housing and building, water supply, waste disposal and communication network.

(m) Environment and development

- To help the international community and individual countries incorporate environmental dimension in economic and social development planning and in economic policies without putting obstacles to development;
- To develop an operational concept of eco-development, i.e. of regional and local development respecting the natural ecosystems and the existing socio-cultural systems;
- To improve the knowledge of the real effects of the presence or absence of environmental policies;

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- To define patterns and criteria of natural resources use consonant with environmental policies;
- To evaluate the environmental effects of the conduct of certain industrial activities;
- To define environment-oriented criteria for industrial location, at the national or international level.

(n) International environmental law

- To develop and codify a body of new international law and corresponding instruments to cover requirements generated by environmental concerns.
- To contribute towards the development of national environmental laws.

(B) Regional

(a) ECA

- To monitor the installation of pollutive industries in African countries;
- To identify major threats to African exports that may arise as a result of environmental concern;
- To improve the environment through the provision of adequate and safe water supplies;
- To improve human settlements;
- To introduce sound agricultural practices and to take steps towards solving the problems of desertification;
- To provide advisory services to Governments in the above fields.

(b) ECE

- To organize systematic exchange of information and views on environmental policies and strategies in ECE countries and on progress made in solving environmental problems;
- To develop environmental information (statistics, indicators and parameters) necessary for economic studies and policies. Special stress is expected to be laid on the study of environmental problems arising in the energy sector;
- To help Governments harmonize their policies internationally and to conclude agreements for the most rational development of water resources;
- To prepare a comprehensive and integrated ECE short-term programme and long-term programme on the environment, for consideration and approval by the Commission;

- To promote mutual and regular exchanges of information on the environmental activities and programmes of other international bodies with a view to obtaining close inter-organizational co-operation;
- To assist in the implementation within the ECE region of the United Nations Environment Programme.

(c) ECLA

- To inform Governments and the general public on the state of the environment in Latin America;
- To influence collective behaviour regarding the environment;
- To formulate policies with the concept of eco-development, to improve the conditions of depressed areas or limit the impact of natural resources exploitation;
- To interpret the deterioration of the quality of life in the larger metropolis of Latin America;
- To provide advisory services to Governments on the above problems;
- To harmonize the steps taken by countries in environmental problems of common concern.

(d) ESCAP

- To provide assistance in training, monitoring and setting up guidelines for assessment of environmental impact on development projects;
- To provide assistance in incorporation of environmental considerations into development plans;
- To implement the Asian Plan of Action for Human Environment prepared in 1973;
- To train key personnel on methodology of incorporating environmental factors in development and research;
- To formulate policies to deal with problems of human settlements.

Medium-term outputs

(A) UNEP

(a) Oceans

- Widely accepted methodologies of monitoring and sampling techniques will be developed;
- The development of the plan for the global Investigation of Pollution in the Marine Environment and its implementation by governmental and non-governmental institutions will be accelerated;
- For the Mediterranean it is proposed to establish a United Nations system operating machinery under a governmental organization trusteeship; UNEP would ensure co-ordination;

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- International agreements for the protection of the marine environment will be developed;
- A survey of activities in the field of Ocean Environment will be undertaken.

(b) Human health

- An assessment of occurrence of pollutants in all media and their effects on human health will be made and published;
- Environmental health criteria will be developed;
- An international register for potentially basic chemicals will be prepared;
- Indices for monitoring environmental health and epidemics will be developed;

(c) Global environment monitoring system

- Information on the network of existing or planned monitoring programmes will be collected and disseminated;
- Monitoring methodologies will be improved and agreement sought on their standardization;
- Research will be conducted in the use of data collected by the monitoring network;
- Specialists from developing countries will be trained.

(d) Natural disasters

- A World Survey of disaster damage will be carried out starting in 1974. (UNDRO executing agency)
- A study of the state of the art in disaster prevention and mitigation will be completed by the end of 1976;
- A "quantitative evaluation of tropical cyclone disaster risks" will be completed by 1978;
- Methodological research on risk assessment, warning systems, and prevention techniques will be conducted.

(e) Outer limits

- Studies will be undertaken, aiming at results in the medium- or even long-term period:
 - (i) on climate modelling
 - (ii) on climate changes and their practical implications in agriculture, health, etc.
- Guidelines for man-induced weather modification developed as a follow-up of the Toronto (1974) meeting of weather modification scientists and legal aspects.

(f) IRS

- A meeting of representatives of "focal points" will develop guidelines for their own operation;
- A network of IRS "partners" will be established;
- Information on the IRS will be released;
- Technical assistance personnel training will be offered to developing countries.

(g) Ecosystems

- The state of knowledge on grazing land ecosystems desertification processes, soil erosion, etc., will be assessed;
- Regional meetings will be held to consider an integrated approach to arid and grazing land problems;
- Pilot projects for the desertification, revegetation, sand stabilization, etc., will be launched;
- A study will identify the extent of the world forest cover and its quality and dynamics;
- Guidelines for development planning and management of tropical forest ecosystems;
- Inter-regional comparative studies on ecosystems of the same type, but located in different regions and having different flora and fauna will be made;
- On a regional basis, machinery will be created to improve co-operative activities between Governments in the field of national parks and reserves;
- International agreements will be sought for the implementation of the Convention for the Protection of the World Cultural and Natural Heritage;
- World-wide ratification and implementation of the 1973 convention on international trade in endangered species will be sought;
- The impact of pollutant agents on wildlife will be identified.

(h) Soils

- An assessment of available soil and of its productivity will be made;
- A study will be made of the dynamics of soil loss under different processes;
- A study will be made of the techniques for restoration of fertility to soils.

(i) Water

- Information on existing appropriate low-cost technology for the supply of safe drinking water will be made available;
- Ecological atlases of river basins will be prepared;

- In general activities which will ensure the continued availability of water of a usable quality will be supported and promoted.

(j) Genetic resources

- Surveys, inventories, exploration, of all the groups of organisms will be made;
- Experts meetings on strategy of conservation of genetic resources will be convened;
- Specialists will be trained and institutions supported;
- Research will be conducted to fill the gaps in knowledge.

(k) Pest management systems

- Small task forces of experts will be convened to work out proposals for international plan of action on three selected pests:
 - (i) insect pests of cotton
 - (ii) vectors of malaria
 - (iii) snail vectors of schistosomiasis

(l) Human settlements and habitat

- Research will be conducted on the concept and implications of the human settlement as an ecosystem;
- Personnel engaged in human settlements planning and management will be trained (institutes will be supported to that effect and instructional material compiled);
- Pilot projects will be undertaken in two cities;
- Two sites will be selected to form case study areas and used as demonstration and on-site training facilities;
- Institutions conducting research on H.S. technologies in Africa, Asia, Latin America and ECWA regions will receive support for ecologically directed research and development programmes.

(m) Environment and development

In this context, the basic types of output expected from UNEP or UNEP supported activities are: research, pilot projects, training and technical assistance.

(i) Research will be conducted on matters such as (inter alia):

- relationships, historical and projective, between technology-environment and development-related policies;
- eco-development;
- direct and indirect impact of environmental policies, or of their absence;
- trade-offs for environment and development involved in the dilemma of natural versus synthetic products;
- technology in typical natural/synthetic products cases;

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- Effects of transfer of inappropriate technologies;
- Inventory of low-polluting technologies;
- Methodologies for environment-oriented evaluation of technologies and environment-oriented location criteria;
- Transfer of industry as a consequence of environmental policies.

(ii) Pilot projects will be implemented in the following fields:

- Environment-oriented management of economic activities;
- Practical experience in eco-development;
- Case studies of impact of environment policies;
- Use of new products or new uses of existing products;
- Testing technologies for their environmental effects or their rational use of natural resources.

(iii) Training will be offered to Government officials, engineers/managers, and experts in the following matters:

- Environmental parameters in development planning;
- Socio-economic impact of environmental measures;
- Environment-oriented technology selection;
- Industrial location of polluting industries.

(n) Environmental law

- Expert groups will be convened to study the legal problems of environment and review the existing convention in this field;
- Legal advisory services will be provided on request.

(B) ECA

- Two studies will be published on the following subjects:
 - (i) "State of the human environment in Africa". This will be based on national reports from member States and/or research by the secretariat.
 - (ii) The existing legislation for the improvement and protection of the human environment.
- Two meetings of Government representatives on environmental matters will be held (one week each);
- Two periodic publications will be issued each year on environmental questions.

(C) ECE

- Reports of annual sessions of the Senior Advisers on environmental problems, seminar proceedings, expert studies, reviews of trends, reports and surveys will be published;

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- Conclusions, recommendations, guidelines and resolutions related to environmental policies and strategies in the ECE region will be adopted on problems such as:
 - (i) Control of air pollutant emissions from specific industries;
 - (ii) Parameters for measuring, evaluating, and monitoring the state of the environment;
 - (iii) Environmental aspects of energy production and use;
 - (iv) Solid waste treatment;
 - (v) Low and non-waste technology;
 - (vi) Ecological aspects of economic development planning;
 - (vii) Control of discharge of toxic wastes;
 - (viii) Noise problems.

- At three to five-year intervals (perhaps in 1976 or 1977) Governments will prepare studies and statistics on water resource use and development in their countries, and the Commission will review the progress made in applying the ECE Declaration of Policy on Water Pollution Control adopted in 1965, and in implementing the recommendations on protection of ground and surface waters against pollution by oil, on river basin management and on preparation of balances of water resources and needs;

- Studies will be initiated and completed on selected problems in water pollution control, in particular on methods of assessing economic losses from pollution, criteria and methods for evaluating the effectiveness of economic measures in achieving required water quality standards, the prevention of pollution by oil, etc.;

- Studies will be initiated and completed on selected problems of governmental policy related to the formulation and administration of water management plans, in particular on economic incentives for limiting water use, river basin management, methods of replacing water-cooling in industrial enterprises by air-cooling, recycling of water in industrial operations, programming of investments for water resources development, integrated planning of surface and ground-water resources, etc.

(D) ECLA

- The following chart indicates the outputs planned by the Commission for the plan period:

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	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
(i) <u>Provision of information and guidelines</u>				
- Report on the State of the Environment	x			
- Operation of Information System	x	x	x	x
- "Think piece" on the relationship between environment and development		x		
- Methodology for eco-development policies			x	
- Guidelines for analysis of environmental aspects for the "big city crisis"	x			
(ii) <u>Provision of expert advisory services</u>				
- Environment diagnosis and planning	x	x	x	x
- Eco-development programmes			x	x
- Urban crisis		x	x	x
- Water resources, environment and development	x	x	x	x
(iii) <u>Harmonizing the steps taken by countries in respect of problems of mutual concern</u>	x	x		x
(iv) <u>Convening of a major non-recurrent international conference</u>				
- Confex Habitat 76				
- Follow-up action	x	x	x	x
- United Nations Water Conference				
- Preparations	x	x		
- Regional preparatory meeting	x			
- Follow-up action		x	x	x

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ESCAP

Assist governments to establish high-level central agencies for environmental control; prepare working manual for incorporation of environmental considerations in planning for economic and social development; task forces to visit countries to provide training and problem-solving services; issue guidelines for environmental evaluation of development projects; determine methodologies for assessment of environmental impact of projects; studies and monitoring of quality of environment; prepare master list of training facilities within the region; publish guidelines for proper siting of industries from environmental point of view; prepare studies on means of reducing total demand and making existing energy sources less polluting, and locate alternative cleaner sources of energy.

Legislative authority

<u>UNEP</u>	GA resolution 2997 (XXVII), several decisions taken by the UNEP Governing Council
<u>ECA</u>	ECA resolutions 238 and 239 (XI)
<u>ECE</u>	ECE resolutions 12 (XXII) and 5 (XXIV) ECE decisions E (XXIII) J and L (XXVI)
<u>ECLA</u>	ECLA resolution 323 (XV)
<u>ESCAP</u>	Commission's decisions at its thirtieth session (1974)

15. HUMAN RIGHTS

The organization of the programme

(a) Policy-making organs

A number of bodies ultimately reporting to the General Assembly are responsible for the United Nations policies to "achieve international co-operation in promoting and encouraging respect for human rights and fundamental freedoms for all, without distinction as to race, sex, language or religion", in the light of the Member States' pledge "to take joint and separate action on co-operation with the organization for the achievement of these purposes". This responsibility is vested by the Charter itself in the General Assembly, the Economic and Social Council and the Commission on Human Rights.

To these "Charter organs" are to be added as policy-making organs the Sub-Commission on Prevention of Discrimination and Protection of Minorities which is a permanent body, and other subsidiary bodies established by the Commission for purposes of study or investigation, to assist it in the performance of its functions either for short periods of time or, as in most cases, on a continuous basis. The Sub-Commission has its own subsidiary working groups dealing with communications concerning violations of human rights and with slavery.

The General Assembly created the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Populations of the Occupied Territories which reports to it on relevant developments. Under the Convention on the Elimination of All Forms of Racial Discrimination, the Committee on the Elimination of Racial Discrimination performs various functions provided by the Convention and while autonomous under the terms of the Convention, the Committee reports annually to the General Assembly.

Upon the coming into force, expected in 1975, of the International Covenants on Economic and Social Rights and on Civil and Political Rights, important new functions will be conferred with respect to the former on the Economic and Social Council; with respect to the latter a new Committee on Human Rights will be established.

(b) Secretariat

The Division of Human Rights is the unit with primary responsibility within the Secretariat for carrying out the activities aimed at the promotion and the protection of human rights. It services and gives effect to the decisions of the policy-making organs referred to in (a) above. The Division reports to the Secretary-General through the Under-Secretary-General for Political and General Assembly Affairs. In addition to the Office of the Director the Division has three sections: on Studies and Conventions, on Prevention of Discrimination and Protection of Minorities and on Advisory Services and Special Assignments. The Division is located in Geneva and has a small Liaison Office at Headquarters in New York.

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(c) Related work in other programmes

Work performed in the political organs of the United Nations and by the Departments of Political and Security Council Affairs and of Political Affairs, Trusteeship and Decolonization on matters such as action against apartheid or action for self-determination of peoples and nations has to be taken into account in the conception and execution of the human rights programme. The pronouncements, studies, action programmes and other work of the many United Nations organs, semi-autonomous agencies, the Department of Economic and Social Affairs and other branches of the Secretariat active in the field of economic and social development have an impact on the programmes in the field of human rights. Within the areas served by the Centre for Social Development and Humanitarian Affairs, activities aimed at ensuring equality between men and women are of importance as regards the non-discriminatory enjoyment of human rights in general. So are the activities relating to crime prevention and the establishment of humanitarian standards of treatment of prisoners and detainees. Other activities such as those of the High Commissioner for Refugees, those of UNRWA, those of UNICEF, those of the Office of the Disaster Co-ordinator, as well as other humanitarian activities of the Organization, are also of significance to the realization of human rights objectives of the United Nations.

A number of activities of the Sixth Committee of the General Assembly, the International Law Commission and the Office of Legal Affairs are related to the human rights programme whether they concern substantive questions such as human rights in armed conflicts or the right of asylum, or general questions of international law such as the law of treaties, the succession of States, or State responsibility.

(d) Related work in other international organizations

The United Nations has the principal responsibility at the intergovernmental level for world-wide action to promote and protect human rights. A number of other international organizations, acting under their constitutional instruments, have undertaken at the request of the United Nations, or by decisions of their own organs, activities which are related to and which assist the United Nations efforts in the field of human rights.

Within the United Nations family of organizations, the activities of the International Labour Organisation relate to the right to work, to social security, to adequate standard of living, to professional education and training, as well as to freedom of association and trade union rights; the activities of UNESCO relate, inter alia, to the rights to education and to the benefits of science and culture; the activities of the World Health Organization and of the Food and Agriculture Organization contribute to the defining and attainment of the right to the highest attainable standards of physical and mental health and to adequate food.

Important work is being performed in certain regions of the world by regional international organizations active in the field of human rights, such as the Council of Europe, acting through the European Commission for Human Rights and the European Court of Human Rights. The European Social Charter provides for the realization and the protection of economic and social rights. The Council of

Europe also engages in activities aimed at the promotion of human rights. The Organization of American States, in addition to its normative action which includes the elaboration of human rights instruments and the activities of its implementation bodies, e.g. The Inter-American Commission on Human Rights, also undertakes activities of a promotional character. The League of Arab States and the Organization of African Unity are engaged within their respective regions in activities in which the United Nations has expressed its active concern.

The work of other international organizations whether governmental or not is also of considerable value to the success of the United Nations programme in the field of human rights. For instance, the work of Interpol, and the work of the International Committee of the Red Cross, as well as that of the League of Red Cross Societies. The work of the many other international and national non-governmental organizations active in the field of human rights, grouping influential categories of persons concerned, spiritual leaders, lawyers, trade unionists, employers, women, students and youth leaders, is particularly important in permitting constructive contacts with spokesmen for world public opinion and in obtaining national support for United Nations programmes.

(e) Formal co-ordination

Co-ordination of the activities of the United Nations with those of the many governmental and non-governmental organizations active in the field of human rights takes place both through formal and informal methods.

Formal co-ordination is effected mainly through representation of the organizations concerned at meetings of human rights organs with the possibility in most cases of presenting written and oral statements. Reports are regularly requested by United Nations organs and provided by the various organizations concerned on their activities in specific fields and are examined by these organs. The Secretary-General and through him the Division of Human Rights is invited to attend meetings of governmental and non-governmental organizations active in the field of human rights.

Interagency meetings of members of the United Nations family of organizations are convened within the framework of the ACC or outside the framework as appropriate, in particular to co-ordinate special activities called for by such occasions as commemorations of the Universal Declaration of Human Rights, the Decade against Racism and Racial Discrimination or the imminent coming into force of the International Covenants on Human Rights.

In addition to the formal patterns of co-ordination, continuing informal contacts are maintained by the Division of Human Rights with the many organizations whose work contributes to the achievement of United Nations objectives in the field of human rights.

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(f) The programme in the base period

Table 1

The Human Rights Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
Division of Human Rights					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Human Rights Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
Division of Human Rights				

The problems addressed

The hopes of the Founders of the United Nations that under the aegis of the Organization human rights and fundamental freedoms of all persons will be promoted and respected everywhere without differentiation as to the parts of the globe they inhabited. The race or sex to which they belonged, the religion they practised, the language they used, proved only partly justified. In a number of regions of the world gross violations of human rights, as defined and solemnly proclaimed by the United Nations, are reported to occur and to persist for considerable periods of time. This information is vividly brought to the attention of world public opinion by modern information media and the call for remedial action is clear and insistent. It is expected that national remedial action should be encouraged by concrete expressions of international concern through the United Nations and other international organizations. Where national remedial action appears to be deficient, assistance in obtaining respect for fundamental human rights is sought from the United Nations to the full extent permitted by the relevant Charter provisions.

The areas of preoccupation with respect to which international action is demanded are many. Some concerns are shared by all, others are particularly emphasized by some States, depending on the circumstances of each State, its political ideology and economic and social objectives. Some impose their attention on the international community because of sudden developments in the world scene and it is not possible to foresee in advance the attention and the degree of priority which will have to be accorded to them. There are, however, a number of problems of world-wide importance, calling for early solutions, which have preoccupied the international community for a number of years or which have more recently come to the forefront of world attention.

The existence of racism in its various forms, particularly the policy of apartheid in southern Africa, but also racial discrimination persisting in other parts of the world is denounced as an affront to the conscience of humanity, contrary to the spirit and letter of the principles of the human rights proclaimed by the United Nations. Memories of atrocities committed in the recent past in the name of ethnic superiority and awareness of current humiliations and exactions still suffered by millions of human beings bring demands for the determination of the causes of these evils and for concrete measures for the eradication of all their manifestations.

It is felt in many quarters that the early realization of the right to self-determination of peoples still under foreign domination will assist in the elimination of the many forms of discrimination of which these peoples are victims and will enable them to enjoy rights, of which they will themselves determine the scope, in the civil and political as well as the economic and social spheres.

Because of their special situation, national, religious, cultural and other minorities, unassimilated indigenous populations, and persons still living in conditions similar to slavery, are or may become victims of various types of discrimination. The international community is often asked to consider their legal and de facto status and to recommend protective measures. The safeguarding of the human rights of foreign migrant workers has become in recent years a subject of major interest in the countries from which these workers come, as well as those in which they work.

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Informed world public opinion is shocked at reports indicating a resurgence of cruel, inhuman or degrading treatment including torture, systematically meted out to prisoners and detainees. The call on the international community is to establish proper standards of conduct for agents of public authority, and to denounce and condemn reliably-attested instances of their violation.

While the benefits of the progress of science and technology are being considered as positive factors in ensuring the promotion of human rights proclaimed by the United Nations, attention is also drawn to certain dangers which the uncontrolled and unregulated application of recent developments in such fields as electronics, or biology may present for the human person. Concern is also expressed when these benefits are not made available in a fair manner to all the members of the national community and to all States independently of their degree of economic development.

In those areas, as well as in a number of others, it has been felt that the elaboration and proclamation of international standards greatly favour respect for human rights at the national level. More, however, is now demanded from international organizations than the elaboration of codes and legal pronouncements. It is now expected that the United Nations and other international organizations will use all the influence permitted by their constitutional instruments to obtain compliance with these standards that have, in most instances, been adopted unanimously. International Covenants on human rights and other international instruments create a proper framework for this purpose. Those States which are not in a position to ratify the Covenants in the near future will be expected to abide voluntarily by their provisions until such time as they can join the community of those who are ready to accept legal commitments to the international society of which they are a part.

Medium-term objectives

While the human rights activities of the United Nations must remain fully responsible to special and urgent demands caused by the concerns of its Members, or to problems of protection of human rights arising in specific regions, it may be anticipated that during the period of mid-term programming the objectives would fall under the following categories:

- (i) to play a determining role in the eradication of racism, racial discrimination, and racial prejudice and for this purpose to expose the falsity of theories based on racial superiority or segregation, including apartheid, to condemn policies based on such theories, and to involve world public opinion in the struggle against their application; to study the causes of racial discrimination and the methods to combat it; to implement the Convention on the Elimination of All Forms of Racial Discrimination and other conventions in the field of racial discrimination and apartheid, and generally give the maximum possible effect to the Programme of the Decade of Action against Racism and Racial Discrimination;
- (ii) to take all necessary action, after the coming into force of the International Covenants on Human Rights, to ensure an orderly and effective assumption of the functions that they and the Optional Protocol provide for the Committee on Human Rights; to encourage ratifications of the Covenants and of the Optional Protocol by as many new States as possible;

- (iii) to ensure as great effectiveness as possible of reporting procedures by States, specialized and regional organizations, and non-governmental organizations, as to the manner in which human rights are implemented in pursuance of United Nations international instruments, resolutions, and other decisions; to undertake, when so provided by such instruments or decisions, measures of conciliation, good offices or other forms of assistance in relation to individual States;
- (iv) to apply and improve procedures under which alleged gross and persistent violations of human rights are reported to the United Nations by private sources, the relevant allegations are screened, and appropriate studies and investigations of relevant situations are conducted with a view to reporting to the ECOSOC and the General Assembly for appropriate action; to improve the methods of action and the procedures of existing bodies investigating violations of human rights and establish such further bodies as the policy-making organs may consider necessary;
- (v) to receive other duly attested information with regard to occurrences of such particularly serious infringements of human rights as torture and other forms of inhuman, cruel or degrading treatment, or with regard to massive violations of human rights in specific countries or regions; to study such situations with a view to proposing remedial measures; and to assist, where appropriate, in the implementation of such measures;
- (vi) to study and implement further methods by which the United Nations may improve its capacity to assist in the protection of human rights;
- (vii) to elaborate standards of respect for human rights in areas, to be determined by policy-making organs, which have not been as yet the subject of such an elaboration, e.g. religious tolerance; protection of minorities, and protection from violations of rights due to new applications of technology, also taking account of major contemporary concerns such as economic development, world population trends, and protection of the human environment; and to define in greater detail the scope and the limitations on the exercise of certain human rights previously enunciated, e.g. protection against arbitrary arrest, conditions of prisoners and detainees, treatment of non-nationals, protection of privacy;
- (viii) to inform Governments, professional and other organizations, and public opinion of United Nations objectives and activities in the field of human rights and fundamental freedoms and the dignity and worth of the human person; to involve young people in the United Nations action for the promotion of human rights.

Medium-term outputs

For reasons of convenience it may be appropriate to group expected outputs in five broad categories. In considering them it should be borne in mind that the list of activities referred to is not exhaustive; that the human rights programme of the United Nations must be responsive to current preoccupations of the world community, and that the practical possibilities of anticipating such preoccupations in the field of human rights are limited.

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(a) Racial discrimination, apartheid and slavery

The mid-term period covers the third to the sixth year of the Programme for the Decade of Action to Combat Racism and Racial Discrimination. The Division of Human Rights will assist the Economic and Social Council in preparing an annual report to the General Assembly containing information on the activities undertaken or contemplated in the framework of the Decade and assessing such activities; other reports will also be prepared to assist the General Assembly in its review of the implementation of the Programme. The Division will also be responsible for the execution, promotion and co-ordination of a variety of projects, including a programme of research into the causes and the effects of racial discrimination and the methods to combat it; a programme of up-dating existing publications and preparing new ones; a programme of organizing, in response to governmental invitations, at least one major seminar each year on special aspects of combating racism and racial discrimination, and promoting racial harmony; and for further activities in the field of training and information. A world conference already approved by the General Assembly will be held not later than 1978. The Division of Human Rights will be responsible for the preparatory work for this conference.

In addition to assisting in the implementation of international instruments on the eradication of racial discrimination and apartheid, and of specific resolutions of the General Assembly and the Economic and Social Council on these as well as other forms of discrimination, the Division will provide appropriate services for the Sub-Commission on Prevention of Discrimination and Protection of Minorities and its Working Group on slavery.

(b) Established United Nations procedures and implementation of international instruments

Important new activities will be undertaken as a result of the entry into force of the International Covenant on Economic, Social and Cultural Rights, of the International Covenant on Civil and Political Rights, and of the Optional Protocol to the latter Covenant. The Covenants contain provisions for extensive reporting by States Parties (35 at the time of the entry into force, but this is likely to increase substantially, and probably double, in the medium-term period). The reports on the first Covenant are to be examined by the Economic and Social Council with the assistance of the Commission on Human Rights and the specialized agencies concerned, and those on the second Covenant by the new Committee on Human Rights. The Division of Human Rights will extend substantive and servicing assistance in this process and propose arrangements to make as effective as possible the action of the organs concerned. The Optional Protocol, which will enter into force at the same time as the Covenant on Civil and Political Rights, provides for consideration of communications from individuals and groups by the Human Rights Committee. An increasing number of such communications may be expected and the Division will provide the necessary staff and facilities to assist the Human Rights Committee in the performance of its functions.

The implementation of the Convention on the Elimination of All Forms of Racial Discrimination calls for the Division to provide services to the Committee on the Elimination of Racial Discrimination, with regard to its examination of

reports of States parties (which, as of 1 December 1974, numbered 81), the consideration of reports and petitions relating to dependent territories, and its functions of conciliation, and of ad hoc conciliation commissions. The programme of work of the Committee is expected to continue to increase in scope and complexity as the number of States parties increases. It should finally include all Members of the Organization and other eligible States. It may also be that during the mid-term period the provisions of the optional article 14 of the Convention, relating to the consideration of communications from individuals and groups of individuals, will become operative; this depends on acceptance by the required number of States parties.

The Division will also prepare material and provide servicing in connexion with the entry into force of the International Convention on the Suppression and Punishment of the Crime of Apartheid. The Convention provides for a reporting procedure by States parties and empowers the Commission on Human Rights to undertake a range of actions related to complaints and allegations concerning acts enumerated in the Convention.

As regards other procedures established under the relevant resolutions of the Economic and Social Council, the Division will continue to process all communications relating to human rights received by the United Nations in accordance with the relevant provisions. On the basis of experience the workload may be expected to increase in each year of the mid-term period as the procedures are perfected and become better known. From 1 June 1973 to 31 May 1974 more than 8,000 communications were processed by the Division and it may be considered realistic to anticipate that some 40,000 communications will be dealt with during the medium-term period. The handling of material received from Governments under the system of periodic reports on human rights and the preparation of related documents, including an analytical summary, will continue. The Division will also be called upon to provide extensive services to special investigative bodies whose mandate may be renewed or which may be established by policy-making organs.

(c) Research and studies

Major studies in the human rights field initiated at the request of the Economic and Social Council, the Commission on Human Rights, the General Assembly, and expert bodies will be prepared during the period of the medium-term plan. Interdisciplinary studies on the impact of human rights of scientific and technological developments are to be completed during the period. These may be expected to develop into projects on the elaboration and adoption of appropriate international standards and instruments in these areas. The Division will assist Special Rapporteurs appointed by policy-making organs to study such current questions as the adverse consequences on the enjoyment of human rights of the assistance given to colonial and racist régimes; the historical and current development of the right to self-determination and the implementation of United Nations resolutions relating to the exercise of that right; the human rights of non-nationals; the individual's duties to the community and the scope of the limitation of the human rights and freedoms under United Nations instrument; and the prevention and punishment of the crime of genocide. It is anticipated that four of these studies will be completed in 1976 and two others in 1977. In

accordance with the pattern of work of the Sub-Commission on Prevention of Discrimination and Protection of Minorities it may be expected that new studies in depth will be undertaken upon the completion of the present studies.

(d) Information and education

The Yearbook on Human Rights will be issued every two years during the medium-term period, in accordance with the decisions of the Economic and Social Council. It is to include information on national developments relating to human rights, on Trust and Non-Self-Governing Territories and on international developments. The Division will issue a bi-annual bulletin on the activities in the United Nations in the field of human rights, as requested by the General Assembly. The Division will also continue to respond to requests from individuals and organizations for publications, information, and briefings concerning the United Nations human rights programme, to compile information received from Governments and others on commemorative observances (e.g. Human Rights Day), to prepare contributions to United Nations publications (e.g. Yearbook of the United Nations, the Repertory of Practice of United Nations organs) and to guide and assist the Office of Public Information in the preparation of informational and educational materials concerning human rights under the programme of that Office.

(e) Advisory and administrative services

It is anticipated that, in response to continuing demands, an average of at least two seminars on human rights topics will be organized annually during the medium-term period at both the regional and world-wide levels. The topics to be selected in consultation with host Governments relate to specific questions of human rights on which world attention will be centred and will include, in addition to those relating to the combating of racism and racial discrimination, the aspirations of specific regions as regards human rights, the protection of the human rights of migrant labourers, the realization of economic and social rights in the developing countries, the impact of science and technology on human rights, the role of youth in protecting human rights.

Further regional training courses will be organized for the purpose of briefing national officials in methods of protection of human rights. In accordance with current experience, it is expected that some 50 fellowships will be handled each year of the medium-term period. Advisory services of experts will be provided upon request of interested Governments.

Legislative authority

Some basic resolutions:

Articles 1, 13.1 (b), 55, 56, 60, 62 and 68 of the Charter.

General Assembly resolutions 217 A (III), 926 (X), 2106 A (XX), 2200 A (XXI), 2443 (XXIII), 2447 (XXIII), 2450 (XXIII), 2673 (XXV), 2839 (XXVI), 3057 (XXVIII), 3059 (XXVIII), 3068 (XXVIII), 3069 (XXVIII), 3224 (XXIX), 3268 (XXIX).

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Economic and Social Council resolutions 5 (I), 9 (II), 683 D (XXVI), 728 F (XXVIII), 1074 C (XXXIX), 1216 (XLII), 1235 (XLII), 1503 (XLVIII), 1584 (L), 1596 (L), 1789 (LIV), 1790 (LIV), 1793 (LIV), 1796 (LIV), 1842 (LVI), 1864 (LVI), 1865 (LVI), 1866 (LVI), 1867 (LVI), 1868 (LVI) and decision 17 (LVI).

Commission on Human Rights resolutions 2 (XXIII), 23 (XXV), 10 (XXVII), 11 B (XXVII), 2 (XXX).

Sub-Commission on Prevention of Discrimination and Protection of Minorities resolutions 7 (XXVII), 11 (XXVII).

16. HUMAN SETTLEMENTS

The organization of the programme

(a) Policy-making organs

The Committee on Housing, Building and Planning meets biennially and consists of 27 members. It provides technical advice and guidance to the Economic and Social Council in the formulation and implementation of the work programme in the field of housing, building and planning, and advises the Council on measures for co-ordinating these activities among United Nations bodies, especially the regional economic commissions. The ECE has a Committee on Housing, Building and Planning, and ESCAP has a Committee on Industry, Housing and Technology.

(b) Secretariat

The Centre for Housing, Building and Planning of the Department of ESA has a Technical Cooperation Branch and a Research and Development Branch. The Technical Cooperation Branch has a section for Africa and the Americas, and another for Europe, the Middle East, Asia and the Pacific. The Research and Development Branch has four sections: Housing, Building, Planning, and Reports and Documentation. There is a Housing, Building, Planning Section in ECA's Industry Division, an Environment and Housing Division in ECE, a Division of Industry and Housing in ESCAP and in ECWA a Division of Social Development and Human Settlements.

(c) Related work in other programmes

The Centre is the only unit exclusively concerned with problems of human settlements in their entirety. The Centre's activities are directed towards the needs of and priorities of Member States, particularly developing countries, for the formulation of strategies, policies and programmes relating to the planning, development and management of human settlements. It collaborates with other units of the Department in the implementation of the human settlements work programme. The Population Division's work on demographic trends and population growth provides the basis for the Centre's work on distribution patterns and development of human settlements. The Statistical Office is concerned with the methodology and collection of statistical data on certain components of human settlements, and jointly with the Centre, it is attempting to identify and develop additional statistical information in this field. The Population Division and the Statistical Office are also concerned with demographic studies, information on migratory movements, censuses and other statistics vital to studies on slum and squatter problems. The Centre for Social Development and Humanitarian Affairs carries out studies on social aspects and community development directly related to problems of families living in slums, squatter and uncontrolled settlements. The Centre for Development Planning, Projections and Policies will work on the inclusion of the building sector in national development plans.

The Division of Public Administration and Finance identifies the most relevant administrative structures for urban development programmes. In the building sector, the Centre co-operates with the Office for Science and Technology in studies on appropriate technologies and a preliminary proposal for a global

research project on the development of indigenous materials, pilot projects and general policies on the improvement of the building industry within the World Plan of Action.

(d) Related work in other international organizations

Several of the specialized agencies do work related to specific aspects of human settlements. In addition, work related to human settlements is carried out by many non-governmental organizations such as the International Council for Building Studies and Documentation, the International Union of Architects, the Inter-American Federation of the Construction Industry, the International Institute of Public Administration, the International Union of Local Authorities and the International Federation of Housing and Planning.

(e) Co-ordination

A main responsibility of the Centre is co-ordination of the activities of the United Nations family of organizations, especially the regional economic commissions, the specialized agencies, as well as non-governmental and intergovernmental organizations in the field of housing, building and planning. Co-ordination includes study projects, seminars, joint advisory and survey missions, pilot and demonstration projects, data collection and dissemination and exchange of information.

The formal instrument of co-ordination in this field is the "Working Group on Housing and Urbanization of the Administrative Committee on Co-ordination" (ACC). Formal agreements exist with UNIDO, WHO and UNICEF. The Centre collaborates with the regional economic commissions in joint sponsorship of regional seminars, gathering data, surveys of land-use patterns, local building technologies and participation in interprofessional advisory teams in various regions to examine policies and programmes and development demonstration projects.

Co-ordination with specific regional economic commissions will include co-ordination of building research in Africa and a manual on the use of timber (ECA); co-ordination of building research and roving seminars on stabilization and modular co-ordination (ESCAP); co-ordination of building research in the Middle East (ECWA).

The Centre was the co-ordinating point for all material relating to human settlements prepared for the United Nations Conference on the Human Environment, held in Stockholm in 1972. It has a similar role for parts of the preparatory planning activities for the United Nations Conference-Exposition on Human Settlements to be held in Vancouver, Canada in 1976.

The Centre is co-operating with UNICEF by providing staff services for programmes to improve conditions for children and youth in slums and squatter settlements. Collaboration with the International Bank for Reconstruction and Development (IBRD) has included a joint study on "sites and services" and the formulation of some specific country projects. The IBRD also undertook intensive consultation and co-operation with the Centre in formulating the Bank's over-all

policies on human settlements. This collaboration is continuing in the development of policies for sites, service schemes, and low-cost housing.

Other collaboration will include: UNIDO, on a joint research programme on building materials, consultations on a study of the building industry and participation in seminars on industrial building techniques; FAO, on the use of wood in housing construction; ILO, on training in housing, building and physical planning; and WHO, on water and sewerage in human settlements and health aspects in slum and squatter settlements.

In co-operation with the Inter-Agency Committee for Housing and Urban Development for Latin America, the Centre is co-ordinating multinational demonstration projects in rural housing and community facilities in three countries of Latin America. The Centre also participates in a multinational project for the promotion of demonstration projects for the improvement of slums and uncontrolled settlements in six countries of Central America and Latin America co-ordinated by an interagency committee composed of the principle international agencies operating in the region. The Centre is also co-operating with the Inter-American Development Bank and the Organization of American States on a pilot housing project in Central America for the reduction of building costs.

The Centre publishes a cumulative list of all documents and publications in the field of housing, building and planning produced by the United Nations family of organizations. It also publishes information on the substantive activities in the human settlements field of all units of the United Nations system, particularly the regional economic commissions and the specialized agencies, in its quarterly periodical, Human Settlements.

(f) The programme in the base period

Table 1

The Human Settlements Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Human Settlements Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed:

A. General

Present population growth and distribution and urbanization trends are creating unprecedented pressures and critical problems in human settlements. The most recent population projections of the United Nations indicate that between 1970 and 2000 the total world population will increase from 3,600 to 6,500 million people, an average annual increase of 1.9 per cent. During the same period, urban areas in the world will grow at the higher rate of 2.9 per cent, which represents a total urban population increase from 1,300 to 3,200 million people. During the 1970s alone an estimated 500 million people will need some urban space and will claim their right to basic urban services.

(a) Development of national, locational and growth strategies

The population distribution within a country is of the greatest importance for development and should be considered in the light of the existing situation, the ultimate goals of society, the availability of resources and the objectives of development. Government policies must be based on an accurate understanding of the nature of the interdependence between population and settlement growth and location, analysed within the framework of national development strategies. In most countries urban growth policy and planning at national, regional and local levels are virtually non-existent or continue to be based on piecemeal, largely negative or restrictive reactions to urban growth and concentrations without making any substantial impact on conditions and trends of urban expansion. Although government actions in areas such as the mechanization of agriculture, industrialization and the concentration of investments in specific locations have direct bearing on growth patterns of human settlements, urban development policies are often in conflict with such decisions and in many cases these policies have been formulated independently of one another. One of the major problems is the lack of policies at the national, regional and local levels, to deal with urbanization and urban development. Piecemeal corrective action for problems of rapid urbanization has little impact on the over-all development process, particularly for developing countries.

(b) Slums and squatter settlements

Slums, squatter settlements, and other forms of spontaneous settlements, caused by large movements of rural population to the city and rapid population growth, are the most conspicuous symptoms of unbalanced social and economic development in the rapidly urbanizing countries of the developing world. A substantial portion of the urban population of developing countries live amid the worst social and physical conditions. The severity of slum, squatter and shantytown problems has in some areas provoked sporadic "cosmetic" action, which does not take into account conditions that created the settlement and made it grow. In many cases Governments have responded by expulsion of squatters, and by costly and disruptive clearance of slum areas, thereby producing a net reduction of housing available to the lowest-income group. Where clearance together with rehousing has

been attempted it has generally resulted in the unproductive use of scarce public resources, meagre improvements, if any, and unequal treatment of the families inhabiting slums and shanty-town areas.

Public housing programmes frequently attempt to follow the pattern of the more developed countries. Complete dwellings are constructed according to minimal standards for space and materials, but even these standards are too costly in relation to the total needs and total resources available. Rarely are they a realistic solution for most squatters and slum dwellers, since they involve heavy interest and maintenance costs apart from high capital costs per family. If rents are high enough to amortize investments, they are likely to be far above the ability of the people to pay, thereby creating a high rate of default. Thus, they remain beyond the financial ability of precisely the group most in need of housing assistance, those with the lowest incomes occupying slum and squatter settlement areas. Clearly the very limited resources available to developing countries preclude the provision of government-subsidized housing for the rapidly growing population of squatter and slum urban settlements.

In a number of developing countries around the world, people living in slum and squatter urban settlements have demonstrated remarkable vigour and ingenuity in improving their living conditions despite enormous obstacles, including strong initial institutional opposition to the very existence of these settlements. Current evidence from the developing countries indicates that when these population groups obtain minimally secure employment and a measure of security of tenure to the land they occupy, they act to improve their living conditions through the investment of substantial "popular sector" ^{1/} resources, money and labour, in the gradual improvement of their dwellings and surroundings. In a number of instances, these communities have evolved to become significant social and economic assets to their cities. The physical facilities developed through this process constitute an important contribution to the capital assets of the country, developed at little or no expense to government.

Unfortunately, the resources of the inhabitants of slums and squatter urban settlements have not always been harnessed; on the contrary, the people are being alienated and the slums and squatter settlements in most areas continue to deteriorate. In some countries, inadequate organization, lack of planning to allow linkages to normal urban service systems, and a poor choice of land may act singly or together to frustrate improvement efforts and waste considerable resources.

During the plan period, the programme will focus on:

- (i) Alternatives to the formation and expansion of slums and squatter settlements;
- (ii) The improvement of existing slums and squatter settlements;
- (iii) The problems of relocation of people living in slums and squatter settlements.

^{1/} The phrase "popular sector" refers to that sector of a national economy operating outside the governmental and modern commercial institutions of the country.

(c) The building sector

Building activities play an important role in economic and social programmes, and in many developing countries building is a leading internal sector. Construction represents 50 to 60 per cent of the total gross fixed capital formation and construction activities contribute up to 10 per cent of the gross domestic product in the majority of the countries, and employs up to 10 per cent of the economically active population in several nations.

Construction activities continue to be fragmented, not fully productive and inefficient. Building productivity is low and the fundamental backwardness of the building industry seriously limits human settlements development. In addition, lack of awareness by many Governments of the important role played by construction in national economies, moreover results in some developing countries having to import up to 50 per cent of their building materials and to employ regularly in construction a negligible percentage of their economically active population (Thailand 0.9 per cent, Dominican Republic 1.7 per cent, and Ivory Coast 0.9 per cent for example). Little or no maintenance work contributes to early obsolescence of the building stock and necessitates additional new construction or costly repairs.

A concentrated and integrated approach to building activities will increase productivity and facilitate the industrialization of the building industry. A strong building industry, particularly emphasizing technology based on locally available materials, creates more employment, can produce less expensive housing for low-income people, reduce the drain on scarce foreign exchange and even open up export possibilities.

Problems requiring action at national and international levels in this field are:

- (i) The lack of clear government policies for the development of building activities as part of national development plans;
- (ii) The limited use of local resources for the production of building materials, with the consequent large expenditure of foreign exchange to import construction materials and technologies;
- (iii) The insufficiency of trained national professionals, technicians and skilled workers for the construction needs of the country;
- (iv) Limited attention paid by Governments to the importance of updating existing building legislation to produce more efficient and less expensive buildings suitable to local conditions and available resources;
- (v) The lack of building research activities to guide government policies, plans and investments in an adequate use of national resources.

These problems should be dealt with at two levels. First, at the national governmental level, where decisions and action on policies and planning are taken, and secondly, at the project level, for the gradual application of specific measures.

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(d) Administrative structures

Present decision-making structures, planning and administrative mechanisms are a serious obstacle to improving the planning and management of settlements. The excessively sectorial nature of the administrative structure, combined with conflicts in policies and unco-ordinated actions between public, private, geographical and jurisdictional responsibilities, make the formulation and execution of intersectoral plans and programmes very difficult. Developing countries, therefore, should be encouraged to improve the administrative structure capable of dealing comprehensively with urban development in the context of the national development plan.

(e) Exchange of information and experience

The reasons for current inadequacies in exchange of information are manifold. Apart from insufficient resources, one reason lies in the multiplicity of activities and scientific disciplines related to human settlements, which makes more difficult the task of systematic exchange of experience and information between sources and consumers. Furthermore, different users of information need different kinds of information. High level professionals, subprofessional cadres, and policy-makers must each be presented with information responding to their specific needs. The documents produced by the United Nations, however, are ins~~ty~~bea~~ad~~cc~~ont~~ent~~g~~ generally suited to the needs of international bureaucracy or a particular and limited sector of government.

The existing methods of exchange of experience and information are:

(i) seminars, workshops and conferences; (ii) reports, studies and newsletters; (iii) occasional exposure in the press; (iv) personal contacts of staff or experts with officials of Member States; and (v) very infrequently, radio, TV, lectures, expositions.

The reach and impact of each of these methods has its own limitations. Their effectiveness is merely presumed and their comparative usefulness has never been seriously examined. It will be extremely useful to the developing countries as well as to the donors of technical assistance, both within and outside of the United Nations system, to be advised whether these, or any other methods of exchange of information and experience are singly or jointly sufficient to achieve the purposes of the United Nations in this field, so that the developing countries and the United Nations could concentrate on the most fruitful methods.

B. Regional

In the ECA region housing policies are integral parts of development plans in only a few countries. The housing situation remains very unsatisfactory in both quality and quantity. The allocation of financial resources is insufficient to sustain even modest housing programmes. The heavy dependence on imported building materials constitutes a serious economic problem. As a result, the regional commission has been giving highest priority to the mobilization of financial and other resources, development of low-cost housing techniques and the use of building materials and technology appropriate to economic and physical conditions in the various parts of the region.

In the ECE region, the post-war housing shortage has been overcome and the quality of housing, including related facilities and the built-up environment have come to the fore, although for the elderly and the handicapped availability is still a problem. High building costs, and high interest rates, are also a serious problem. Physical planning at the national, regional and municipal levels is generally accepted but there is a need for intergovernmental co-operation to co-ordinate plans affecting border areas. International harmonization of building codes and of methods of assessment and marking of building materials, components and equipment has begun and should be continued.

In the ECWA region, all countries in the region are experiencing rising urbanization rates, a function of high population growth and internal migration. The result is a process of concentration of population in only a few urban areas. Although this process is probably irreversible, its impact depends, to a large extent, on whether Governments will concern themselves more with the spatial aspects of development. With the exception of Kuwait, Qatar and the United Arab Emirates, ECWA countries add annually less than one dwelling per thousand inhabitants to their stock. Progress toward the annual housing goal of 10 new dwelling units per thousand inhabitants has been disappointing. Although the urban population as a whole has benefited from progressive developments in housing, low-income segments in the cities have hardly been able to take advantage of these developments. The provision of adequate housing is increasingly outpaced by population growth, especially in low-income urban areas.

In the ESCAP region, the gravity of the conditions of human settlements is reflected in mounting problems. Most metropolitan areas and larger urban centres in the region have grown at a considerably faster rate than smaller urban areas, while less urbanized areas have not benefited from national progress primarily because economic development policies within national development plans have not directed sufficient attention to a balanced spatial distribution of industries and the accompanying urbanization.

Slums and squatter settlements in cities constitute an increasing problem which requires vigorous and intensified attention, as do inadequate and unsanitary conditions in rural settlements where mass poverty is rampant. Despite measures adopted by some countries, the housing situation and living standards of the low-income population had not only remained unsatisfactory but have deteriorated.

Medium-term objectives :

- (a) Centre for Housing, Building and Planning, ESA
- (i) Development of national, locational and growth strategies: to identify the factors affecting the emergence and growth of slums and squatter settlements; provide information and guidelines to Governments on policies, programmes, and methods aimed at guiding the patterns of growth of human settlements and the strategies for the location of major investments, with particular attention to the problems of large cities and the emergence and growth of slums and squatter settlements; promote

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research and training in developing countries in the planning of human settlements with particular reference to techniques that can facilitate the integration of economic, social and physical planning.

- (ii) Slums and squatter settlements: to disseminate the results of successful social, technological, administrative, and financial solutions for the improvement of slums and squatter settlements, particularly those involving maximum use of local resources, to demonstrate these solutions, and propose training programmes.
- (iii) The building sector: to assist the Governments of developing countries to include the building sector in their national development plans, develop a strong building industry based on national resources, contribute to the strengthening of the local building industry to make it capable of undertaking most of the construction work envisaged in the government plans, improve building regulations, and contribute to the establishment or development of national building research institutions.
- (iv) Administrative structures: to assist Governments in improving and strengthening the organization, management, and legal base, to support comprehensive planning and administrative procedures dealing with urban development.
- (v) Exchange of information and experience: to improve the Centre's capabilities for undertaking the systematic collection, analysis, and provision of information; prepare every five years a comparative and analytical survey of world housing conditions emphasizing the needs of the developing countries; undertake a critical evaluation of the existing methods of exchange of information in this field by surveying the established practices in the advanced countries and determine the most suitable combination of methods for United Nations purposes; to promote the establishment of a network of national centres of exchange of information affiliated with the United Nations.
- (vi) Support for technical co-operation activities: to provide substantive support for technical co-operation activities in housing, building, and urban and regional planning and development.

(b) ECA

To formulate policies and programmes for building, physical planning, and urban development, improve housing finance mechanisms and increase the flow of capital to housing, promote efficiency in the use of resources in this sector, and promote building research and standardization.

(c) ECE

To achieve international agreements and harmonization of actions in rent policy, the building industry, land-use policies, long-term prospects and policies for the construction sector; urban transportation systems, and the management, maintenance and modernization of buildings.

(d) ECWA

To provide guidelines, information and advice on low-cost housing, urban planning, and the development of rural settlements.

(e) ESCAP

To provide information and guidance on urban land problems, housing policies and housing financing, and on the improvement of rural housing.

Medium-term output

(a) Centre for Housing, Building and Planning, ESA

In the area of locational and growth strategies for human settlements, the CHBP will undertake studies on the effects of development and population growth on human settlements; alternative policy choices for human settlements growth and the effectiveness of alternative policies and strategies in achieving development goals and an expert group meeting will review this work. The Centre will also assist in the development of guidelines on the integration of settlements (physical) planning with economic and social planning; and criteria for performance standards in human settlements structures under varying economic and physical conditions. With regard to policies and programmes on slums and squatter settlements, a survey will be undertaken to update the information on slums and squatter settlements. Three reports will be issued: one dealing with the results of the survey; a second analysing successful experiences through case studies which will emphasize the use of local resources and a third on the criteria for the improvement and relocation of squatter settlements.

In connexion with the development of guidelines, five reports covering the following specific aspects will be issued: policy approaches; land tenure and land acquisition; infrastructure and community facilities; and administrative aspects. In addition, the CHBP will organize and convene four regional workshops for training of government officials.

Assistance for establishment of pilot demonstration projects on the improvement of living conditions in slums and squatter settlements will be intensified and it will include: monitoring and evaluation of pilot projects already started; assistance to Governments in preparing new proposals and in seeking new resources for pilot projects; preparing materials for training courses for officials carrying out projects.

In the building sector, criteria for selection of appropriate building technologies will be published after a review by an ad hoc group of experts. The classification and distribution of information in the building field will continue to summarize and classify information provided by regional contributors and gathered from technical co-operation projects, national and international organizations with a view to co-ordinating research in the building field. This will appear periodically in the publication Human Settlements.

Four reports on building techniques for the improvement of slums and squatter settlements will be available in draft form, which will be discussed with an ad hoc group of experts. Reports on use of local materials, component production, utilities and infrastructure systems will be finalized during the plan period. To the extent possible, this work will be field tested through pilot demonstration projects. In dealing with administrative structures for implementation of programmes in human settlements, the Centre will prepare a comparative study on legal and institutional structures dealing with development in human settlements. A study on physical planning legislation and institutional structures which are representative of typical situations in developing countries will be undertaken. Also to be undertaken is a study on simplified administrative structures for implementing housing policies and programmes in squatter settlements, identifying bottle-necks in existing administrative systems in dealing with the special problems of squatter settlements, and the development of a model of simplified administrative structures.

Under the objective of collecting and disseminating information in the field of human settlements, the most important output is the World Housing Survey. Towards the issuing of this quinquennial report during this period, the CHBP will collect on a continuing basis information on world housing conditions in co-operation with the Statistical Office; improve methodology and information networks for the Survey; commence the analysis and classification of data for the 1979 World Housing Survey. The Human Settlements Bulletin will be issued quarterly throughout the plan period. Also, a review and evaluation of methods of information exchange to determine most suitable measures and techniques for collecting and transmitting technical information in this field will be undertaken and findings will be discussed with an ad hoc group of experts in 1977.

In the field of tourism planning, several studies on tourism development will be undertaken in co-operation with ECA which will consist of analytical case studies in two East African countries (one in 1976 and one in 1977) to help determine appropriate allocations of economic and physical resources. One case study on a third country is expected to be completed in 1978. A report on the impact of tourism on human settlements will be initiated which will review and analyse tourism development in selected cases in each developing region through field studies and existing reports. The interrelationships between tourism and the physical and cultural environment in human settlements will be emphasized.

Technical co-operation activities for which the programme provides substantive backstopping continue to shift from localized and subsector problems to more comprehensive projects with clear linkages to national development strategies. In this shift, the economics of urban development also assume greater significance and the proportion of national resources allocated to settlement infrastructure services and housing grows larger. Also growing in importance are projects dealing with the impact of urbanization on the poorer segments of the populations, i.e. slums and squatter settlements in urbanizing areas and rural settlements with extremely limited housing and infrastructure. Planning for the prevention of disasters and post-disaster reconstruction projects continues to be requested by countries in disaster-prone regions. The level of expenditures for the programme is expected to grow at approximately 10 per cent annually from the 1973 level of \$5.4 million for 46 large-scale projects (over \$100,000) and 39 small-scale projects, involving some 250 experts and 25 associate experts.

(b) ECA

In the area of policies and programmes a manual for housing administrators will be drafted by the end of 1976 and codes of practice by 1979. An annual "Human Settlements Newsletter" will be issued, training courses in housing administration held, and technical assistance given to countries and territories, during the plan period. In the area of finance, a study of rent policies and rent structure will be completed in 1976, and countries and territories will be assisted in strengthening national housing banks and promoting rural building loan schemes. Information on techniques for financing housing will be collected and disseminated. In order to promote efficient utilization of resources in this sector pilot projects in co-operative and aided self-help housing will be evaluated, and annual bulletins on house building costs prepared, and training courses given in the application of new national codes for building and land development. Continuous assistance will be given to countries and territories in the establishment of co-operative housing projects, the improvement of rural dwellings, preparation of standard designs and cost evaluation. Studies will be conducted on the building materials industries in Africa and the performance and capacity of the construction industry.

(c) ECE

There will be annual exchanges of views at Committee sessions on trends and policies in the field of housing, building and planning, and a study tour will be held in 1976 in the USSR to promote technical co-operation in this field. A study of the role of housing in the national economy will be carried out through a group of experts during the 1976-1979 period. Recommendations on improvements in the building industry will be prepared at the Fifth ECE Seminar on the Building Industry to be held in Budapest in 1976, and special studies will be conducted on such problems as international harmonization of building regulations and standards and long-term prospects and policies in the construction sector. Recommendations on improvements in urban and regional research will be prepared, particularly through the Third Conference on Urban and Regional Research which will be held in Poland in 1976. Studies will be made of problems of specific concern to the countries of southern Europe through a group of experts organized for this purpose. Assistance will be given to the Conference/Exposition on Human Settlements to be held in 1976. The results of the ECE Symposium on the Planning and Development of the Tourist Industry (to be held in 1975) will be followed up.

(d) ECWA

Eighteen information guidelines, studies, and reports will be produced during the 1976-1979 period. They will include: a regional survey of housing demand and supply (1976); housing finance mechanisms, public sector (1976) and private-sector (1977); urban distribution patterns in the ECWA region under different policy options (1977); settlement design and the distribution of settlements for nomadic groups (1977) land-use control, (1978); prefabrication and industrialization of low-cost housing (1979). Three meetings are envisaged: an ad hoc Working Group on Low-Cost Housing Promotion (1977); a Training Workshop in Metropolitan Planning (1978) and a Symposium on Human Settlements in New Lands (1979). Advisory services will be provided to meet governmental requests.

(e) ESCAP

Studies and working papers will be prepared for the following regional seminars and expert group meetings: Seminar and Study Tour on Urban Land Problems, Policies and Measures for Guiding Urbanization in Asia and the Far East (1976); Study Tour and Workshop on Housing Policies, Programme Administration and Management (1977); Seminar on the Integration of Resource Development with the Development of Human Settlements (1978); Seminar on the Organization and Functions of National Agencies for Rural Housing and Community Facilities (1979); Task Force on the Financing of Housing and Urban Development (1976-1977); Group of Experts for the Improvement of Rural Housing (1976-1977).

Legislative authority

(a) Centre for Housing, Building and Planning, ESA

General Assembly resolutions 2598 (XXIV), 2626 (XXV), 2718 (XXV), 2998 (XXVII); Economic and Social Council resolutions 1024-C (XXXVII), 1221 (XLII), 1224 (XLII), and 1670 (LII).

(b) ECA: ECA resolutions 53 (IV), 157 (VIII), 209 (IX).

(c) ECE: The long-term programme of work adopted by the ECE Committee on Housing, Building and Planning and its thirty-fourth session, September 1973: ECE/HBP/4, annexes II and IV.

(d) ECWA: ECWA Commission resolution i (I) 1974.

(e) ESCAP: Terms of reference of the Commission, thirtieth session, 1974.

17. INDUSTRIAL DEVELOPMENT

The organization of the programme

(a) Policy-making organs

The General Conferences of UNIDO provide a forum for policy discussions and decisions by member States on international co-operation in the field of industrial development. The first of these was the Special International Conference of UNIDO, held in June 1971. A Second General Conference of UNIDO is being convened in March 1975. The General Assembly may be expected to consider the possibility of convening a Third General Conference in 1979 as part of the follow-up action, when it reviews the report and recommendations of the Second General Conference.

The Industrial Development Board was established by the General Assembly as the principal policy-making organ of UNIDO. The Board consists of 45 members elected by the General Assembly. Its functions are, inter alia, to formulate principles and policies to achieve the purposes of the organization; to consider and approve the programme of activities of the organizations; and to review and facilitate the co-ordination of activities within the United Nations system in the field of industrial development.

The Permanent Committee is a subsidiary organ of the Industrial Development Board, having the same membership as the Board. It normally holds two sessions a year.

In the Regional Economic Commissions:

ECA has a biennial Conference of African Ministers of Industry.

ECE has two subsidiary organs: Chemical Industry Committee, Steel Committee, plus the Ad Hoc Meeting of Experts on the Engineering Industry and the Working Party on Automation.

ECWA has the Conference of Industrial Development for Arab States.

ESCAP has Asian Conferences on Industrialization and a Committee on Industry and Natural Resources which meets annually.

(b) Secretariat

UNIDO, under an Executive Director, has three substantive divisions namely: Industrial Technology, Industrial Service and Institutions, and Industrial Policies and Programming. It has also a unit for administrative management of technical co-operation activities, and a special unit for the management of the IBRD/UNIDO Joint Programme (feasibility studies and pre-investment). The hybrid nature (half administration, half substance) of this unit warrants an analysis of its programme along the same lines as the three main substantive units.

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There is an Industrial Development Division in ECA, ECLA and ESCAP and an Industry Division in ECE and ECWA.

(c) Related work in other programmes of the United Nations

The question of industrial development is so closely linked with many aspects of economic and social activity that of necessity several other programmes of the United Nations work on matters related to those dealt with by this programme. Only those for which the risks of overlapping are large will be enumerated.

General economic planning cannot but deal with planning the industrial sectors including the small scale and rural among others.

Human Settlements Programme envisages building technologies in their relation to habitat.

Trade is preoccupied with export and imports of industrial outputs; trade policy is a widely used arm in industrial policy.

Natural resources development progresses through industrialization; and industrial technology is a crucial problem in exploiting natural resources.

Industrial services is part and parcel of Public Administration and Finance.

Transfer of technology, paramount to industrial development is one of the objectives of the Science and Technology Programme in ESA.

Social Development encompasses development of the rural sector through small scale industries.

Industrial pollution is one (if not the main) preoccupation of the Environment Programme.

(d) Related work in other international organizations

What has been said for other United Nations programmes equally applies to the specialized agencies of the United Nations system. Employment in industry and industrial training is among the major fields of activity of ILO. Industrial uses of agricultural products and agro-industries fall within the competence of FAO and so does agricultural inputs such as fertilizers, pesticides and plastics, production of protein from hydrocarbons, as well as the wood industries sector. UNESCO is working in the field of applied research and scientific and technological information. World Intellectual Property Organization also deals with transfer of technology. GATT is already associated to UNCTAD for the promotion of trade in industrial products. The financing of industrial projects and the related services and studies provided by IBRD, IADB and the Asian Development Bank are questions which obviously are of primary concern to the United Nations programme on industrial development. Outside the United Nations system, several intergovernmental or non-governmental international organizations, at the world or the regional level,

have activities from which those of the United Nations industrial development programme would derive benefits through linkage or co-operation. To indicate only a few:

Industrial Wool Secretariat,
Asian and European Packaging Federation,
International Council of Societies of Industrial Design,
International Organization for Standards,
International Co-operative Allowance,
Union of International Fairs,
International Chambers of Commerce,
OECD, EEC, CMEA, OAU, OAS,
International Savings Banks Association,
EDCAS, SIFIDA, EAC, OCAM, UDEAC, WAEC, MCC, CECAS, ECCM, CARICOM, AFESD, OAPEC.

(e) Co-ordination

The simple enumeration of organizations which to some extent have something to do with all or some aspects of industrial development indicates that co-ordination is and should continue to be a major pre-occupation for the United Nations industrial development programme. More specifically co-ordination is undertaken at three levels:

First, within the programme, between sections of UNIDO and between UNIDO and the regional economic commissions;

Secondly, within the United Nations, between the programme and other United Nations units undertaking related activities;

Thirdly, outside the United Nations, between the programme and specialized agencies and/or organizations outside the United Nations system.

Co-ordination is accomplished through a complex and interlocked system of contacts and relations with a variable degree of formalization. Analysing it in its entirety would need a long and probably unwelcome description. Suffice it to underline the main features.

The machinery for co-ordination between UNIDO and the regional economic commissions is simple: Industry Divisions in ECA, ECLA, ESCAP and ECWA are either joint undertakings or jointly staffed. Formal agreements provide for the distribution of responsibilities.

Formalized arrangements of a permanent nature exist in certain fields which involve the Industry Programme, other United Nations programmes and other

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organizations, such as the Protein Advisory Group (FAO, WHO), the UNISIST (UNESCO), ILO/UNIDO Working Party, UNIDO/UNCTAD Working Group, ACAST (Science and Technology). Among NGOs dealing with industrial questions, several have a consultative status with UNIDO.

In other fields interagency consultations take place at regular intervals. In matters pertaining to industrial institutions, activities are co-ordinated with UNESCO for industrial research institutions within universities; with UNCTAD in methodology development for technology transfer; with the International Organization for Standardization (ISO) in locating expertise, supply of technical information, training, placement of fellows and national consultations; with the Union of International Fairs (UFA) in providing expertise and training for industrial fair authorities; with the International Chamber of Commerce (ICC) in national consultations, development of an activities manual and the location of expertise; and with the International Co-operative Alliance (ICA) in training of personnel, placement of fellows and in the establishment of an international promotional centre.

For field operations joint management at the project level is often organized with the specialized agencies. Industrial planning advisory services are offered jointly with the United Nations Development Advisory Teams whenever feasible.

The industry divisions of the five regional economic commissions have informal or formalized contacts with regional organizations or with regional offices of specialized agencies. For instance there is an ECA/FAO Forest Industries Advisory Group and an ECA/FAO Food Industries Advisory Group.

Without attempting to pass a judgement on the present adequacy of co-ordination in the field of industrial development, it might be appropriate at this point to quote the report of the group of high level experts on a long-range strategy for UNIDO (February 1973):

"The machinery and procedures of co-ordination which UNIDO has so far established with the regional economic commissions and several other United Nations agencies have created a sense of co-operation and coexistence, helped to avoid duplication of efforts in a certain number of cases, and resulted in more jointly executed projects." ...

"All this adds up however to a disappointingly small achievement ... UNIDO has not been in a position so far to put forward a convincing programme of action for United Nations assistance in the industrial field." 1/

To a large extent this is still valid and applies to the co-ordination of the programme as a whole.

1/ ID/B/133, pp. 19-20.

(f) The Programme in the base period

Table 1

The Industrial Development Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) UNIDO					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, programmes					
B. <u>Apportioned costs (common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Industrial Development Programme: Medium-term real growth, 1976-1979

Organizational unit conducting programmes on:	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) UNIDO				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

A. General

The growth of industrial production in the developing countries has increased at about the same rate as that in the developed countries so that the share of the developing countries in world manufacturing production has remained at about 7 per cent during the last decades. Industrialization had taken deep root in the development strategy of the developing countries and at the beginning of the 1970s many of them were poised for further growth. Now, however, the recent food crisis, the soaring prices of industrial inputs (including oil) and the sudden surge of prices of industrial inputs for agricultures (such as fertilizers and agricultural machinery and equipment) are undermining the basic structure of industrialization in these countries; underutilization of existing industrial capacities has increased and there is a definite slowing down of industrial projects under implementation.

The continued inflation in the developed countries has caused an acceleration in the prices of industrial machinery and in the cost of industrial know-how imported by the developing countries. This factor, together with the declining capacity of the developing countries to export manufactured products to the markets of the developed countries, has created serious balance of payments difficulties.

It is estimated that the total net capital (foreign exchange) flow of official and private finance to the developing countries in 1973, excluding suppliers' credits, was in excess of \$24 billion. Of this amount, some \$3.4 billion were committed by the IBRD and IDA. The balance came from: private resources (\$8.3 billion); multilateral and bilateral institutions (\$7 billion); and the Eurodollar market (\$5-6 billion). Industrial investments alone accounted for an estimated \$5-6 billion (including suppliers' credits), or roughly one third of the total investment in industry in that year.

In these highly uncertain times, any forecasts concerning the ranges of, or resources for, the external financing of industry must be likewise uncertain. On the basis of earlier projections, however, the Bank Group's lending programme in industry (including the granting of loans to development finance companies for subsequent re-lending) may be expected to increase substantially between now and the end of the Medium-Term Plan period.

(a) Industrial technology

The development of the engineering industries is basic to the process of industrialization since they produce not only the equipment for the development of the necessary infrastructure but the tools of production for all industries. As the industrialization capabilities of the developing countries improve, proper plant design and construction become increasingly important, as does the development of better and cheaper building materials to house rapidly growing populations.

The developing countries are participating to a greater degree in the industrial processing of ores and concentrates, and their share in world production of metals, ingots, semi-fabricated and fabricated products is steadily increasing. Continued external assistance will be required, however, in the establishment of metallurgical industries (both ferrous and non-ferrous) and related industries and services.

There is reason for deep concern regarding current world fertilizer supplies and prices. The demand for nitrogen and phosphate fertilizers far exceeds supplies, and this, combined with the prevailing high prices, is causing a serious set-back to the progress achieved by many developing countries in grain production.

Pest control has also gained particular importance in the over-all production management of modern agriculture and, if food production targets are to be achieved, the pesticide industry will have to be given a high priority.

As one of the results of the rising prices of crude oil, there is a worldwide shortage in fertilizer feedstock supplies. During the last decade, there has been a complete change-over of raw materials for fertilizer from solid fuels, to liquid and gaseous fuels. Liquid-based plants are much cheaper to build and easier to operate. Now that the prices of liquid fuels have increased three to four times, an effort is being made, both in developed and developing countries, to switch back to solid fuels which would serve to balance the use of raw materials even if such action cannot alleviate the present crisis because of the conversion time.

The population explosion, as well as the concern for the health of the human being, have placed great emphasis on the development of the pharmaceutical industry - especially for the extraction of raw materials from plant resources.

As the costs of man-made fibres have increased as a result of developments in the petrochemical sector, certain predominance will be given to the promotion of natural fibres, in particular cotton and jute, and the improvement of their wearing performance as there is a widespread demand for easy-care fabrics.

Recently, substantial concern has been generated by problems of environmental pollution in the developed countries. The UNDP country programming exercises have revealed that the developing countries which are now entering the second phase of industrialization are becoming more aware of problems connected with the environment. This trend will continue in years to come.

Packaging and industrial design are beginning to receive a greater amount of attention than hitherto from developing countries, particularly from those that already have an established industrial base. These countries are beginning to realize that if they are to compete effectively in the export markets, their products will have to be attractively designed and packaged and at the same time the quality and condition of the product must be preserved up to the point of sale and beyond.

(b) Industrial services and institutions

Industrialization is not synonymous with factory-building; it comprises such indispensable elements as development of small scale industries and the improvement of the knowledge and skills of entrepreneurs, administrators, technical and commercial managers. Young industries in developing countries, which are mostly of medium and small size, lack entrepreneurial, technical, and managerial experience and cannot afford to provide themselves with factory-based services and built-in institutions. These have usually to be provided by national authorities or regional organizations, either collectively or on a sectoral basis, through the establishment of industrial institutions and services. Industrial institutions provide essential services to industry, train managers, improve processes, develop uses for local raw materials and other national resources, help countries in the active exchange of technology, improve the quality of products through quality control and standardization, promote the exchange of business contacts within the framework of international fairs, assist in the expansion of services of chambers of commerce and industry to their members, and foster the acquisition of needed technology on equitable terms through licensing agreements.

The common problems of the existing industrial institutions are underutilization, operational ineffectiveness and the lack of industrial experience of their staff. The Governments of many developing countries have yet to perceive the need for, or to give sufficient priority to, generating and processing industrial information and making it available to industry. There are signs, however, that the demand for industrial information clearing-house services and for industrial information facilities will increase considerably as industrialization and awareness of the information needs of industry develop.

In many of the developing countries - particularly in the less and least developed ones - the establishment and development of small-scale industries has assumed an important role in the industrialization process. Because of the low capital requirements per employed person in small enterprises and the narrow markets of many of the developing countries, the establishment of small-scale manufacturing and service enterprises is a means of stimulating indigenous entrepreneurship utilizing local human and natural resources and mobilizing domestic capital resources. In the relatively advanced countries, small-scale industry is regarded as an important instrument for decentralizing industry, accelerating provincial and rural development, and providing employment.

In the least developed countries the promotion of small-scale industry is confronted by many difficulties: the dearth of potential entrepreneurs; the inadequacy or lack of physical infrastructure; the shortage of financial resources; the narrowness of markets; the lack of certain raw materials; the low educational level of a large part of the population; the lack of experience of government officials: obstacles which hamper not only the emergence of entrepreneurs but also the promotional action on their behalf.

Training as a major medium for the transfer of science and technology, and the importance of practice-oriented industrial training, is increasingly being

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recognized by the developing countries. As a consequence, the need for closer industry-university co-operation is becoming more perceptible.

(c) Industrial policies and programming

At present, there is a greater demand by developing countries for specific technical assistance projects at the level of the plant or institution than for general guidelines and advice on the formulation of national industrialization strategies and policies. However, in pursuing the long-term goals with which the development strategy is concerned, including goals for the industrial sector, developing countries - and especially the least developed among them - will certainly come to need help in establishing a detailed range of subsidiary targets and priorities.

It is expected that in the coming years the developing countries will be paying increasing attention to the policies guiding their industrialization. In their bilateral programmes, the donor countries are giving increasing attention to manufacturing industry; in previous decades most of these funds were directed to agriculture and infrastructure. Some of the major developments in the industrialized countries, such as regional co-operation in Europe, environmental policies, and the labour and employment situation, would also seem to indicate that there will be greater interest in the manufacturing industry of the developing countries. With larger markets and more integrated enterprises, small- and medium-sized enterprises in Europe feel squeezed out of existence; they would, perhaps, be ready to examine opportunities of new partnerships in the developing countries. The foreign labour policies in some of the developed countries have given rise to difficult social and political problems, and there are now indications of a greater readiness in those countries to export capital and technology rather than to import foreign labour. In view of the prevalent scarcity of labour, labour-saving technologies are continuously being developed but environmental considerations and other reasons may create greater opportunities for the developing countries.

The expansion of extraction, transformation, retrieval, and re-utilization of natural resources will have various and sometimes conflicting effects on the relation between the mineral producing countries and the ultimate users of the final products of those commodities, who are primarily in industrial centres. These are some of the major indications that the questions relating to national and international policies and to structures of industrialization will have to be more intensively studied in the future.

Planning and strategies for national industrialization begin with the assembling and analysing of data relating to a given country. The extent to which Governments of developing countries already have relevant data available varies considerably, as does their ability to find nationals to staff planning functions.

B. Regional

The ECA region faces a different and a more challenging set of problems in promoting industrialization. During the 1960s considerable efforts were directed

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to promoting industrialization through a major programme of import substitution. However, the stage of sustained industrialization has yet not been reached, and the hopes placed in industry for bringing about the structural transformation of African economies did not materialize. The industrial structure which has emerged is dependent on the industrialized countries for technology, capital, know-how, and supplies of intermediate inputs. In these circumstances, the benefits derived from industrialization efforts have so far been very limited.

The problems faced have also been aggravated by inflation in the industrialized countries and by the disruptions brought about by the international monetary crises. The cost of acquiring technology has been rising rapidly and the appropriateness of this technology for African needs is questionable.

African countries will need to harmonize their actions to ensure that their interests are fully reflected at the multilateral trade negotiations to be intensified during the plan period and at the Second General Conference of UNIDO, which is to devote particular attention to developing a new concept of an international division of labour in industry. Equitable trading arrangements can be evolved only if industry in Africa is enabled to play a dynamic role.

The shortage of capital is a major constraint in the implementation of a significant programme of industrialization. The majority of African countries have no system for the effective promotion of investment decision-making by domestic and foreign investors. They also lack the machinery required for the systematic collection and dissemination of industrial information. Given these circumstances, the flow of resources to the industrial sector has been low and in general the investments made have not led to a balanced or equitable sharing of benefits, particularly where joint ventures with foreign investors are concerned. Outflows of capital in the form of debt repayments, commissions, payments for licences, patents and royalties and repatriation of profits are creating increasingly serious problems for African countries. On the other hand, it is widely recognized that foreign investment could play a crucial supporting role in African industrialization. The shortage of bankable projects is no less a constraint on African industrialization than is the shortage of capital. In the majority of countries there is a lack of effective machinery, manpower, and information to ensure the early identification and development of industrial projects. In these circumstances, projects are implemented either on an ad hoc basis or as a result of initiatives taken by private investors. The kinds of industrial projects so far undertaken behind tariff barriers have in several cases proved to be a burden to national economies rather than contributing to national objectives as had been expected. High among the priorities of Governments is the creation of industries which would contribute to the achievement of employment objectives and utilize domestic raw materials efficiently. A systematic approach to project development would help to conserve scarce resources in that projects could either be accepted or rejected in good time.

Little attention is given in national planning and programming exercises to the promotion and implementation of regional projects and export industries. In the case of regional projects the reason may be lack of arrangements for seriously

pursuing their implementation. In the case of export industries, part of the blame might be laid on exaggerated assessments of the risks and uncertainties involved in such industries and part on the lack of machinery, information, and personnel to assess worldwide export opportunities correctly.

Although small-scale industries account for a significant share of the total output of the majority of African countries, they are still at a low level of development. The artisan sector accounts for the major share of the output and employment. The narrow industrial base of the majority of African countries limits the scope for subcontracting opportunities within national economies. There is an acute shortage of innovative local entrepreneurs to modernize traditional crafts activities. An increase in the number of such entrepreneurs is critical to the development of a modern and dynamic small-scale industries sector.

Lack of information on investment opportunities and technologies, uncertainty as to how the profits yielded by small-scale industries compare with those yielded by investments in housing and real estate, the unavailability of low-cost credit and the absence of effective extension services are the critical problems faced in promoting entrepreneurship for small-scale industries.

There is at present an almost total dependence on the industrialized countries for managerial and technical know-how. Research and development activities take place in the industrialized countries even on technological processes required for the utilization of typically African products. The joint venture arrangements negotiated in the past have tended to perpetuate foreign management of enterprises. At the same time, the African educational system is not producing the personnel required for the management of industrial development programmes including activities ranging from the conception to the implementation of industrial projects.

In the ECE region, the problems addressed are of a different nature. Governments and industrialists are in a position to solve most of them either bilaterally or in ways other than through ECE. However, they consider that the ECE can help through exchange of views and co-operation in studies leading to international harmonization of national government policies. Two sectors are worth mentioning:

The chemical industry is a key factor in the economic growth of the countries of the ECE region especially because of its links with agriculture and energy. Intergovernmental co-operation in market and technological studies is regarded by ECE Governments as beneficial for all concerned, particularly in solving problems arising in international trade, in the promotion of agreements for industrial co-operation in this sector, and in the improvement of environmental conditions.

The application of automation is spreading at a rapid pace in the economies of countries in the ECE region but information is lacking concerning the rate of application and the economic efficiency and social impact of this application. Furthermore, international trade in automation equipment forms an important and growing component of the region's economy. The main problems are as follows:

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- (i) Lack or inadequacy of statistical information related to the production, application of and trade in automated equipment;
- (ii) Inadequate methods for analysing the economic efficiency and social aspects of automated production;
- (iii) Lack of adjustment of the management structure to automated production;
- (iv) Lack of adjustment of the labour force to automated production as regards skill and efficiency, especially in labour-intensive industries.

In the ECLA region, industrial development varies widely from country to country and there is a wide gap between the region and the developed countries. These gaps between the Latin American countries themselves and between the region as a whole and the industrialized world are widening as time goes by. As a result Latin American countries must rationalize the employment of their productive factors by using more suitable technologies, make the best possible use of their resources through economic integration, and formulate industrial strategies and policies.

The lack of adequate competitiveness in Latin American industries has been largely responsible for their small share of the trade. Individually, Latin American countries have not been able to improve their access to international markets and their consumption of industrial products has been linked to the production of the industrialized countries. These Central American countries which since 1961 have been members of an integration scheme have, in their approach to recent problems, demonstrated the inadequacy of their co-ordinating machinery and a lack of complementarity in the development of their manufacturing sectors.

In practice, under the integration arrangements, manufacturing growth seems to be losing its dynamism at the very time that problems of idle capacity and low levels of productivity are being faced.

The countries of the ECWA region, though cognizant of the importance of industrialization in their own development as evidenced in their over-all development plans, have lacked dynamic industrial sectors. With few exceptions the share of industry in the GNP of these countries is about 12 per cent or less, made up mostly of light consumer industries.

A new situation has arisen of late. The availability of substantial oil revenues within the region has spurred large-scale investments in industrial projects, including major complexes such as those planned in the petrochemical field. Very recently it was decided to establish a \$1.1 billion fund for development purposes, particularly of oil-related industries in the member countries of the organization. This situation has underscored both the need for these countries to consummate rational industrialization plans, and the role of which ECWA can play in helping to place these plans in their regional perspective. For one thing it is essential to avoid wasteful and indiscriminate establishment of major industries on an individual national basis without regard to existing

regional capacities and capabilities. Furthermore, the limitation of national markets and the lack of adequate infrastructure in many of the countries of the region calls for closer regional co-operation among them in the establishment of regional industries if they are to avoid duplication and unutilized capacities.

In the ESCAP region, efforts to achieve rapid industrialization have been adversely affected by inflation, balance-of-payments difficulties, foreign exchange shortages, raw material shortages, inability to incorporate advanced technological practices, and difficulties encountered in promoting exports of manufactured and semi-manufactured products. Within the region, problems of unemployment and continued disparities of growth and standards of living have contributed to the creation of social problems of which unemployment and shortages of food have been identified as the most serious.

Medium-term Objectives

A. UNIDO

(a) Industrial technology

(i) Engineering

- To improve engineering know-how in developing countries; to obtain and disseminate the most suitable technological know-how; and to increase the output and competitiveness of engineering industries in developing countries by orienting them not only to local but also to external markets. Particular attention will be given in the least developed countries to the areas of agricultural machinery, grain storage facilities, and the repair and maintenance of equipment. The establishment of pilot plants will be an important feature of the assistance offered.

(ii) Metal industries

- To establish and expand the capacity of the developing countries for smelting and fabricating aluminium and its alloys.

- To increase the degree of local industrial processing of copper, lead, zinc, tin and nickel ores and concentrates. In the case of the technologically sophisticated fabricating processes, however, it would not be realistic to expect that the main share of production would pass from the industrialized to the developing countries during this period.

- To establish and/or expand iron and steel production facilities, based on the use of local or imported raw materials, in order to decrease dependence on imports of steel. It is reasonable to expect that by 1979 certain developing countries will attain a sufficiently large production of steel to meet their own demands or to export steel to developed areas.

- To establish small- and medium-scale foundries for the production of common

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ferrous and non-ferrous castings and for providing technology to other existing foundries. By 1979, small or prototype foundry units should have been established in most developing countries, even in the least industrialized, as a first step towards industrial development. In certain of these countries conditions exist that make it possible to reach high outputs of production of castings.

- To develop local skills for the diversified activities related to production and application of metals. In the Medium-Term Plan period, centres and nuclei of metallurgical know-how and technology will be established and strengthened in at least 30 developing countries. New mechanisms for metallurgical know-how exchange will be promoted.

If the above specific objectives are pursued, a definite step will have been made towards bringing developing countries to a position, as producers and consumers of metals, commensurate with their resources and needs.

(iii) Building materials and construction

- To adapt the existing manufacturing processes to the particular needs of developing countries; to modernize and increase the productivity of building materials factories; to select the equipment required for the establishment of new industrial centres.

- To industrialize construction processes through low-cost factory prefabrication of components and structures;

- To select appropriate construction designs, construction techniques, and indigenous technology based on locally available building materials;

- To establish and improve information services and systems for industrial construction.

(iv) Chemical, pharmaceutical and pulp and paper industries

- To promote the utilization of indigenous raw materials as inputs for chemical manufacture, the use of natural products from plant and animal sources for the extraction of active medicinal ingredients and intermediates for further processing, and the use of essential oils for soaps and cosmetics. (For instance, extraction of diosgenin and solacidin from plants widely found in developing countries which are used as raw materials for hormone-based contraceptives.)

- In the pulp and paper industry - to overcome global shortages by the use of non-wood fibre sources, especially bagasse. (UNDP approved early in 1974 a joint project for the erection of a pilot plant for newsprint and for dissolving pulp based on sugar-cane bagasse as the principal raw material. This project should make a major contribution to the economy of sugar-cane producing countries.)

- To encourage utilization of industrial wastes (such as slaughterhouse animal wastes for pharmaceutical products, fly ash from solid fuel energy plants for building materials and the reprocessing of waste lubricating oil).

(v) Fertilizer industry

- To increase the utilization of existing fertilizer production capacities from the present 60-70 per cent to 80-90 per cent, in order to add half a million tons of nitrogen fertilizers per year to the world supply. Technical assistance and international monetary assistance for this purpose could be given in connexion with the UNIDO/IBRD co-operative programme to some 10 countries.

- To launch a scheme consisting of construction of plants for the production of nitrogen fertilizers using flared natural gas and no other energy source. This scheme could produce 2.5 million tons of nitrogen per year, which is the apparent world deficit. The plants could be strategically located in countries which already have the infrastructure and flared natural or associated gas. Ten identical plants could be built within two or three years, each to produce 1,000 tons of ammonia and 1,500 tons of urea per day. The fertilizers could be produced at less than half of the cost compared to today's world prices and sold to deficit countries at fair prices.

- To explore the possibility of establishing a World Fertilizer Fund or World Fertilizer Pool which would stabilize world fertilizer prices at reasonable levels and ensure supplies to the developing countries. The fund could be financed by countries which have benefited greatly from the rise in prices of their major exports.

(vi) Pesticide industry

- To establish pesticide plants adapted to local needs, requiring relatively low capital investment and utilizing local raw materials. These plants should achieve substantial foreign exchange savings and cost reduction to farmers. Most African and Middle Eastern countries and a few others in Asia and Latin America could benefit from this scheme.

- To improve the production of pesticides of botanical origin. (Pyrethrum, derris, sabadilla, nicotine and ryania are effective and highly selective pesticides with outstanding environmental compatibility.)

- Several Asian countries could utilize their excess chlorine capacities for the production of insecticides, herbicides, fungicides and nematicides much needed in the area. A similar scheme is applicable to Latin America.

(vii) Petrochemical industry

- Establishment of petrochemical complexes in developing countries where petroleum and natural gas resources exist. The utilization of petroleum and petrochemical products in combination with other domestic raw materials will be encouraged.

- To promote the production, use and distribution in developing countries of buildings materials and components derived from petroleum, particularly polymers.

- To assume, in co-operation with FAO and the Protein Advisory Group, an active role in the preparation of projects for the production of protein from hydrocarbons in the developing countries.

- To establish in the drought-stricken areas of the Sudano-Sahelian region, agro-input industries, which would consist of small industrial complexes comprising a pesticide formulation and packaging unit, a fertilizer bulk blending and bagging unit, and an animal feed mixing unit with storage and mixing facilities.

- To encourage production and utilization of plastic pipes and sheets for the conservation and distribution of water in the countries of this region.

(viii) Light industries

- To establish, modernize or expand manufacturing plants; to identify manufacturing opportunities in relation to both market requirements and raw materials; to select equipment, processes, and technology, and develop, adapt, and transfer the latter. To supervise plant establishment and technical management; to promote investment in commercially viable industrial projects; to establish engineering consultancy services designed to provide expertise appropriate to local conditions; to plan and establish integrated agriculture based industries; to upgrade technical skills in that sector.

(ix) Environment

- To identify those industries with a high effluent or pollutant output, and attempt to establish the main costs involved in controlling the pollutant outputs of industrial projects in developing countries. To establish the feasibility of minimizing pollution by integrating manufacturing plants, i.e. so that the effluent outputs of plants might be used as inputs for further industrial processing.

(x) Packaging

- To establish national packaging research and development centres in developing countries; (for the plan period such centres are envisaged in Argentina, Brazil, India, Iran, Korea, Mexico, Morocco, and Turkey. Iceland is also planned for Iceland).

- To extend the Moroccan Packaging Institute in size and scope to form a full regional centre for the IDCAS region. To establish smaller centres within each of the countries of the region, to deal with local problems of control, standardization, testing and training.

- In the least developed countries, develop simple food packages to limit the wastage which is currently estimated to be about 15 per cent of production.

(b) Industrial services and institutions division

(i) Industrial institutions and information facilities

- To improve existing institutions rather than setting up new ones by:
 - a. upgrading the skills of the staff of these institutions;
 - b. increasing the utilization of existing institutions by industry, by promoting their services;
 - c. increasing the degree of co-operation among institutions at national, regional and international levels, in order to improve their effectiveness;
 - d. improving the methods and mechanisms for effective and accelerated transfer and adaptation of technology;

- To establish new, and to improve existing, industrial information facilities.

- To increase the scope of the Clearing-house of industrial information, which provides industrial information to inquirers from developing countries, with the emphasis over the medium-term period on information concerning technology and equipment.

- To continue the publication of the UNIDO Newsletter, the Industrial Research and Development News, the Industrial Development Abstracts, the Guides to Sources of Information, and the Ind-film News notes, as well as ad hoc publications.

- To develop a comprehensive and reliable documents and data base for the work of UNIDO, particularly in the area of industrial strategies and policies.

(ii) Industrial consulting services

- To improve industrial management performance, particularly through the provision of management consulting services and the transfer of adequate techniques (60 projects by 1979); and promote national programmes on utilization of management resources.

- To establish five industrial marketing centres in developing countries (by 1979);

- To improve the capability of government agencies concerned with the management of public sector industrial enterprises;

(iii) Small-scale industries

- To formulate small industry development policies and programmes;
- To establish or strengthen industrial extension centres for small-scale industries; as well as industrial estates and common service facilities,
- To provide guidance on lines of manufacture, technology and choice of equipment appropriate for small-scale industries;
- To improve financing arrangements, domestic marketing and subcontracting arrangements for small industries.

It is planned to increase the number and size of operations in the least developed countries and in the less developed areas of relatively advanced countries, and to give priority to projects involving co-operation with the World Bank, regional development banks, and bilateral technical assistance agencies (e.g., the Swedish International Development Authority).

(iv) Industrial training

- To improve methods and techniques of industrial training,
- To train high-level industrial personnel (providing them with practical experience and further theoretical knowledge);
- To inform high-level government officials and industrialists on the proper utilization of industrial personnel.

(c) Industrial policies and programming division

(i) Industrial programming

- To formulate general strategies and policies for industrial development;
- To assist the developing countries in determining industrial priorities, in preparing and implementing industrial plans and programmes, and in defining national criteria for project evaluation.
- To improve the technical, institutional and information bases for project formulation and evaluation,
- To identify industrial sectors and projects suitable for regional co-operation.
- To formulate industrial projects based on a co-ordination of investment production and trade policies of co-operating countries.

The integrated approach to technical assistance entails the connecting and combining of the various intermediate stages (e.g., the economic preparation

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analysis, investment promotion financing, the investment decision, the detailed techno-economic feasibility study, and the planning and control of the implementation of the industrial project) into a single process leading from the first project concept to a fully operative industrial enterprise.

(ii) Industrial investment promotion

- To undertake the "transplanting", in whole or in part, of industries already operating in developed countries to developing countries, where the existence of raw materials and abundant labour resources constitute productive advantages. It is anticipated that assistance will be given in transplanting some 12 industrial enterprises during the period 1976-79.

- To facilitate the establishment of 10 industrial development financing and investment promotion institutions, promoting co-operation among them, and improving their over-all operational effectiveness.

- To establish or improve institutions for the mobilization of domestic resources, e.g. the transformation of traditional savings banks into credit agencies for industrial financing:

- To identify and follow up industrial investment opportunities and to promote business contacts with a view to enhancing the flow of investment inputs from developed to developing countries.

- To organize negotiation of industrial joint-venture agreements.

(iii) Promotion of export-oriented industries

- To foster clear forms of international industrial co-operation by means of which manufacturers in developing countries can acquire the technological, managerial and other skills necessary for developing export-oriented industries.

- To establish and operate an international subcontracting exchange within UNIDO; to establish similar exchanges at the national level in selected developing countries in recognition of the considerable potential of international subcontracting as a means of promoting export growth from developing countries.

- To advise on export incentive legislation, with particular emphasis on the establishment and operation of industrial free zone areas in order to create in the developing countries an atmosphere favourable to international co-operation and overseas investment in export industries.

- To upgrade products from developing countries to a standard where they are acceptable on international markets. Manufacturers in developing countries are still severely handicapped by lack of knowledge of quality, design, standardization, packaging technology, requirements of overseas markets.

- To train officials and manufacturers from developing countries in export development techniques.

(iv) Industrial surveys and studies

- To inform the developing countries on world prospects and trends in the field of industrial development.

- To disseminate industrial statistics and undertake special studies.

- To carry out country surveys.

- To monitor and appraise industrial development within the framework of the Second United Nations Development Decade.

(d) UNIDO/IBRD co-operative programme

Under the terms of an agreement that came into effect on 1 January 1974, the co-operative programme between UNIDO and the World Bank is designed to provide a bridge between the pre-investment activities of UNIDO and the Bank, the world's largest multinational source of financing. The programme carries out the following activities related to the manufacturing industries in developing countries of common membership: identifying, preparing and appraising investment projects for specific industries being considered for financing by the World Bank Group (including the International Finance Corporation); carrying out similar activities in connexion with the Group's financing of development finance companies, which in turn relend to industry; carrying out country industry sector studies; and providing technical advice on the implementation of projects financed by the Bank.

Priorities have shifted during recent years, and they continue to do so with respect to both countries and industrial sectors. For the next year or two, the following will receive priority consideration from the programme: the fertilizer industry; small-scale industries; the agro-industries; the cement industry; and the engineering industries. Special attention will be given to arranging loans for specific branches of industry and for industrial import projects. The provision of assistance to development finance companies will also be expanded during this period.

Within the Medium-Term Plan period it is hoped to establish an "Industry investment centre", which would provide financing for all types of investment projects. The centre would consist of four main components: the UNIDO/IBRD co-operative programme; a multilateral/bilateral banking unit; a component dealing with commercial banks; and one dealing with industrial development finance institutions in developing countries.

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B. Regional

(a) Economic Commission for Africa

To harmonize the views of the countries of the ECA region on the major issues of industrialization so that their needs are fully reflected in global policies and structures of aid;

To harmonize the views on the same countries on action to be taken on the issues of the relationships between national and regional industrial development policies;

To reach an agreement on the implementation of regional industrial programmes and assignment of country responsibilities for follow-up action (large-scale projects in steel, pulp and paper, petrochemical, engineering and food industry);

To prepare and evaluate the specific projects within the above-mentioned programmes;

To stimulate a larger flow of foreign capital technology and know-how to the industrial sector in African countries;

To establish national and regional information machinery on industrial investment opportunities;

To expand the support services, low-cost financing and other facilities required to enable the entrepreneurs to take up investment opportunities in the rural and small-scale industries sector;

To equip the small-scale sector to play a dynamic role in employment generation and reviving of rural areas.

(b) Economic Commission for Europe

To exchange information, views and experience on the economic and technical problems of the engineering, steel, and chemical sectors;

To make systematic annual review of the current and prospective situation in each of these sectors, including structural changes;

To facilitate international agreement on industrial co-operation, industrial standardization, and harmonize industrial policies;

To prevent adverse environmental effects;

To collect, improve and disseminate detailed statistical information on each sector.

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In the field of automation they are:

To periodically review the extent to which automation is applied;

To develop a statistical framework for automation analysis;

To analyse problems related to management of automation especially in labour-intensive industries;

To assess the economic efficiency and social impact of automated production.

(c) Economic Commission for Latin America

To improve the statistical knowledge of the industrial sector in Latin America;

To reach a more precise interpretation of the process of industrialization and of its problems and prospects;

To formulate adequate and more efficient industrial development policies;

To facilitate decision-making on both industrial integration and export of manufactures by providing information, guidelines, criteria and formulae;

To provide information on the development potential of 10 industrial branches;

To assist in the formulation of the most suitable complementarity arrangements in Central America for these industries (subcontracting, quotas, the decentralization of the production of certain inputs, transfer payments, etc.);

To analyse the problems caused by the transfer of industrial technology to Central America, at the level of the various branches, with a view to providing the countries with the most up-to-date data on alternative technology in use in the rest of the world, and on the most suitable conditions under which the region could adopt that technology.

(d) Economic Commission for Western Asia

To develop concrete proposals for the co-ordination of industrialization efforts in the region on the basis of a regional approach to investment and production;

To identify the techno-economic problems faced by selected branch industries and assess their prospects and needs for further development;

To ensure as far as possible that the development of the branch industries concerned will be rational and economical, and include some form of regional machinery for the synchronization of investment plans, complementarity between existing and prospective plans, and co-ordination in the selection of projects, technologies, and related infrastructural needs;

To promote the development of the required industrial services and infrastructure in the ECWA region with special emphasis on the training of higher technical and managerial personnel and the promotion of local training capabilities within the region itself;

To advance towards the solution of administrative and managerial problems of the existing industrial sector as well as the programming, formulation, and implementation of new programmes and projects;

To provide short-term advisory services to Governments of the region, either directly or in co-operation with UNIDO and other UN programmes.

(e) Economic and Social Commission for Asia and the Pacific

To formulate strategies and policies for industrial development programmes with special reference to employment;

To develop projects of agro-industrial complexes in rural areas;

To formulate policies regarding transfer of technology.

Medium-term output

A. UNIDO

The operational activities of UNIDO are, to a very large extent, conducted in support of technical assistance operations.

(a) Industrial technology

An increasing number of large-scale and small-scale technical assistance projects, financed by UNDP and a number of other sources, will be implemented. The cost of these industrial technology projects during the first biennium (1976-1977) is now estimated at about \$29 million.

During the second biennium the delivery figure could be substantially increased, provided administrative and budgetary constraints are overcome.

About 20,000 nationals of developing countries will be trained through fellowships, training programmes, study tours and as counterparts to experts, experience exchange and the provision of information through 87 studies, 29 expert group meetings and 15 workshops and promotion and consultation meetings.

The planned output (including delivery of technical assistance projects) of UNIDO's Industrial technology division are presented in quantified terms in the table as follows:

(i) Engineering industry

Special emphasis will be placed on the manufacture of agricultural and transport equipment.

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UNIDO

Industrial Technology Division planned output for the
period 1976-1979

Field of activity	Current cost of technical asst. delivery (\$ million)		Number of persons to receive training	Number of meetings to be held		Number of survey studies or manuals to be published
	First biennium	Second biennium		Expert group	Seminars/workshops	
Engineering industries	6.8	Increased volume if	3 000	5	3	-
Metallurgical industries	4.5	administrative and	2 600	5	-	14
Building material industries	2.6	budgetary constraints can be removed	3 200	4	4	8
Industrial construction	0.7		1 000	5	4	10
Chemical, pharmaceutical, pulp and paper	1.5		1 300	3	2	5
Petrochemical and fertilizer industries	2.6		1 700	2	-	8
Light industries	7.3		4 500	5	-	10
General industrial techniques	2.5		2 400	-	2	7
Industrial pollution	-		-	-	-	25
TOTALS	28.6		19 700	29	15	87

(ii) Metallurgical industry

In the metal industry sector it is expected that the share of subcontracting will increase in comparison to the total output of the programme since subcontracting allows a faster and more comprehensive implementation of medium- and small-scale projects. On the other hand, the expenditure for equipment should grow at a slower rate than the total expenditures for technical assistance under this component as it is felt that a much greater contribution to the development of metallurgical industries can be made by UNIDO through the provision of know-how rather than the supply of equipment. Since certain developing countries have already attained satisfactory levels of competence in metallurgical planning and operations, emphasis will be placed on activities and projects which will foster co-operation among these countries. Supporting activities will focus on the five main aspects of the programme component: aluminium, heavy non-ferrous metals, steel and foundry industries, and the promotion of know-how capability.

The 14 sectoral studies will focus on the role played by the steel, aluminium and non-ferrous metals industries of the developing countries. The five expert group meetings will have as main items on their agenda the identification of programmes for the development of the heavy non-ferrous metals and of the iron and steel industries. The potential for the establishment of five producer-processor associations, particularly in the aluminium and in the iron and steel industries will be examined.

(iii) Building material industry

In the building material industry a technical assistance activity of particular interest to developing countries is the development of solid-fuel-fired modern vertical shaft kiln plants for cement manufacture, using charcoal as fuel. The manuals and studies to be prepared will deal with wood products and ceramics. The subjects of the meetings and workshops will be furniture, joinery and sanitary-ware industries. In-plant training in glass manufacture, wood processing and the industrial production of furniture will be provided.

(iv) Construction industry

In the construction industry technical assistance will focus on the establishment of industrial construction development centres and industrial project construction centres. The former deal with the selection of appropriate construction design and technology and the establishment of pertinent quality standards and quality control procedures. The latter deal with the implementation and construction of industrial projects covering both the technical and managerial aspects. While the technical aspects comprise phases such as project tendering, contracting and construction, the managerial aspects include the planning and control of the work to be accomplished in these phases using more effective management techniques.

Studies and manuals will deal with the following subjects: survey of problems facing industrial construction in a representative sample of developing countries and suggestions for alleviating these problems; standardizing

construction designs for those industrial branches which are most common to developing countries; establishing an industrial construction information service for the retrieval and analysis of data on construction design and technology and the dissemination of relevant information; techniques for implementation and construction of industrial projects; and the use of computers in industrial project implementation and construction.

The meetings will be held on subjects such as factory pre-fabrication of industrial installation components, transfer of construction know-how, and development of the industrial construction sector.

Training workshops will be held on the following subjects: industrial construction design; low-cost factory pre-fabrication methods; the implementation and construction of industrial projects; and tendering and construction contract-planning and supervision.

(v) Chemical, pharmaceutical and pulp and paper sector

In the chemical, pharmaceutical and pulp and paper sector, supporting activities will deal with such areas as essential oils, medicinal plants, and the training of engineers and technicians in the pulp and paper industry. Meetings will also cover issues such as corrosion in chemical plants, industrial waste utilization, and sugar-cane derivatives. Studies will be prepared on cost profiles in pulp and paper production. A survey will be carried out on the future possibilities of wood as a source of chemicals; and a training course in pharmaceutical manufacturing techniques will be conducted. The five manuals referred to in the table will deal with the manufacture of essential oils and drugs.

(vi) Petrochemical and fertilizer industry

In the petrochemical and fertilizer industry, the studies will be on alternative feedstocks for fertilizer and petrochemical production, multipurpose pesticide formulation plants, synthetic protein and the use of plastics in agriculture. The expert group meetings will be on the technology of producing nitrogen fertilizers using associated gas and on the technology of producing and using plastics in irrigation, agriculture and building.

(vii) Light industries

In the field of light industry the subject matter addressed will be the following:

Vertically integrated agro-industrial structures (fish, cereal, vegetable oil, sugar-processing industries);

Alternative protein sources for animal foodstuff;

Wastage in food industry;

Shortcomings in the printing industries;

Labour intensity in the knitting and garment industry.

(viii) General industrial techniques

In the field of general industrial techniques, the studies will be on assessment of the environmental impact of industrialization, on co-operation in the packaging sector, and on industrial design; the workshops and seminars will be on subjects relating to environment, packaging, and industrial design.

(b) Industrial services and institutions

The estimates of future demand for operational projects show increases that are far beyond the present delivery capacity of UNIDO. In view of this, the industrial services and institutions programme will have to concentrate on areas to which high priority has been assigned.

For the programme as a whole, the demand for the biennium 1974-1975 is estimated at \$25 million, whereas for 1976-1977 it is now estimated at \$46 million and at least as much again for 1978-1979; this compares with an estimated delivery capacity of \$17.3 million in 1974-1975 and \$22.4 million in 1976-1977. It is not possible to predict how much of the demand for technical assistance within this programme UNIDO will be able to deliver over the four-year period.

Within the total demand activities in the fields of small-scale industries and industry-oriented institutions (research, standardization, quality control and licensing) play a prominent role. The value of projects in these fields, which can reasonably be expected to be requested and approved, may double between 1974-1975 and 1978-1979 if current trends continue.

The transfer of know-how, which can be attained only through combined activities in the fields of information, training and research, needs to be accelerated. The programme must identify new methods and instruments for improving the transfer of technology and for assisting new industries to choose the proper technologies, to adapt technologies according to local needs, and to be informed about as many alternatives as possible.

The programme is composed of five substantive components, of which three - industrial institutions, industrial management, and small-scale industries - deal mainly with field projects included in country programmes; the training and the information components are to a large extent service-oriented, providing training for industrial personnel and information to industrial enterprises.

In 1973, the programme delivered technical assistance to a value of \$7.3 million, representing 36 per cent of the total technical assistance delivered by UNIDO. To this should be added the services rendered by the clearing-house of industrial information (inquiry and advisory services, documentation and publications) which cannot be given a monetary value.

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Technical Assistance Delivery
(in millions of US dollars)

	<u>1973</u>	<u>1974-1975</u> (estimated)	<u>1976-1977</u> (estimated)
Industrial institutions	2.1	4.8	5.8
Industrial information	0.3	0.7	0.8
Industrial management and consulting services	0.8	2.7	3.8
Small-scale industries	2.2	5.4	7.3
Industrial training	<u>1.8</u>	<u>3.7</u>	<u>4.7</u>
Total programme	7.2	17.3	22.4

Owing to the large training component within this programme, the ratio of delivery, by items of expenditures, differs from that of other programmes. Only 55 per cent are devoted to the provision of expertise, 30 per cent to training and fellowships, 9 per cent to equipment and 6 per cent to subcontracts. This ratio is not expected to change during the next few years, with the exception perhaps of a trend towards subcontracting a greater number of projects.

An important part of the work of the programme is devoted to supporting and promotional activities. These activities are essential because of the constant need to find new methods and instruments for the provision to industries in developing countries of institutional infrastructures, up-to-date information, and means of upgrading their personnel within a relatively short time. Such methods and instruments have to be different from those used in most industrialized countries where they have been developed over some 150 years and where they are financed mostly by existing enterprises.

(i) Industrial institutions

The content of technical assistance projects is expected to change, corresponding to the changing needs in the developing countries. A relative increase in the fellowship-training and short-term consultant components of projects is anticipated. The trend in the developing countries towards a greater degree of co-operation with each other is growing and will be strongly supported by UNIDO.

It is expected that, during the first biennium of the Medium-Term Plan, 33 large-scale and 71 small-scale technical assistance projects will be under implementation, while assistance will be provided to 50 or more institutions and training to some 450 nationals. The value of this technical assistance is put at \$5.8 million.

Supporting activities, oriented toward complementing and further identifying requirements for technical assistance, are also planned. They include seven studies and surveys, four expert group meetings and the publication of four studies for the biennium of 1976/1977, and about the same level of activities for 1978/1979.

(ii) Industrial information

Developing national and regional industrial information facilities or adapting them to actual needs is the only activity which can legitimately be related to an output in terms of project delivery. Given the \$800,000 implementation target for 1976-1977, it will be possible to continue the yearly regional seminars for government officials; but for promotion purposes the seminars must be followed up by visits from interregional advisers. Efforts will be made by Industrial Development Field Advisers to encourage Governments to initiate new projects in the field of industrial information. During the Medium-Term Plan period, trainees will be placed in industrial information centres, including UNIDO headquarters, and the annual UNIDO/UNESCO training course will be operated in Moscow. A new series of the same kind will be undertaken in another country. A suggestion made at the Industrial Development Board that UNIDO should organize its own training course on a pilot basis might warrant the development of this activity into a pedagogic unit which, towards the end of the Medium-Term Plan period, could become a semi-autonomous industrial development institute providing training in industrial information, and, in due course, on other areas of UNIDO interest.

Aside from field operations, the headquarters-based clearing-house for industrial information constitutes a direct service to industry, though not a project-generating one. Among the services provided by the Clearing-house is the industrial inquiry service, which is expected to be answering some 5,000 inquiries a year by the end of the medium-term period; the information service on technologies and equipment, which is to be developed from a pilot operation to a fully functioning referral service on equipment and an exchange centre for technologies, particularly among developing countries; the roster of consultants, which will also be further developed; and the selective dissemination of information service, which will be improved.

The transfer of industrial information by means of publication will be continued with the annual publication of 12 issues of the UNIDO Newsletter, 6 of the Industrial Research and Development News, 7 Guides to Industrial Information Sources, 6 Industrial development abstracts, 4 of a new publication, UNIDO Information (consisting of abstracts of studies, expert reports on seminars, missions, etc.), a number of ad hoc handbooks and monographs, and several manufacturing guides digested from Clearing-house files.

New demand for documentation services will be generated by the expansion of field operations and UNIDO activity in industrial policies and planning. There will be increased dependence on internationally computerized and interlocked systems.

(iii) Industrial management and consulting service

Apart from operational activities, six studies dealing with management techniques and practices as well as industrial administration and legislation will be published in the monograph series, New perspectives in management development. At least two expert group meetings are envisaged on the subjects of industrial expansion through marketing development, and the role of national management consulting capability in industrial development.

(iv) Small-scale industries

It is planned to hold two expert group meetings in each biennium to update knowledge and experience on the effectiveness of industrial estates as an instrument for small industry development, on the provision of extension services in the least developed countries, on the organization and operation of mechanical workshops as common facilities for small-scale industries, etc. It is proposed to hold four regional meetings or workshops and four national seminars in each biennium. The subjects for these meetings will be: role of small-scale industry in industrial decentralization; self-help programmes for small-scale industries; rural industrialization; and entrepreneurial development and financial and extension services.

The other supporting activities during 1976-1979 will be related to co-operation with the World Bank, ILO, and other international agencies; with multinational and multigovernmental agencies; and with non-governmental organizations and bilateral agencies and institutions. The possibilities of twinning small industry development agencies in developed countries with similar agencies set up or being set up in developing countries will be investigated.

The studies and publications to be prepared during the Medium-Term Plan will relate to the subjects to be discussed at meetings and seminars as well as to requirements of operational projects, e.g. studies on small-scale agro-industries, appropriate technologies, service industries for rural areas, and management controls.

(v) Industrial training

The output of technical assistance field projects will consist of:

- Training nationals from developing countries (about 1,500 to 2,000 individuals during the 1976/1977 biennium);
- Implementing approximately 150 individual fellowships;
- Organizing some 120 in-plant group training programmes;
- Covering approximately eight seminars on UNIDO operations with an average of 15 participants each, and evaluating the final reports of individuals who have received fellowships;

- Issuing a manual on the rules, regulations and procedures of UNIDO, and updating the handbook on UNIDO operations.

It is anticipated that during the Medium-Term Plan period four expert meetings will be organized (two for training programme directors and two on entrepreneurial development). Ten publications will be prepared of which six are to include training course material developed within the scope of operational activities, while the other four will be the annual issues of the UNIDO Guide to training opportunities for industrial development. About 12 surveys will be made of subjects such as training opportunities, requirements, methods and techniques, as well as evaluation of training activities.

(c) Industrial policies and programming

The programme is organized into four components, namely: Industrial Programming, Industrial Financing and investment promotion, Export-oriented industries, Industrial surveys and studies. The planned outputs fall into two categories of activities:

- Ongoing activities, both operational and other (such as supporting activities, the volume of which will depend on the expected expansion of the operational activities), promotional activities, and the publication periodically of the Industrial Development Survey;
- Research activities, to be carried out in accordance with the recommendations of the Group of High-Level Experts on a Long-Range Strategy for UNIDO as well as in response to General Assembly resolution 3202 (S-VI) on the programme of action on the establishment of a new international economic order.

(i) Ongoing activities

Operational activities to be carried out under this category are expected to increase as follows:

	<u>Delivery</u> <u>1973</u>	<u>Estimated</u> <u>delivery</u> <u>1974-1975</u>	<u>Estimated</u> <u>delivery</u> <u>1976-1977</u>
<u>Millions of US dollars</u>			
Industrial programming	2.7	6.1	7.4
Industrial financing and investment promotion	0.6	1.1	1.4
Promotion of export-oriented industries	0.3	0.6	0.8
Industrial surveys and studies	<u>0.4</u>	<u>0.8</u>	<u>0.9</u>
Total	<u>4.0</u>	<u>8.6</u>	<u>10.5</u>

With technical assistance delivery, the dominant item of expenditure continues to be compensation for experts. So far, the supporting activities carried out have closely followed the requirements of the technical assistance delivery, and this situation is expected to continue in the future. The workload created by supporting activities is not fully proportional to the amount of technical assistance delivered since the reference material accumulated and studies and reports prepared are often applicable to more than one technical assistance project. Nevertheless, owing to the increase in types and number of projects, there is a significant growth in the requirements for supporting activities and therefore a certain expansion for these items is inevitable.

The industrial financing and investment promotion component assists in the establishment of industrial development financing and investment promotion institutions and in the identification of industrial investment opportunities and the promotion of their financing. The component that deals with the promotion of export-oriented industries provides assistance in standardization, quality control, product design, packaging etc. This assistance takes the form of: machinery designed to facilitate international subcontracting; advice on export incentive legislation and the establishment of free zones; and assistance and advice with regard to product adaptation for export markets.

During the Medium-Term Plan period the publication of four issues of the Industrial Development Survey is foreseen.

(ii) Research activities

The report of the Ad Hoc Committee on Long-Range Strategy for UNIDO accorded policies and programming the same priority as operational activities. The Ad Hoc Committee also suggested that "UNIDO should reshape and improve its study programme". Such a programme would comprise:

- At the country level, the study of objectives, over-all socio-economic conditions and available resources and, in particular, the analysis of industrial activities; the continuing analysis of the experience of countries at different stages of development and of countries with different social and economic systems in carrying out industrialization. This would call for the establishment in UNIDO of a system for the exchange of data connected with such experience.
- At the regional level, the study of existing schemes and possible models for economic and industrial co-operation at the subregional and regional levels and the formulation of proposals for intercountry industrial co-operation.
- At the sectoral level, the preparation of combined engineering and economic studies of selected industrial sectors, particularly the agro-based industries, specific metallurgical industries, and certain electro-technical or engineering industries.
- At the global level, the study of the impact of world economic and social trends on the industrialization of the developing countries, and of the

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interrelationship of development trends in developing countries with those of the developed countries within the framework of the Industrial Development Survey.

Helping to set up new industrial capacities in developing countries entails:

- The collection of information on industrialization trends in various parts of the world and in individual countries, including information on factors determining the location of industries;
- The preparation of: studies designed to identify opportunities for shifts of industrial activity in specific branches from industrialized to developing countries and to identify obstacles to the establishment of particular industries in developing countries; studies of the world-wide distribution of particular branches of industry.
- The servicing of a system of consultations at both government and enterprise levels. As action with regard to a new division of labour in industry will have to relate to international co-operation, a system of international consultations will have to be established through which it will be possible for the representatives of Government and industry from developed and developing countries to consult, discuss, negotiate and come to agreements. Such a system of consultations would require servicing by UNIDO of a certain number of additional meetings, both substantively and organizationally.

A more detailed listing of selected outputs follows:

(i) Industrial programming

Analyses and comparisons of industrial plans with the aim of finding industrial planning coefficients for use in industrial planning; inventories of industrial policies and their impact on industrial development; methodological reports on the selection of priority industries, on multilevel planning, on industrial branch planning, on industrial location and regional development planning and on the decision-making processes in industrial development.

In connexion with industrial project preparation and evaluation: broadening the circulation of the Guidelines for project evaluation; manuals on the problems of production costs as obstacles in industrial development; detailed analyses of cost structures of industrial enterprises working under various conditions as a starting point for the estimation of technical coefficients needed for project planning.

Material on the successes and failures of industrial co-operation elsewhere; operational "Guidelines" on regional planning, on multinational project evaluation, and on the measurement of net benefit flows resulting from regional industrial co-operation.

Analyses and evaluations of performance of development strategies, plans and policies; experience in the application of strategies, plans and policies at the national level, under various conditions; studies on the regional co-ordination of strategies and plans for industrialization to help co-operating countries to avoid duplication of development efforts; at the sectoral level, studies on particular industrial branches, with a view to determining: how shifts in location of industrial capacity from developed to developing countries can be accelerated, the direction and nature of these shifts, and of the policies and strategies required to bring them about, and the locational factors that have led to the existing production pattern and the ways in which these factors can be influenced.

(ii) Investment promotion

Investment codes will be prepared and officials will be trained in the techniques of investment promotion. Follow-up and promotion of specific industrial projects will be provided by creating occasions for business contacts between project proponents and potential investors.

(iii) Industrial surveys and studies

Studies will be made at the country and sectoral levels to supplement the more general analysis contained in the Industrial Development Survey and to help solve problems of capacity underutilization. Apart from the collection of industrial statistics, partly obtained from the Statistical Office of the United Nations and the regional economic commissions, projections will be made at the country, regional, and world levels, as well as at sectoral and commodity levels, in order to shed light on prospects for sectoral development during the Second United Nations Development Decade.

Country survey missions and short-term advisory missions will be organized four to six times a year during the Medium-Term Plan period. Such missions are designed to help developing countries in assessing their industrial structure, past performance, growth potential, and future economic requirements; they also serve as a basis for planning activities. In connexion with the country surveys, developing countries will be provided with a manual on industrial survey methods which would set forth the basic principles and techniques of industrial surveys, and summaries of mission reports, which would cover background information, the main findings of the surveys and the identification of areas of investment potential.

(d) UNIDO/IBRD Co-operative Programme

The table below, which is based on projections made from past activities, gives an indication of current output and that planned for the immediate future.

With regard to industrial sector studies, the programme's current activities include the carrying out of missions in the following countries: Algeria (fertilizers), the Republic of Korea, and Thailand.

Some of the completed sector missions in which the programme has participated (in Ghana, Senegal and the Ivory Coast) will be followed up by project identification and preparation missions in which UNIDO may play a major role.

Millions of dollars			
Country	Project	Total invest- ment value	World Bank/IDA loan/credit
Democratic Yemen	Industrial estate	4.7	2.3
Yugoslavia	Tractor factory	80.0	19.0
Nigeria	Small-scale industry	140.0	20.0
Egypt	Industrial import credit	-	70.0
Egypt	Cement plant	70.0 <u>a/</u>	20.0 <u>a/</u>
Algeria	Cement plant	60.0 <u>a/</u>	20.0 <u>a/</u>
Colombia	Development finance company		6.0 <u>a/</u>
Turkey	Agro-industry		
Morocco	Cement plant		
Algeria	Development bank		40.0
Brazil	Development banks and small-scale industry		

a/ Final figure not yet determined.

In specific terms, it is projected that the output of the programme will be at least 20 investment projects and industrial branch loans and eight sector studies and identification missions per biennium, in addition to supporting activities. In financial terms, this means that the programme will be assisting in the channelling of about \$500 million in foreign exchange to industrial enterprises in the developing countries.

B. Regional

(a) Economic Commission for Africa

Outputs planned for the period are spelled out in the table below:

Subject-matter	Number of workshops to be held (and duration)	Number of reports, studies and research papers to be published	Number of newsletters, circulars, and bulletins to be released
Plans, policies, programmes	-	20	40
Investment promotion	1 (5 days)	25	10
Project development	-	113	9
Small-scale industries	1 (5 days)	11	11
Industrial technology	24 (2 weeks)	15	3

The participants of the workshops on industrial technology are expected to become primary agents in the dissemination of new techniques and in the formulation of policies for the development of skills and technologies. These workshops are organized in co-operation with UNIDO, IBRD, ADB and IDEP. Project development deals with feasibility studies; studies under "Plans, policies, and programmes" will evaluate selected multinational industries in Africa.

(b) Economic Commission for Europe

(i) In the field of engineering industries:

- Publication of special studies and recommendations particularly on trade in engineering products, on industrial co-operation agreements in the engineering sector, and on technical problems whose solution is important for the future development of the engineering industries;
- Publication annually of the Bulletin of Statistics on World Trade in Engineering Products;
- Publication of national data about the sector;
- Ad hoc meetings and seminars.

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The Commission, after considering at its annual session the progress made in work on this programme component, is expected to examine (as it has in the past) ways and means of carrying out the relevant work proposed for the future. This examination is likely to continue to include - on the basis of proposals made by some ECE Governments - discussions on the desirability of establishing a permanent machinery for work in the engineering field either in the form of a Committee or a continuing Working Party rather than in the form of ad hoc Meetings of Experts as in the past.

(ii) In the steel industry area:

- Reports of the annual session of the Committee and of about six meetings of its subsidiary bodies annually;
- Study on Steel Production and Steel Market (in September of each year);
- Studies on Long-term Prospects of the Steel Industry, on the Changing Pattern of Energy Use in the Iron and Steel Industry, and on Structural Changes in the Steel Industry (all of which are to be completed in 1976);
- Preparation and publication in 1978 or 1979 of two other studies annually on subjects of techno-economic importance selected by the Committee, for example the following: effects of location and scale of plant on the economies of steel production, automation in steel industry, direct blowing methods, direct iron reduction methods, continuous casting, production of high purity steels, etc.

(iii) In the area of chemical industry:

- Reports of the sessions of the Committee and of its subsidiary bodies (about six every year);
- Preparation and publication of the annual review of the chemical industry at the end of each year;
- Preparation and publication of the third periodic survey of the chemical industry in 1977;
- Preparation and publication of a study on technical progress in the chemical industry (1977) and on the availability of raw materials (1977);
- Studies on subjects of techno-economic importance and/or problems of supply of basic materials; two to be prepared and published by 1978 or 1979.

(iv) In the field of automation:

- The Reports of the Working Party on its fourth and fifth sessions to be held in 1976 and 1978 respectively;

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- A report and recommendations to Governments on a framework for statistics on automation (1977);
- Special studies on the prospective medium- and long-term impact of automation on the economy as a whole and on individual industrial branches, on the procedures for the exchange of information on computer-aided manufacturing, on integrated automated production systems in engineering (through a seminar to be held in 1976), on the use of automation in the developing countries of the ECE region, and on the establishment of a bulletin of statistics on automation.

The Working Party considers on a case-by-case basis alternative means of achieving the objectives sought - in particular whether through studies prepared by rapporteurs or the secretariat or through expert meetings or seminars.

(c) Economic Commission for Latin America

Outputs planned for the period are indicated below:

(i) Periodical publications

- Annual Economic Survey;
- Biennial Review of industrial development plans and policies (1977 and 1978);

(ii) Special studies

- Industrial policies - 4 studies;
- Industrial integration - 5 studies;
- Export of manufactures - 2 studies;
- Technology - 2 studies;
- Complementarity in various sectors - 10 studies;
- Small-scale industries - 1 study;
- Agro-industries - several studies.

(iii) Meetings

- Latin American Conference on industrialization (1979);
- Seminar on industrial integration (1978);
- Two meetings of the Expert Group on Science and Technology (1976 and 1978).

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(d) Economic Commission for Western Asia

Research will be conducted into pertinent data on industrialization programmes, investment plans, and project proposals, and a functional report produced. The report will be utilized in consultation with a meeting of government planners and experts. Formal agreements or informal arrangements should be reached in the consultations and meeting and the required plan co-ordination, as well as the formulation of regional and multinational projects, achieved.

Two surveys are planned: one in the engineering industries and the other in petrochemicals. Reports on these surveys will be prepared for discussion at a technical meeting which would bring together national experts and planners, international consultants, and representatives of regional industrial and investment organizations. The findings and recommendations of the meeting will be the subject of a report to be circulated to all Governments and organizations concerned.

Seminars and in-plant training programmes will be organized in co-operation with UNIDO, other United Nations institutes, and industrial plants in the region, on matters such as project formulation and evaluation, and industrial administration and management.

It is planned to hold two training seminars in project formulation, preparation, and investment, with participants from five countries of the region.

The inquiry into the administrative and managerial problems of the industrial sector, with special emphasis on the lesser developed countries of the region, will be carried out through a field survey whose findings will include recommendations of specific measures to alleviate these problems.

Short-term advisory services on industrial plan formulation, pre-investment studies and project formulation and evaluation will be made available at the request of Governments on an ad hoc basis.

(e) Economic and Social Commission for Asia and the Pacific

Reports and studies of survey missions would be made available to Governments and intergovernmental meetings will be held in order to implement the proposals contained therein. The studies and intergovernmental meetings will be undertaken on a continuing basis and implementation action would be taken as decided at those meetings.

Studies have already commenced on several industries for integrated industrial development. Studies are also under way in regard to development of exports during the plan period. A task force and an advisory group will be organized to implement both proposals.

Other outputs are mainly in the form of expert group meetings which will deal with formulation of policies and strategies and identification of development possibilities, with special reference to integrated rural industries.

Alternative actions to achieve the objectives have been considered and it has been decided that specific formulation of projects through studies and expert group meetings and advisory services for on-the-spot development of such activities are the most acceptable.

Legislative authority

A. UNIDO

General Assembly resolutions 2152 (XXI), 2626 (XXV), 2823 (XXVI), 2953 (XXVII) and 2974 (XXVII), 3087 (XXVIII), 3201 and 3202 (S-VI).

ECOSOC resolutions 1836 (LVI), 1902 (LVIII) and 1030 (XXXVII).

IDB resolutions 45 (II), 14 and 17 (III), 27 (V), 36-39 (VII), 42 (VIII), and decision III (VII).

B. Regional economic commissions

(a) ECA

Commission's resolution 218 (X) - decisions by Conferences of African Ministers of Industry: resolution 246 (XVIII) Addis Ababa-1971, Cairo 1973.

(b) ECE

Long-term programme of work for 1975-1979 adopted by the Commission in 1974, decision H (XXIX) of the Commission. Terms of reference of the committees and working groups concerned.

(c) ECLA

Commission resolutions 289, 290 (XIII).

(d) ECWA

Decisions by first and second sessions of the Commission, ECOSOC resolution 1818 (LV), Third Conference of Industrial Development for Arab States.

(e) ESCAP

Second Asian Conference on Industrialization 1970, thirtieth session of the Commission 1974.

18. INFORMATION

The organization of the programme

(a) Policy-making organs

The principal policy-making organ for United Nations information activities is the General Assembly. Further information mandates emanate from the Economic and Social Council, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the Special Committee against Apartheid, the Commission on Human Rights and other bodies. The Consultative Panel on Public Information established under the terms of General Assembly resolutions 1405 (XIV) and 2897 (XXVI) advises the Secretary-General on United Nations information policies and activities.

(b) Secretariat

The three principal organizational units responsible for the dissemination of public information on the United Nations are the Office of Public Information (OPI) in New York, the 47 United Nations Information Centres in cities on all continents, and the Information Service at Geneva, which serves as the information centre for Bulgaria, the German Democratic Republic, the Federal Republic of Germany, the Holy See, Hungary, Poland, Portugal, Spain and Switzerland. There are also information units in UNCTAD, UNIDO, UNEP, and the regional commissions. The specialized agencies have their own information units.

OPI is organized into four substantive units: the Press and Publications Division, the Radio and Visual Services Division, the External Relations Division, and the Centre for Economic and Social Information.

Information materials produced by the Office of Public Information include publications, press releases, radio and television programmes, films, photographs and exhibits. These materials are supplemented by briefings, press conferences, editors' roundtables, "encounters", symposia, speaking engagements, intern programmes, and guided tours. The Office primarily assists, and relies upon the co-operation of, the established governmental and non-governmental agencies of information.

(c) Co-ordination

Greater emphasis will be placed on increasing co-operation between the Office of Public Information and the information services of other members of the United Nations system. The machinery for this exists in the Joint United Nations Information Committee (JUNIC), a subsidiary organ of the Administrative Committee on Co-ordination (ACC). JUNIC represents the merger of two subsidiary committees of the ACC - the Consultative Committee on Public Information and the CESI Programme Committee.

The Joint United Nations Information Committee, which aims towards the development of a "common United Nations public information system", provides general policy guidance and co-ordination in public information matters throughout the United Nations family and agencies, and co-plans public information operations. The Office of Public Information provides the Committee with a small secretariat which keeps the various information services regularly informed about each other's work, with the object of avoiding duplication and encouraging co-ordination on specific ongoing projects.

Effective co-ordination in economic and social matters already exists in the CESI Interdepartmental Committee which consists of a representative of the Office for Interagency Affairs and Co-ordination, the Under-Secretary General for Economic and Social Affairs and representatives of the related agencies of the United Nations family.

A good example of this co-operation and co-ordination is the CESI publication Development Forum, which regularly contains supplements dealing with the work of various agencies in the field of economic and social information. Another example of an ad hoc co-ordination arrangement was the Working Group on Information and Public Relations for the 1974 World Food Conference. Notwithstanding traditional jurisdictional attitudes, the Group repeatedly shared responsibility for Conference publicity and executed an integrated information programme for the Conference.

Co-operative relationships in public information activities will also be strengthened with other Departments of the Secretariat with the object of achieving comprehensive and effective results in the information field on substantive matters. The beginnings of such a close relationship have already been established through the participation of representatives of other departments in the various thematic task forces of the OPI.

Increased co-operation and co-ordination will also be sought between the Office of Public Information and the Regional Economic Commissions. For this purpose the regional Information Centre Directors meetings will be held, whenever possible, at the seat of the regional commission concerned, with participation of senior officials of the Commission. The first such regional meeting was held at the headquarters of the Economic Commission for Africa (ECA) at Addis Ababa in 1974. The same practice will be followed with regard to the regional Editors Roundtables, and regional NGO Conferences organized by the OPI. Representatives of the agencies and organizations concerned are also invited to attend these meetings.

As a further initiative in strengthening co-operation and co-ordination among Members of the United Nations family, consideration will be given to introducing regular meetings of senior officials of the OPI with the heads of the New York liaison offices of the agencies in the United Nations system, as well as through information offices.

(d) The Programme in the base period

Table 1

The Information Programme in the base period, 1974/1975

Organizational unit or category	RB		XB		Total	
	\$'000	%	\$'000	\$'000	%	
A. <u>Direct costs</u>						
1. Policy-making organs						
2. Programmes						
OPI						
B. <u>Apportioned costs</u> <u>(Common services)</u>						
3. Administration and Management						
4. Conference Services and Library						
Total (A + B)						

C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of</u> <u>operational programmes)</u>					
Total (C + D)					

(e) Programme growth 1976-1979

Table 2

The Information Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
OPI				

The problems addressed

- (a) There is inadequate coverage of United Nations activities in the world's mass media.
- (b) There is a need to make greater use of modern techniques of mass information to secure greater exposure for the United Nations in the media, particularly in the developed countries.
- (c) There is a great variation in sophistication of the target audiences.
- (d) The promotion of broad and complex themes such as the International Development Strategy poses special problems.
- (e) There is a need to counter biased reporting in some areas.
- (f) Interagency co-ordination and consultation on public information requires strengthening.

Medium-term objectives

- (a) To use a multi-media thematic approach to focus on major themes to which the United Nations is committed, such as international peace and security, disarmament, economic and social development, decolonization, eradication of racial discrimination, human rights, equal rights for women, emergency relief, and others;
- (b) To make increased use of modern techniques of mass information;
- (c) To strengthen the Information Centres;
- (d) To establish personal contacts with media representatives at the editorial level to obtain more extensive and factual reporting on United Nations activities;
- (e) To increase co-ordination with other agencies in the United Nations system and with the regional Economic Commissions;
- (f) To participate at a sufficiently early stage in the elaboration of work programmes of new activities of the Organization to promote the incorporation of meaningful information components;
- (g) To assess the size and composition of OPI's audience, and the acceptance and impact of its output, particularly in the Radio and Visual field.

Medium-term output

(a) Press and publications

The principal output of the Press and Publications Division is directed to the reading public. For its service to the press the Division issues in English press releases and background notes and feature articles covering meetings of all organs

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at Headquarters and special conferences and meetings convened overseas. It organizes and conducts press conferences and briefings and maintains liaison with journalists accredited to the Organization. The Division also prepares, for the French language press, daily bulletins, weekly reviews, and feature articles, in French. XX

No significant expansion in the output of the Press Services is contemplated during the plan period, except for the expansion of the United Nations Feature Service. However, the Press Services will continue to concentrate on the improvement of the quality of its output and the expansion of the range of subjects treated.

As regards the United Nations Feature Service, which was established on an experimental basis in 1974, it is proposed to expand this service during the plan period to meet the demonstrated needs of periodicals. During the experimental period, feature articles were prepared for placement in French language periodicals and resulted in some income for the Organization. More importantly, placement provided an outlet for in-depth stories on a particular aspect of the work of the United Nations in major French periodicals. The Service will continue with the placement of stories in French periodicals and will also expand this treatment to English language periodicals and eventually to Spanish language periodicals.

The Publications Service will try to achieve a wider distribution of its output by an increase both in quantity and in the number of language versions of basic pamphlets, leaflets and booklets on the activities of the Organization. Increased production in Arabic, Chinese, German, Japanese and Russian is contemplated.

Major publications of the Division include: Yearbook of the United Nations, UN Monthly Chronicle, which will undergo changes in format and content, Objective: Justice - a quarterly magazine, and The United Nations and Southern Africa, a monthly leaflet.

(b) Radio and Visual Services

At the end of the present decade it is estimated that the world radio audience will number 2,000 million and that there will be in existence nearly 500 million television receivers. As never before the population of the entire world will be accessible to communication and it is clearly in the interests of the United Nations family that some reasonable proportion of that communication be devoted to the main issues with which the United Nations is concerned.

Over the years the Division has aimed at maximum distribution of its programmes. In the area of visual production it has also been required to levy a charge on its productions and has frequently been urged to increase its income from such sales. It is now clear from the experience of trying to reconcile these two aims that the process has not contributed to the wide distribution of materials in the developing world. National information services striving to capture foreign audiences have long ago abandoned any attempt to secure income from sales of their

films and television programmes; they direct their efforts solely to the task of attracting an audience. During the 1976-1979 period the United Nations will liberalize the conditions by which its films and television programmes are made available in the third world.

In Radio Services the principal emphasis will be on greater flexibility of format to bring the output more closely in tune with present-day broadcasting practices.

In Visual Services it is hoped to greatly diversify film production while keeping the general volume of activity at about its present level. The emphasis will now be on regionalization, wider language range, and free distribution for the third world. The service will make greater use of short-term contracts for the employment of specialists.

The trend in still photographs and exhibits is strongly towards pictures in colour, and the Section seeks to build up its colour coverage and archives. Some display materials will be upgraded from black and white to colour. It has been suggested that if the still photo libraries of the United Nations and the specialized agencies were unified by means of computer indexing, it would make any item quickly available to potential users. A similar suggestion has been made concerning the film footage archives which contain millions of feet of material, much of it historically important. The feasibility of these suggestions will be studied; if feasible they will be implemented if the budget permits.

(c) External Relations Division

The Division complements the work of the other OPI Divisions by extending their output in appropriate form to interested parties in the member States. It supports and co-ordinates the work of a world-wide system of information centres. The Division also services some 300 NGOs represented at Headquarters, and provides to the general public services such as guided tours, lectures, and briefings for groups and organizations. It conducts fellowships and student intern programmes and co-ordinates international observance of such occasions as United Nations Day.

As a priority undertaking over the plan period, the OPI will place greatest emphasis on increasing the effectiveness and operational capacity of the network of information centres. For this purpose, the OPI will:

- ensure the appointment of individuals of the highest professional calibre to serve as directors of information centres;
- resume periodic meetings of centre directors for discussions with senior OPI officials on programme planning and co-ordination and exchange of professional experience;
- enhance and strengthen the position of the information assistant;
- strengthen the Headquarters services responsible for supervision, guidance on policy and procedure, and flow of substantive information material to the centres.

In addition, the Division plans to hold regular regional NGO conferences. These have already been conducted successfully in Africa and Latin America, with a third one scheduled for Asia and the Pacific in 1975. During the plan period, the Division will continue to intensify NGO-oriented activities for the purpose of tapping the potential represented by the NGOs in disseminating information about the United Nations and in building support for the Organization.

(d) Centre for Economic and Social Information

The Centre serves as a focal point for the organizations of the United Nations family with respect to their information programmes on economic and social development. During the plan period emphasis will be placed upon strengthening co-operation between the United Nations and the specialized agencies in mobilizing public opinion in support of the International Development Strategy.

The Centre conducts meetings and workshops for national development information officers and offices of the United Nations family and editors and experts. It will continue its production of booklets and brochures, connecting such material more directly with issues and events; expand the publication Development Forum, a monthly newspaper devoted to issues of development, through the use of a greater number of supplements; and continue Facts, a series of sheets which attempt to give all relevant facts about a single United Nations activity or issue in concise and factual form. Facts is produced in co-operation with UNDP, UNICEF, UNCTAD, and others.

Legislative authority

General Assembly resolutions 13 (I), 595 (VI), 1405 (XIV), 2897 (XXVI); Economic and Social Council resolution 1806 (LV).

19. INTERNATIONAL NARCOTICS CONTROL

The organization of the programme

(a) The main international basis for action is the 1961 Single Convention on Narcotic Drugs, which replaces between parties a number of earlier treaties extending back to 1912, and to which, at present 99 States are party. Nineteen States have accepted a 1971 Convention on Psychotropic Substances and 33 States have ratified or acceded to the 1972 Protocol amending the 1961 Single Convention. The 1972 Protocol is expected to come into force shortly and will establish an even firmer universal system for drug abuse control. The development of these treaties has progressively covered the natural narcotics (opium, coca and cannabis), synthetic narcotics and, most recently, a move to cover psychotropic substances (the amphetamine stimulants, the depressant barbiturates and the LSD-type hallucinogens) has been begun.

The United Nations has responsibility for ensuring that these treaties are implemented. The principal drug control organs are the Commission on Narcotic Drugs and the International Narcotics Control Board. The Commission, which has been assigned specific functions under the 1961 Convention, works through its secretariat, the Division of Narcotic Drugs, which exercises the Secretary-General's functions under the Convention. The Board, which is served by its own secretariat, has a supervisory role in the implementation of the treaties.

International recognition of the need for urgent action to combat the drug abuse problem led to General Assembly resolution 2719 (XXV) of December 1970 by which the United Nations Fund for Drug Abuse Control was created. Supported by voluntary contributions, it finances operations against drug abuse. Over \$13 million has been contributed and a world plan of operations is being implemented.

The United Nations Narcotics Laboratory performs a key function in initiating relevant research, co-ordinating work by scientists from a number of countries, disseminating scientific knowledge and techniques and training scientists from numerous affected countries.

The Division and the secretariat of the Board collaborate with all the organs of the United Nations dealing with drugs, and with the specialized agencies in matters of mutual concern.

(b) The Programme in the base period

Table 1

The International Narcotics Control Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) Division of Narcotic Drugs					
(b) Secretariat of the Board					
Subtotal, Programmes					
B. <u>Apportioned costs:</u> <u>(Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes:</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(c) Programme growth 1976-1979

Table 2

The International Narcotics Control Programme: medium-term real growth, 1976-1979

Organizational unit conducting programmes on:	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) Division of Narcotic Drugs				
(b) Secretariat of the Board				
Total		100%		

The problems addressed.

The problems associated with drug abuse are increasing and are being felt by more Governments in most parts of the world. Because these problems transcend national boundaries, they can only be countered by co-ordinated international action. In light of the lack of adequate resources in many countries to combat these activities, external assistance is often required. Lack of such control in one area inevitably affects adversely the rest of the world community.

Patterns of illicit drug production, trafficking and abuse change rapidly. Some of the more notable recent developments have been the increase in heroin addiction in those areas of the world where opium was the drug of choice and the greater prevalence of multiple drug abuse, which is often combined with alcohol. Governments, through adherence to the drug control treaties, acknowledge that active world-wide co-operation among member States is necessary. Equally important are the efforts aimed at increasing knowledge about the complex issues raised by drug misuse in order to develop effective bases of action. It is almost always necessary to move on a multidisciplinary front.

It is in a sense paradoxical that the very drugs which cause the greatest problems when misused are those that are most needed for legitimate medical and scientific purposes throughout the world. Therefore, in addition to the problems posed by the illicit traffic, the licit trade in these substances must also be monitored to prevent diversion into illicit channels. Likewise, adequate availability of these drugs must be ensured. Through the implementation of treaty provisions, leakages from the licit trade in manufactured narcotic drugs have largely been eliminated. The licit production of raw opium is also well controlled. However, the uncontrolled and illicit production of opium, coca leaves and cannabis persists and extensive illicit trafficking and abuse of these substances and their derivatives continues. International control of psychotropic substances as embodied in the 1971 Convention has just been initiated and there is still uncontrolled manufacture, trafficking and abuse of these substances.

Control of the cultivation of plants producing narcotic raw materials requires elaborate and sometimes costly agricultural policies and concurrent social and economic development of poor communities in areas which are often remote. It frequently requires costly services for the treatment and rehabilitation of drug addicts and the expansion of relevant preventive education and information services. Above all, it requires the strengthening of national law enforcement agencies and international co-operation against illicit traffic.

Medium-term Objectives:

(a) Division of Narcotic Drugs

(i) Implementation of Treaties:

To carry out functions given to the Secretary-General by international treaties in the field of drug abuse control, to serve

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as permanent secretariat the Commission on Narcotic Drugs of the Economic and Social Council, and to assist Governments in the implementation of the international drug control treaties at the national level.

(ii) Projects:

To provide Governments with technical means to enable them to bring drug abuse under progressively effective control.

(iii) Scientific and Technical Activities:

To carry out and co-ordinate scientific research on narcotic and psychotropic substances; to provide information of a scientific and technical nature to United Nations bodies, collaborating scientists and others; to fulfil technical functions in connexion with the treaties; to initiate and carry out research programmes with the financial assistance of UNFDAC, in accordance with the recommendations of the Commission on Narcotic Drugs as approved by the ECOSOC.

(b) Narcotics Control Board Secretariat:

- (i) To establish the narcotic drug requirements for each country and territory through the examination and confirmation of drug estimates submitted annually by Governments, and so determine the quantitative limits within which Governments may produce, manufacture, import, consume, utilize or stock narcotic drugs.
- (ii) To monitor the international trade in narcotic drugs through the examination of quarterly trade reports submitted by Governments to the Board.
- (iii) To assess the availability of narcotic drugs for medical and scientific purposes by analysing the information received under (i) and (ii) above and to make appropriate recommendations.
- (iv) To establish a statistical reporting system on the manufacture and international trade of psychotropic substances.
- (v) To counter illicit drug activities by requesting Governments, through correspondence and consultations, to adopt remedial measures; by undertaking studies and field missions to review the situation; by conducting training seminars; by recommending technical and/or financial assistance; and, when these efforts fail, by recommending that Parties drop the import of drugs, the export of drugs, or both, from or to the country or territory concerned.

Medium-term outputs:

(a) Division of Narcotic Drugs

Most of the medium-term outputs are indicated in the statement of objectives. The division compiles periodic reports on the global drug control situation, assists in the preparation, and carries out, resolutions, decisions and /...

recommendations of the Commission on Narcotic Drugs and the ECOSOC, analyses annual reports of Governments and the texts of national laws and regulations, and so on. Information is disseminated through the UN Quarterly Bulletin on Narcotic Drugs, and through a monthly Information Letter.

In technical assistance over 60 projects are being implemented including crop replacement in Lebanon, and a comprehensive country programme in Thailand. Similar operations are envisaged in Afghanistan, Burma, Laos, Nepal and Pakistan. A limited project in the law enforcement field is under way in Afghanistan.

The Division also initiates research, co-ordinates work done in the field of scientists in a number of countries, helps develop scientific knowledge and techniques in those countries which are in need of such help, and trains fellows from such countries.

(b) The Narcotics Control Board

All the activities of the Board in fulfilment of its treaty assigned functions are of a continuing nature. The Board's secretariat, which acts on its behalf between sessions, requests, records, and analysis the annual estimates and statistics on narcotic drugs, quarterly statistics on the international trade of narcotic drugs, and annual statistics relating to psychotropic substances submitted by Governments. The secretariat also surveys the implementation of existing drug control treaties in all countries and territories through continuous correspondence and consultations with Governments, the undertaking of studies and field missions, and the examination of reports received from United Nations organs and other intergovernmental organizations. On the basis of the information presented to the Board by its secretariat, its members confirm the drug requirements of all countries and territories, decide on appropriate action when countries do not fully apply the provisions of existing treaties, evaluate the remedial measures which Governments may be required to take and report to ECOSOC and Parties on its work together with such recommendations and comments it sees fit.

The performance of responsibilities relating to the provisional implementation of the 1971 Convention, will require much high-level negotiation with officials of ambassadorial rank and above. In 1976/1977, additional collecting, recording and analysing estimates relating to poppy cultivation, quantities of opium produced, the number of industrial manufacturers of synthetic drugs and the quantity of such drugs to be manufactured, as well as the statistics on opium poppy cultivation, will be required.

By 1978/1979 the 1971 Convention on Psychotropic Substances will be in force. Most of the activities discharged under the narcotics treaties will also be required for psychotropic drugs, which are more widely manufactured and used than narcotics. Some of the tasks mandated by the Convention are the compilation and analysis of statistical returns, the monitoring of licit trade in these substances, the consultation with governments to prevent leakages into illicit channels, the identification of sources of diversion, the recommendation of remedial measures and the reporting of the Board's activities relating to these drugs.

Legislative authority

International conventions of 1912, 1925, 1931, 1936, and, in particular, the 1961 Single Convention on Narcotic Drugs as well as the international protocols of 1946, 1948, 1953 and the 1971 Convention on Psychotropic Substances and the 1972 Protocol amending the 1961 Single Convention on Narcotic Drugs. The two latter international instruments have still to enter into force. Economic and Social Council resolution 9 (I) established the Commission on Narcotic Drugs and defined its terms of reference; various resolutions, decisions and recommendations by the Commission on Narcotic Drugs, the Economic and Social Council and the General Assembly.

20. INTERNATIONAL PROTECTION OF AND ASSISTANCE TO REFUGEES

The organization of the programme

(a) Policy-making organs

In the field of protection of and assistance to refugees, the policy-making organ is the Executive Committee of the High Commissioner's Programme, which was established under General Assembly resolution 319 (IV); it comprises 31 members and meets regularly once a year in October in Geneva. Special sessions may be convened when the need is felt. Approval of the programme and budget financed from the extra-budgetary resources of the UNHCR is vested in the Executive Committee, which also considers the programme financed from regular budget before it is submitted to the General Assembly for approval.

(b) Secretariat

The UNHCR secretariat under the direction of the High Commissioner comprises four substantive units dealing with Protection, Assistance, Regular field programme and Special operations, and two support-services, Administrative management, and External relations, information and fund raising. In the field, 36 Field Officers and 9 correspondents represent the High Commissioner.

(c) Co-ordination

The Office of the United Nations High Commissioner for Refugees is the only organizational unit within the regular budget of the United Nations dealing both with the international protection of refugees and material assistance to them. In view of the wide range of questions connected with its activities, UNHCR frequently consults with various departments of the United Nations Secretariat, as well as with other agencies. As regards material assistance, UNHCR co-operates closely with various specialized agencies and organs (UNDP, ILO, WHO, UNESCO, UNICEF, FAO, WFP, IBRD, etc.), particularly in the preparation of projects. When UNHCR is called upon to participate in, or to co-ordinate a global action of the United Nations system in connexion with a special humanitarian problem (e.g. United Nations humanitarian assistance in Cyprus) reliance on the other members of the United Nations system is obviously even greater.

(d) Special budgetary circumstance

UNHCR is essentially a problem-solving body and there are no means to foresee with any accuracy the problems it will be handling in three or four years' time. For this reason, the General Assembly decided in 1973 that the Regular Budget of UNHCR would remain constant (in real terms) for the period 1974-1977, the necessary but unpredictable fluctuations in the level of actual financial requirements being met each year from extra-budgetary funds. At the time of writing, despite a variety of situations that have required the attention of the Office, in the view of the High Commissioner no increase in the volume of his regular budget in real terms is required at this stage. Unless new

developments occur before the 1978-79 programme budget is prepared, the High Commissioner proposes therefore to maintain his regular budget resources throughout the period 1976-79 at the same level as for 1974-75, providing only for those cost increases which result from inflation. Any additional requirements arising from new or modified refugee situations would continue to be covered from extra-budgetary resources.

(e) The Programme in the base period

Table 1

The Protection of and Assistance to Refugees Programme
in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
UNHCR					
B. <u>Apportioned costs</u> (<u>Common services</u>)					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs</u> (<u>Management of operational programmes</u>)					
Total (C + D)					

(f) Programme growth 1976-1979

Table 2

The Protection of and Assistance to Refugees Programme:
medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
UNHCR				

The problems addressed

(a) General

Refugees cannot avail themselves of the protection of the country of their nationality or former habitual residence. The need was felt, and still exists, for the provision of international protection to refugees under the auspices of the United Nations. In addition, the material needs of refugees frequently exceed the possibilities of the country of asylum, and international assistance is therefore called for.

By and large, the specific refugee situations existing at the time of the establishment of UNHCR have been resolved. Although some problems are inherent in the fact of being a refugee and may well accompany the refugee throughout his life, international assistance may no longer be required. However, new refugee situations have since emerged in many parts of the world, calling for successive extensions of the term of the office of UNHCR 1/ and for an adaptation of its activities to new environments and circumstances.

In addition to refugees under the mandate of UNHCR, persons covered by the "good offices" and other relevant resolutions of the General Assembly often require similar forms of assistance, which UNHCR endeavours to provide. Lastly, situations are emerging from time to time in which groups of displaced persons find themselves in conditions similar to those encountered in refugee situations. Because of the special expertise UNHCR has acquired in this field over the years, the Office frequently provides assistance in what the General Assembly has called "essential humanitarian actions".

(b) International protection

In spite of steady progress, the human rights of refugees are still far from being universally recognized and observed. In particular:

- (i) While almost half of the Member States of the United Nations have adhered so far to the 1951 Convention and/or the 1967 Protocol on the Status of Refugees, the other half have yet to accede to these instruments, as well as to other international instruments of benefit to refugees;
- (ii) In countries which are parties to the above international instruments, national legislation and administrative regulations are frequently not in keeping with the provisions thereof;
- (iii) In countries where national legislation is satisfactory, it is not always understood and applied in practice. Refugees are often exposed to discriminatory or arbitrary measures;

1/ It should be noted in this connexion that the term of the office of UNHCR was last extended until 31 December 1970 (Official Records of the General Assembly, Twenty-eighth Session, Supplement No. 30 (A/9030)).

- (iv) The need exists for the further strengthening of international legislation affording protection to refugees.

(c) Material assistance

Since the establishment of UNHCR, new refugee situations have kept emerging throughout the world. It is generally recognized that the primary responsibility for the material welfare of refugees lies with the host country, and in many instances assistance from the international community is not required. However, this is not necessarily the case, particularly in developing countries. The main problems in this field are:

- (i) In Europe and other industrialized areas, most of the refugees of long standing - the majority dating from the post World War II period - either have been naturalized or are no longer in need of international assistance. However, some of these refugees may require further assistance (particularly when they reach old age and do not benefit from adequate social security) though on a comparatively small scale;
- (ii) To the extent that over-all economic conditions are favourable, the local settlement in Europe of newly arriving refugees does not call for major international assistance. However, when these refugees cannot settle in the country of first asylum, their resettlement through emigration to another country calls for co-ordinated international machinery and resources. New refugee problems have emerged lately in Latin America and are becoming a source of growing concern, particularly as settlement in the countries of first asylum meets with serious obstacles. The promotion of future emigration for these refugees will be a difficult task, especially in view of the present economic situation of the world.
- (iii) Refugees who leave their country of origin as a group and seek asylum in neighbouring countries often place on the latter's economy and social infrastructures a burden which they are unable to sustain without outside assistance. This is the case in particular in Africa, Asia and in other developing areas of the world. The aid required often includes, in addition to immediate relief, the preparation, financing, and implementation of projects intended to help the refugees become self-supporting in the host country. Such actions extend over periods of several years. Of the approximately 250,000 refugees in this category who are being assisted by UNHCR in 1974, some 150,000 may still require assistance for varying lengths of time between 1976 and 1979.
- (iv) Refugees who choose to repatriate voluntarily to their country of origin usually require some assistance to enable them to return home. In addition, assistance may be needed in the country of origin towards

the re-establishment of the returnees (e.g. Sudan after the Agreement of Addis Ababa in 1972). Indeed the restoration or creation of a basic infrastructure in the country of origin may be essential for the repatriation to take place.

- (v) Groups of stranded or displaced persons whom UNHCR has been called upon to help in various parts of the world raise from time to time material assistance problems similar to those of refugees. Obviously it is impossible to foresee where or in what circumstances such problems might emerge during the period 1976-79.

Medium-term objectives

(a) General

As defined in General Assembly document A/9006, the over-all objectives of the programme are to:

"Achieve an ever-widening observance of the human rights of refugees, and in particular the right of asylum and non-refoulement;

Help refugees within the competence of the Office overcome the legal, economic and social handicaps inherent in the status of refugees, and enable them finally to cease being refugees through voluntary repatriation or naturalization;

Help Governments achieve a solution to humanitarian problems within the Office's terms of reference for which its assistance has been requested;

Enable countries which cannot shoulder alone the burden of refugee problems on their territory to share it with others;

Achieve the above with the minimum of resources by enlisting maximum participation of other bodies - governmental, intergovernmental and private - in refugee work".

Some of these objectives are of a continuing nature. Furthermore, whether or not they are achieved depends to a very large extent upon factors over which UNHCR has little or no control. This makes the definition of specific objectives for 1976-1979 even more difficult in the case of UNHCR. However, the following provides a broad framework.

(b) International protection

Accession to the 1951 Convention and/or 1967 Protocol relating to the Status of Refugees as well as to other international instruments of benefit to refugees, by as many States as possible.

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Promotion and strengthening of the law and practice relating to territorial asylum.

To the extent that present legislation is inadequate, adoption by States of national legislation and/or regulations consistent with the spirit of the above instruments, and the enforcement of these measures in actual practice.

Adoption by the maximum number of States of adequate procedures for the determination of refugee status.

Adoption of legislative and administrative measures to facilitate the acquisition by refugees of the nationality of the host country.

Issuance to refugees of travel and identity documents and recognition of these documents by all States.

(c) Material assistance to refugees

- (i) As regards refugee groups or individuals who are already benefiting from material assistance in 1974, the objective is that by 1979 at the latest, they should all be self-supporting and no longer in need of international assistance.
- (ii) The above objective also applies to new refugee situations that may emerge between now and 1979. However, these situations cannot be predicted and, depending upon the nature of the problem, reaching the objective may take several years from the inception of assistance projects. It is therefore possible that in certain cases the objective may not be achieved within the period of the present plan.
- (iii) The special humanitarian operations in which UNHCR might be called upon to assist during the period 1976-1979 cannot be foreseen. The objectives of such operations are dictated, in each case, by the circumstances in which the operation is undertaken and by the terms of reference of the action UNHCR is called upon to perform.

Medium-term outputs

(a) General

Collection of information on refugee situations.

Through the official channels and through the media, information of Governments and public opinion on refugee problems and on the action called for at the international and national levels.

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(b) International protection

Supervision of the application of relevant international conventions (through the provision of legal advice, representations to authorities on individual cases, etc.).

Formulation of guidelines for extending effective international protection to refugees.

Organization of, and participation in, conferences, seminars and consultations relevant to international protection and aimed at the definition of doctrine or the training of national officials.

Research into all legal aspects of refugee problems.

(c) Material assistance

Gathering information on the economic situation of refugees and consultations with governmental authorities on requests for material assistance addressed to UNHCR.

Preparation, relying as necessary on technical advice from other members of the United Nations system, of assistance programmes and projects, and submission thereof to the ACABQ, the Executive Committee of the High Commissioner's Programme, and the General Assembly.

Raising of the necessary financial resources.

Supervising the implementation of projects and the progress of beneficiaries.

Regular reporting both within and outside of the United Nations on action taken in the field of material assistance, and the utilization of contributions raised.

Special operations involve material assistance measures of the kind usually undertaken in refugee situations and entail broadly similar activities.

Legislative authority

The Statute of UNHCR is contained in General Assembly resolution 428 (V), completed by resolution 1166 (XII), and amplified in the light of changing circumstances by several subsequent resolutions, the last of which 3271 (XXIX). In elaborating upon the terms of reference of UNHCR, the General Assembly through its resolutions has authorized the High Commissioner:

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(a) To use his "good offices" for assistance to refugees who do not otherwise come within the competence of the United Nations (resolutions 1388 (XIV), 1499 (XV) and 1673 (XVI)).

(b) To participate, at the invitation of the Secretary-General, in those humanitarian endeavours of the United Nations for which the Office has particular expertise and competence (resolutions 2790 (XXVI), 2956 and 2958 (XXVII), and 3142 (XXVIII) and 3271 (XXIX)).

21. INTERNATIONAL TRADE

The organization of the programme

(a) Policy-making organs

The policy-making organs of UNCTAD are the Conference, the Trade and Development Board which carries out the functions of the Conference when it is not in session, and the main committees of the Board and its subsidiary bodies. In ECE there is a Committee on the Development of Trade, and in ESCAP there is a Trade Committee.

(b) Secretariat

UNCTAD has the following substantive divisions: Research, Commodities, Trade Expansion and Economic Integration, Manufactures, Trade with Socialist Countries, Shipping, Insurance, Transfer of Technology, Trade Facilitation, and two substantive branches (External Financing and Development and Trade Plans and Projections) in the New York Liaison Office. There is also an ECE/UNCTAD Joint Reference Unit and an ECE/UNCTAD Joint Data Processing Unit. In ECE, apart from the Joint Reference Unit, there is a Trade and Technology Division; in ESCAP an International Trade Division; in ECLA an International Trade and Development Division and a unit on trade in the Joint ECLA/FAO Agriculture Section; in ECA a Trade, Fiscal and Monetary Affairs Division in which there is a section on Trade and an African Trade Centre. In ECWA there will be a unit on trade in the Development Planning Division.

(c) Related work and co-ordination

In the area of commodity trade there is related work done in the Natural Resources Division and the Office of Ocean Economics and Technology in ESA, and in UNIDO and UNEP. Some degree of co-operation exists. FAO, IBRD, IMF and GATT do related work, as do the intergovernmental commodity bodies or councils dealing with cocoa, coffee, olive oil, sugar, tin, wheat, cotton, rubber, and lead, and the zinc study groups. Attempts at co-ordination are made at different levels with the units or organizations mentioned. Thus, with FAO, meetings are held twice yearly to co-ordinate activities at the secretariat level.

UNCTAD secretariat members attend meetings of FAO and other bodies where matters relevant to the programme are discussed; likewise, staff members of other organizations attend UNCTAD meetings and there is exchange of documentation in draft and final form to reach agreement or avoid duplication.

In the area of trade expansion and regional integration UNCTAD co-operates with UNIDO, CDP, and UNCTAD on research and technical co-operation in connexion with regional programming as well as co-operation in the fields of trade, industry and infrastructure within integration groupings; with FAO on research, technical co-operation in agriculture; with the International Trade Centre on assistance to regional economic groupings in the promotion of intra- and extra-regional exports;

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with regional and subregional financial institutions on the identification of integration projects and in the promotion of financial co-operation; and with the Institute for Latin American Integration (INTAL) on research and training activities.

In economic research and statistical analysis on current and longer-term trade and development many of the basic economic research activities require careful co-ordination with other agencies in the United Nations systems; e.g. co-operation with the ILO in matters concerning the World Employment Programme, co-ordination with UNEP on matters concerning environment and development, co-ordination with GATT, the World Bank and the IMF in connexion with studies of the impact of trade liberalization and in connexion with projections of current economic developments. With respect to work on least developed and land-locked developing countries, General Assembly resolution 2768 (XXVI) calls on the Committee for Development Planning, in close collaboration with UNCTAD, to review the criteria for the identification of least developed countries. Work in these areas needs also to be carefully co-ordinated with the Regional Economic Commissions. Work in connexion with the transit transport problems of land-locked developing countries will also involve co-ordination with the ICAO and the Transport Division in ESA, as well as with the IBRD and the regional development banks. UNCTAD has co-operated closely with the special Sahelian Office of the United Nations in connexion with medium- and long-term rehabilitation efforts there. These types of co-ordination are expected to continue in the medium-term plan period. The statistical work will continue to require close co-operation with the United Nations Statistical Office, the Regional Economic Commissions, the statistical services of IBRD and the IMF, as well as the OECD.

In the area of transfer of technology, a close working relationship exists with UNIDO through regular intersecretariat meetings on co-ordination. Within the last two years UNCTAD has participated in two regional seminars sponsored by UNIDO. Part of the activity in the ILO under the World Employment Programme has focused on the problem of studying and devising policies for the promotion of technologies designed to reduce unemployment. The presence of both organizations in Geneva affords frequent occasions to exchange information on one another's work. The recent completion of an updating of the United Nations Secretary-General's 1964 study on the role of patents in developing countries involved UNCTAD in a very fruitful joint collaboration with the World Intellectual Property Organization (WIPO) and the United Nations Department of Economic and Social Affairs. Inter-Secretariat discussions are currently under way with the United Nations Environment Programme on UNCTAD's future work on technology and environment. A number of organizations have been dealing with the outflow of trained personnel from developing countries. UNCTAD's research on this problem, unlike that of WHO, ILO and UNESCO, has been less concerned with the magnitude and causes of the "brain-drain" than it has with the resulting income gains and losses. In order to remain informed on the activities of these organizations concerning the brain-drain, the secretariat regularly participates with them in the meetings of the Sub-Committee on Education and Training of the Administrative Committee on Co-ordination (ACC).

In the area of manufactures, periodic meetings are held between senior staff members of UNCTAD and UNIDO, with the participation of GATT and UNCTAD/GATT International Trade Centre, to deal with co-ordination of field projects financed by UNDP which have a bearing on both the production and trade of manufactures and semi-manufactures. As regards the multilateral trade negotiations, the Secretary-General of UNCTAD and the Director General of GATT were requested by Conference resolution 82 (III) to co-ordinate their activities in assisting the developing countries to prepare for, and participate in, the various stages of these negotiations. As regards restrictive business practices, practical co-ordination arrangements are envisaged notably with the proposed Centre to deal with problems relating to transnational corporations.

In the area of shipping, UNCTAD participated in an intergovernmental meeting of ESCAP to formulate the programme in shipping and ports for that Commission and also takes part in seminars organized by ESCAP. Particular close co-operation has been maintained with ECLA on matters relating to multimodal transport through the exchange of information and documentation. In the same field UNCTAD has attended meetings at the regional and subregional levels arranged by ECA and by the Organization of African Unity. UNCTAD has also contributed to the formulation of the work programme of ECA. The programme in international shipping legislation is handled in close association with that of UNCITRAL. The decision of the UNCTAD Working Group on international shipping legislation that the Hague Rules needed revision was passed to UNCITRAL for implementation, the various studies required for the UNCITRAL Working Party are prepared partly by UNCTAD and partly by UNCITRAL. In its support of technical assistance UNCTAD maintains close co-operation with IMCO and also with the regional economic commissions. It has been associated in the execution of various projects with IMCO and also with ILO.

In the area of trade with socialist countries, the regular contacts established at the secretariat level with the United Nations regional economic commissions could be strengthened through a closer co-operation in such fields of mutual interest as joint organization of training courses and information seminars for participants from developing countries, preparation of trade consultations within the framework of the Trade and Development Board, etc. As in the past, co-ordination with UNIDO will be arranged on problems of international specialization between socialist and developing countries. Efforts will be made in the future to maintain close and permanent contacts with the CMEA and its subsidiary organs.

In the area of insurance, UNCTAD is the only intergovernmental body either within the United Nations family or outside it which deals with insurance on a world-wide basis; therefore, there is no need for co-ordination with other agencies. As far as implementation of the UNCTAD policy is concerned, the services of the regional commissions are often utilized in the form of joint ventures for which the substantive responsibility remains with UNCTAD.

In the area of trade facilitation, United Nations activities in the field of facilitation of trade procedures and documentation began in 1961 with the creation of the ECE Working Party on Simplification of External Trade Documents. At present the United Nations activities can be accounted for as follows:

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- (i) the work originated within ECE and carried out by the (now) ECE Working Party on Facilitation of International Trade Procedures and its subsidiary body;
- (ii) the extension of this work to other areas of the world through the other regional economic commissions;
- (iii) work on trade facilitation matters within the secretariat of UNCTAD;
- (iv) work on facilitation matters in other United Nations agencies, such as ICAO and IMCO;
- (v) technical assistance to developing countries.

A number of international organizations are also active in this field, such as ITC, GATT, IMCO, ICAO, CCC, ISO, IATA and ICC. One of the justifications for establishing the Programme is the need to ensure co-ordination on a global basis for these activities, as far as they are related to international trade in goods. UNCTAD has been regarded as the most obvious agency to provide this function in close co-operation with the ECE and its Working Party on Facilitation of Trade Procedures.

(d) The Programme in the base period

Table 1

The International Trade Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) UNCTAD					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(e) Programme growth 1976-1979

Table 2

The International Trade Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) UNCTAD				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

A. General

(a) Commodities

The fundamental problems affecting the trade of developing countries in primary commodities remain largely unresolved and consist essentially in the great and disproportionate dependence of developing countries on exports of raw materials and other primary products for their foreign exchange earnings and hence for their economic and social development in general. Many developing countries depend on one or relatively very few commodities for their export earnings. On the average, commodity exports account for about 75 per cent of the total foreign exchange earnings, while in given cases the percentage rises to over 90. Further, natural products face continuing competition from synthetics and substitutes.

Commodity markets are characterized by excessive fluctuations in prices and uncertainties due to frequent changes in exchange rates. Thus, while between mid-1972 and mid-1974 commodity prices, in terms of constant United States dollars, approximately doubled, they had, during the period between the mid-1950s and 1972, experienced sharp falls and fluctuations. Indeed, by 1972 the terms of trade of developing countries had deteriorated by about 15 per cent, compared with the mid-1950s, representing a loss in 1972 alone equivalent to about \$10,000 million, or about 20 per cent of their aggregate export earnings in that year. In any case, the present situation underlines the precariousness of commodity markets and the vagaries of price movements over which developing countries have little or no control. In other words, current high prices notwithstanding, the terms of trade of developing countries remain open to the dangers of inflation or recession and other developments in the developed countries and in the developing countries themselves, as well as to the hazards of weather conditions and natural disasters. These problems are further complicated by restrictions on access to markets, control of marketing and distribution systems by foreign enterprises and increasing competition from synthetic materials. That is why the sixth special session of the General Assembly addressed itself exclusively and urgently to the problems of raw materials and development and adopted the resolutions on the Declaration and the Programme of Action on the Establishment of a New International Economic Order.

(b) Trade expansion, economic co-operation and regional integration among developing countries

The dynamics of future economic development cannot be limited to "bipolar" relationships between the countries of the third world on one hand and the developed countries on the other but should also be based on the strengthening of economic co-operation amongst the developing countries which is an important aspect of the concept of collective self-reliance. As the production capacities of developing countries grow, and as their own domestic consumption requirements expand, there is a need for infrastructural support in the form of closer trade, financial and investment links among them. In the future, these links not only could cover the more traditional ones developed in existing regional co-operation schemes, but

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also could extend over a wider field and include new types of financial and investment arrangements. As regards the integration groups, although some of them were able to achieve significant results during the last decade, the serious crises which have affected others call for a new effort to assist member countries not only to re-orient and re-structure the existing integration schemes but also to promote other forms of economic co-operation.

(c) Financing related to trade

(i) The volume, terms and conditions of financial resource transfers to developing countries

A major factor adversely affecting the economic development of developing countries has been insufficient supply of external funds. The internationally agreed targets for the transfer of net financial resources and official development assistance have not been implemented. Indeed, in the recent past, there has been a noticeable decline of assistance in real terms. On the other hand, many developing countries have succeeded in raising funds from private capital markets on commercial terms. Private direct investment in developing countries has continued to play a role in the financing of development projects. The priority issues in this area that face the international community may be broadly summarized as follows: (a) Measures to increase the flow of official development assistance, (b) Measures to improve access to private capital markets by developing countries, (c) Methods to ensure consistency between private foreign investment and development objectives in developing countries, (d) Arrangements for encouraging financing of development projects in developing countries from the surplus of oil-exporting countries, and (e) Examination of the debt-servicing capacity and debt problems of developing countries and the relationship of such problems with the terms and continuity of flows to developing countries.

(ii) Reform of the international monetary systems

Following the breakdown of the Bretton Woods System in 1971, negotiations were undertaken in the IMF which resulted in an interim reform of the monetary system. In the continued discussions and negotiations which will be taking place efforts will be made to ensure that account is taken of the needs of the developing countries, particularly their access to facilities of the IMF and the establishment of a link between the creation of SDRs and additional development assistance. Moreover, the question of the impact of inflation on world trade and development of developing countries will be a matter of continuous review.

(iii) Mobilization of domestic resources of developing countries

Attention has recently focused on the capability of the developing countries to grow more rapidly through a greater degree of self-reliance and the more efficient mobilization of their own resources. The question of national and international measures to support such efforts by developing countries has become one of the key issues in international fora.

(iv) Trade plans and projections:

The continuing uncertainties in the world monetary and trading situation underline the importance of more refined and elaborate mechanisms to project future developments in trade and in financial flows affecting developing countries. The Ad Hoc Committee for the Special Programme established by the sixth special session of the General Assembly has wide responsibilities in the area of financial matters including the setting up of a Special Fund and the monitoring of bilateral and multilateral measures. An integral part of this activity and one in which UNCTAD will be active in the assessment of the external capital requirements of developing countries is the face of changing world economic conditions. The question of external capital requirements is also an integral part of the review and appraisal of the Second United Nations Development Decade.

(d) Transfer of Technology

There is no convenient measure of the transfer of technology. But the persistent gap in standards of living between the rich and poor nations of the world indicates that a great potential still exists for the application of science and technology to the elimination of human misery. One of the most promising means for achieving this objective is a wider, easier access to the stock of technology which already exists in the industrialized countries and does not need to be reinvented.

Technology is bought and sold in a market, but this market is monopolistic and highly imperfect. Ownership of most of the growing stock of scientific and technical knowledge is concentrated in a relatively small number of transnational enterprises in industrialized countries able to dictate the prices, terms and conditions under which it is acquired by receiving enterprises. Proprietary technology is introduced into developing countries in many forms: in conjunction with direct foreign investment; in the form of capital goods exports, or through the licensing of know-how to local firms. Its sale to developing countries tends to support primarily the interests of capital and technology suppliers, who are also aided by a world patent system designed on their behalf. Its impact upon building up the scientific and technological potential of developing countries is often negligible and sometimes even negative.

Many developing countries lack relevant information for seeking out alternative suppliers, for choosing appropriate technologies, and for bargaining effectively with suppliers. The financial terms and restrictive conditions imposed on developing countries by suppliers of technology from the developed countries represent a heavy foreign exchange burden on the former and a brake on the expansion of industrial exports. The developing countries often receive advice biased toward the use of technologies favouring consumption and employment patterns in the advanced countries or without due attention given to the conservation of natural resources and the protection of their environment. The solution to these problems is made more difficult by the tendency of technology suppliers to concentrate their research and development in their home countries, hindering the growth of local research and development efforts in the developing countries. As

a "reverse transfer of technology", the outflow of trained personnel from developing to developed countries further aggravates these problems.

(e) Manufactures

The developing countries' share in world exports of manufactures rose from 4.1 per cent in 1962 to 5.3 per cent in 1971. A continuing and significant expansion in the exports of manufactures and semi-manufactures by the developing countries is an indispensable condition for accelerated economic growth of these countries and for the financing of essential imports for such growth.

Major impediments to the efforts of the developing countries to expand their exports of manufactures are the various obstacles impeding access of these products to the markets of developed countries, such as the tariff protection of these countries as well as their protection by non-tariff barriers and by restrictive business practices. The restrictions arising from the activities of transnational corporations in both developed and developing countries play an important role in the latter field.

Given adequate access to the developed countries' markets, the developing countries' performance as exporters of manufactures and semi-manufactures depends to a large extent on their application of appropriate export policies. The over-all objective of such policies should be the diversification and expansion of these exports. This is a continuing and gradual process in view of the expansion of world trade and the existing low share of the developing countries in this trade.

(f) Economic research and statistical analysis on current and longer-term trade and development

The rapid changes in the world economic structure and outlook in recent months underscore the importance of basic studies aimed at analysing the sources of such changes and at projecting their implications for the future. While improvements are being steadily made in the techniques and data for measuring progress, much remains to be done to perfect the economic indicators used, to devise new indicators where data is especially unsuitable or lacking, to improve the speed and quality of information on new short-term difficulties as they emerge so as to alert the international community as soon as possible, and to analyse and measure the longer-term implications of existing and proposed policies as well as the implications of changes in the world economic structure.

Despite the considerable emphasis which has now been placed on the special problems of least developed and land-locked developing countries and some evidence of intentions to provide greater flows of financial and technical assistance to them, the basic situation remains bleak for most of these countries. For example, the least developed countries as a group recorded little or no progress in the first two years of the Second Development Decade in the growth of their per capita GNP. Furthermore, little progress has been made in designing and implementing commercial policy measures especially intended to benefit the least developed

countries. While a good beginning has been made with the adoption of resolution 62 (III) and 65 (III), which set the basis for comprehensive action programmes for least developed and land-locked countries, much greater efforts are required if the gap between actual performance and the objectives set in the International Development Strategy is to be bridged.

(g) Trade with socialist countries

Although there is a continuing global growth of trade and economic relations among countries having different economic and social systems, both between East and West and between socialist and developing countries, there appears to be a great potential for further expansion. This is witnessed by the fact that trade and economic co-operation with socialist countries is becoming an important goal in external economic policies of a growing number of developing and developed market economies. Consequently, the need for mutual adaptation of policies and instruments for their implementation poses itself as an important factor in the expansion of stable economic relations among countries having different economic and social systems. This would require that the traditional concept of promoting this particular flow of trade, by means of improving existing commercial conditions, be enlarged to a comprehensive approach. Such measures should include appropriate adjustments in production together with a progressive harmonization of economic planning and/or policy aiming at international specialization in production.

Multilateralization of trade and economic relations deserves particular attention. Originally conceived strictly as an issue in the area of payments arrangements, this subject tends to develop into a more complex phenomenon covering a broad range of aspects of trade among countries with different systems. New possibilities for multilateralization of trade and economic relations have, in particular, been created by measures taken recently within the CMEA (new facilities in the framework of the International Bank for Economic Co-operation and the International Investment Bank).

In spite of accelerated expansion of East-West trade in recent years, the problem of eliminating obstacles to this trade flow still remains. For its part, UNCTAD is expected to contribute to harmonizing developments in East-West trade with those in trade and economic co-operation between the socialist and developing countries. This requires taking necessary action in order to avoid that the expansion of East-West trade and economic co-operation displaces trade and economic opportunities for the developing countries. Basically, however, a need is felt for ensuring, through a more rational division of labour among the three groups of countries, that the developing countries could directly benefit from the dynamic development and the introduction of new forms of co-operation between socialist and developed market economy countries.

(h) Shipping

The merchant marines of developing countries are declining as a proportion of the world fleet, the terms and conditions on which finance for fleet development depends are worsening, freight rates are rising as a result of

inflation and increasing costs in developed countries and technological developments adopted by developed country shipowners impose heavy financial burdens for new investments by port authorities in developing countries and increase the difficulties for merchant marines in such countries to be established and developed; the existing international framework of legislation and practices covering shipping is in many respects not adapted to the needs of developing countries.

(i) Insurance

Economic development generates a rapidly growing need for insurance services, which results in a high outflow of foreign currency when these services are purchased abroad. The obvious solution to this problem is the establishment in each developing country of a sound and efficient national insurance market able to cover locally the bulk of the insurance operations generated by the economic activities of the country. As for those insurance operations which cannot be carried out without international compensation, it is essential that the terms and conditions of international insurance transactions be optimized in favour of the developing countries.

(j) Trade facilitation

It is widely recognized that complicated formalities, procedures and paperwork can constitute an impediment in and handicap to the growth of trade. Recent findings in developed countries indicate that the cost for procedures and documentation might represent up to 10 per cent of the total value of the exports; an average of some 360 copies of 46 different documents has been reported as required for each export shipment. Besides, the losses caused by the delays resulting from the need to comply with procedures and paperwork add considerably to the total cost of international trade and transport. Costly as procedures and paperwork might be to developed countries, to developing countries they constitute, in addition, a serious obstacle to the expansion of their trade, sometimes, discouraging presumptive exporters from engaging in external trade at all. Particularly for landlocked countries, unsuitable transit procedures might cause such delays and added costs that their products are no longer competitive in the world market.

These conditions, however, can be improved (i) at the national level through the setting up of facilitation policy bodies, and (ii) at the international level through the co-ordination and harmonization of these policies and the provision of advisory services.

B. Regional

In the ECA region the problems are by and large those dealt with in the previous subchapter: excessive reliance on export of primary commodities, fluctuations in the export prices, obstacles encountered in the attempt to gain access to developed markets. Countries of the region are especially concerned about the low level of intra-African trade and the limited results obtained by the regional co-operation schemes.

In the ECE region the trade problems addressed by the Economic Commission for Europe are principally those of intra-European trade. However, these problems are also examined in other international forums (e.g. GATT) so that ECE concentrates on certain specific aspects. Although important progress has been made on intra-European trade during the last two decades, the following obstacles remain:

international trade procedures are still complex;

the international standardization of products is still lacking;

technological and industrial co-operation is still insufficient;

commercial policies still impose restrictions on trade expansions; and

east-west trade is hampered by the lack of market information.

In the ECLA region during the 1960s various integration schemes were devised which have made a contribution towards the formulation of a common external trade policy. For some years, however, the internal instruments and institutions of the Central American Common Market have been passing through a serious crisis which has prevented any steady progress in economic integration, but the need to defend the trade and financial interests of the region is now promoting closer co-operation. Central America has already made some progress in the formulation of a common external policy with a view to ensuring the supply of such strategic inputs as Venezuelan petroleum. As a result, the negotiations on economic co-operation between the Central American Common Market and Venezuela, whose Government has expressed its intention of improving its trade and financial relations with the least developed Latin American countries need support in terms of research.

By means of the rapprochement of CARICOM and the Central American Common Market, it would be possible to bring about the incorporation of Panama, the Dominican Republic, Haiti and Cuba in a regional system of economic complementarity. The possibility of a rapprochement between the Central American Common Market and the Andean Group should be explored.

The Latin American Free Trade Association intends to implement a plan of action to bring it more explicitly into line with the Cartagena Agreement. The Central American Common Market has been up against serious difficulties that it is endeavouring to overcome. The Andean Group is going through an important stage in the programming of the integration of some of the basic industries and is making final adjustments in connexion with the incorporation of Venezuela. The countries of CARIFTA/CARICOM are endeavouring to create a common market.

With regard to the export of manufactures, the countries of Latin America have in recent years been making great efforts and introducing new policy measures to increase their non-traditional exports. In many of the countries these policies are being revised and it is therefore necessary to make a study of their experiences, the results obtained, the shortcomings and problems that have arisen and the cost of the policies pursued.

For the Caribbean Commonwealth countries the entry of the United Kingdom into the European Economic Community foreshadows substantial changes in the traditional pattern of preferential commodity trade. Negotiations are in progress to determine their new situation vis-à-vis the enlarged Community.

In the ECWA region, some of the countries have surplus reserves from the export of one commodity (oil), while others have an acute shortage of foreign exchange.

Early efforts at regional economic co-operation took the form of both bilateral and multilateral agreements. The stipulations of these agreements ranged from partial preferential treatment, providing for the elimination of some of the trade barriers to the complete freeing of commodities, capital and labour movements within the region. Until the end of 1953, bilateral agreements were the only tool for preferential treatment. In 1953, the Arab Trade Convention, which is multilateral in nature, came into force but its existence did not stop the spread of bilateral agreements as a means of building up closer trade relations. The emergence of the Council of Arab Economic Unity (CAEU) and its decision to establish the Arab Common Market (ACM) initiated, in January 1965, the creation of a free trade area between some of the Council members. But the implementation of the free trade area and an attempt by the CAEU to establish an Arab Payments Union, was unsuccessful.

An examination of the performance of intra-Arab trade, from the early 1950s up to 1970, confirms the predominant role of bilateral agreements. However, bilateral agreements were, and are, concluded for relatively short periods of time and therefore the lists of goods which benefit from preferential treatment are subject to continuous change. Moreover, these agreements have frequently been used as tools by which the countries involved found outlets for the surpluses of already existing production or access to particular commodities which were in short supply because of the lack of foreign exchange. For these reasons, trade has been carried out on an ad hoc basis and has hardly contributed to an optimum pattern of regional specialization. This shows the lack of any serious effort on the part of the Arab countries to achieve an advanced degree of economic co-operation and calls for a substantial analysis of the rationale of integration as applied to the countries of the region.

In the ESCAP region the developing Asian countries exports had increased in recent years, but the share of the Asian developing market countries in world exports declined to 8.5 per cent in 1973 from 9.2 per cent in 1972. The problem is further aggravated by widespread inflation.

Medium-term objectives

- A. UNCTAD
 - (a) Commodities
 - (i) Improvement and/or stabilization of prices of exports of developing countries at remunerative and equitable levels, in particular

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(a) adoption of integrated programme for commodities, and (b) correlation or linking of prices of raw materials and other primary products to prices of manufactured products in order to sustain at adequate levels the commodity terms of trade of developing countries.

This objective is not as such now, but certain aspects of it are, such as the correlation or linking or indexation of prices of raw materials and other primary products to prices of manufactures goods, as also the multicommodity approach called for by the General Assembly.

While Secretariat work may be completed before or during the mid-term plan for the period 1976-1979, the attainment of the real objective is dependent on governmental decisions, both national and international, and this is a matter which can neither be quantified nor, strictly speaking, timed.

(ii) Opening of markets in, and expansion of exports of developing countries to developed countries through multilateral trade negotiations and intergovernmental consultations on identified primary products of export interest to developing countries, specifically:

- elimination or reduction of tariff and non-tariff barriers to trade, especially in relation to processed products;
- inclusion in the Generalized System of Preferences of as many primary products as possible, especially in their processed forms;
- formulation and adoption of other global preference schemes in favour of developing countries.

As this is a matter for intergovernmental negotiations, albeit based on studies by the Secretariat identifying the commodities and their problems and possible measures, it is not possible to indicate intermediate targets, but the aim would be for concrete achievements to be made within the time period of the International Development Strategy for the decade ending 1980 and the multilateral trade negotiations.

(iii) Rationalization of marketing and distribution system for primary commodities:

- elimination of excessive profits by foreign companies or governments;
- control of speculative activities;
- effective control by producing exporting countries of the marketing and distribution of their exports;
- maximization or optimization of returns to developing countries.

The attainment of this objective would not only lead to more

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rational international systems of marketing and distribution but would also enable developing countries to exercise meaningful sovereignty over their resources and to derive a greater proportion or a fairer share of the proceeds from the exports of their primary or processed products.

(iv) Diversification of exports of developing countries:

- reduction of degree of dependence of developing countries on one or a few primary commodities, thus rendering the economies of these countries less vulnerable;
- reduction, through vertical diversification, of dependence on exports of unprocessed products, thus making developing countries benefit from value-added and move in the direction of industrialization.

This is not altogether a new objective. Its attainment is only partly a function of country and commodity studies by the Secretariat and will depend mainly if not entirely on availability of financial and technical assistance to the countries which are diversifying and on the opening up of markets in the developed countries.

(v) Improving the competitiveness of natural products against synthetics and substitutes:

- improvement of natural characteristics and/or standardization of quality and specifications;
- increasing productivity through cost-efficiency;
- finding new end-uses;
- taking full advantage of any environmental measures which may favour natural products.

(vi) Protecting land-based mineral exports of developing countries from any adverse effects of the exploitation of the resources of the sea-bed, in particular manganese nodules. The attainment of this objective will consist largely in the formulation of adequate international policies and adoption of appropriate international measures to harmonize the interests of the two groups of producers (land and sea). UNCTAD activities will be ancillary to activities undertaken by the Office of Ocean Economics and Technology and will no doubt be affected by the outcome of the Law of the Sea Conference.

(b) Trade expansion, economic co-operation and regional integration among developing countries

As regards economic integration, the objectives consist in the adoption of measures aimed at providing general support for integration groupings to attain previously established goals and to cope with the problems encountered in the

process of reaching and implementing decisions. As regards economic co-operation of a broader nature among developing countries, the objectives are the adoption of appropriate measures and arrangements to support collective self-reliance efforts of developing countries. As a result of recent changes in the world economy they imply new forms of co-operation among those countries in the following fields: (i) export credits and export credit guarantees; (ii) financial co-operation among developing countries, including monetary co-operation and the promotion of investment; and (iii) promotion of marketing arrangements among developing countries.

(c) Financing related to trade

- (i) To encourage the adherence to volume targets for financial transfers to developing countries set for the Second Development Decade and the improvement in the quality of those transfers. In this connexion the role of private capital flows and its compatibility with developmental objectives will be examined. The question of access to capital markets by developing countries will be under constant review. The susceptibility of countries to economic disruption arising from external indebtedness will be studied;
- (ii) To participate in negotiations relating to the international payments system and international financial institutions;
- (iii) To identify internal and external constraints to the effective mobilization of domestic resources of developing countries, to improve the long-term projections of trade and financial flows, and to determine the capital needs of developing countries. The scope and modalities of economic co-operation between oil-exporting countries and the rest of developing countries will be examined.

(d) Transfer of technology

- (i) To improve access to technology of developing countries by increasing knowledge of alternative channels and forms of such transfer, their cost, their impact on trade and other economic effects;
- (ii) To promote national measures for a broader, more rapid and easier access to foreign technology on reasonable terms;
- (iii) To strengthen national scientific and technological capabilities in developing countries and to achieve the formulation of appropriate policies regarding the outflow of trained personnel from developing countries and its influence on national scientific and technological infrastructures;
- (iv) To achieve internationally recognized standards for the transfer of appropriate technology to developing countries under terms which more fully safeguard the interests of these countries, including the evolution of an international patent system;

- (v) To promote the choice by developing countries, of technology favouring the most efficient utilization of natural productive and environmental resources, and to increase knowledge about the possibilities for substitution of domestic for imported technology.
- (e) Manufactures
 - (i) In the tariff fields: implementation, improvement and enlargement of the generalized system of preferences;
 - (ii) In the field of non-tariff barriers: progressive removal of non-tariff barriers and attenuation of those barriers that cannot be eliminated;
 - (iii) In the field of restrictive business practices: the alleviation and, where possible, elimination of RBPs especially through internationally agreed guidelines or codes of conduct;
 - (iv) In the field of export policy: to promote appropriate export policy for developing countries aimed at expanding and diversifying their exports of manufactures and semi-manufactures.
- (f) Economic research and statistical analysis on current and longer-term trade and development
 - (i) The scope and balance of this programme have been modified in view of the creation of a new unit within the OSG on economic policy evaluation and co-ordination, and the need to intensify the work related to special measures for least developed, land-locked developing and developing island countries. This programme now consists essentially of (a) research and analysis of current and longer-term trends in trade and development including statistical supporting services, and (b) activities pertaining to the policy areas mentioned above;
 - (ii) As regards analyses of current trends, including regular reports on Review and Appraisal, the aim will be to achieve a clearer understanding of the problems and short-term prospects of different countries, particularly of developing countries, in the light of the significant changes which have already occurred or which seem likely to take place in the world economy;
 - (iii) As regards the longer-term aspects, the objective will be to provide relevant research and analyses on the structural changes in the world economy as a basis for assessment of the probable results of particular policy measures;
 - (iv) In the area of statistical and data processing services, the aim will be to improve the quality, scope and timeliness of these services in order to support the work of all UNCTAD programmes, especially in the light of the new requirements for improved methodology and information in support of the new policy directions stemming from the sixth special session of the General Assembly.

(v) In the area of special measures for the least developed and land-locked developing countries, the aim will be to progressively overcome the severe handicaps facing these countries by more effective analyses of the reasons for their very slow progress in trade and development and of ways of strengthening the measures already agreed upon in favour of these countries, as well as devising new measures. Work in this area has received renewed impetus from the convening within UNCTAD of an Intergovernmental Group on least developed countries serving as a focal point for the co-ordinated consideration of the problem of these countries.

(g) Trade with socialist countries

In the context of the above description of problems the following more specific objectives are expected to be pursued during the plan period:

- (i) measures aimed at ensuring an integrated approach to trade and economic co-operation on a stable, long-term and large-scale basis;
- (ii) measures directed to trade-creating international specialization and trade expansion through the promotion of complementary economic structures;
- (iii) introduction of multilateral elements into trade and economic relations between socialist and developing countries;
- (iv) overcoming inefficiency of mutual knowledge of existing opportunities for the expansion of this particular flow of international trade.

(h) Shipping

The medium-term objectives may be broken down into two broad subgroups, the first seeking action at the international intergovernmental level and the second action at the national level.

At the intergovernmental level action is required:

- (i) to facilitate the acquisition of ships by developing countries, through the adoption of appropriate measures in developed countries in particular with regard to the question of terms and conditions of finance;
- (ii) to implement the Code of Conduct for Liner Conferences so as to (i) ensure that consultation machinery is widely established which, together with the provisions in the Code regarding freight rates, will assist in limiting the continuing increase in liner rates; (ii) secure adequate cargoes for the vessels of developing countries in liner conferences and the entry of developing country shipping lines on equitable terms;
- (iii) to secure a just balance between the interests of shippers and shipowners in the contract of carriage through revision of the Hague Rules.

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At the national level the objective is to provide information guidance and training to national decision-makers and thereby assist them in their task of finding solutions by national, subregional and regional means to particular problems such as the establishment and effective operation of shippers' councils as part of consultation machinery; the choice of ships and of trade routes within national merchant marines; the appropriate reaction to changing technology.

Achievement of the goal cannot be dated because there can be no specific level of attainment by developing countries which could now be stated as eliminating the need for further progress.

(i) Insurance

- (i) At the national level: developing countries should take steps to enable their domestic insurance markets to cover locally the bulk of the insurance operations generated by their economic activities; to achieve this objective, developing countries should be assisted by developing countries and also resort, where appropriate, to regional co-operation amongst themselves;
- (ii) At the international level: as to the insurance operations requiring international compensation, the terms and conditions of these operations should be considered at the intergovernmental level, and, where appropriate, revised with a view to being optimized in favour of the developing countries.

(j) Trade facilitation

- (i) Action on formalities in international trade: exploration of the possibility of abolishing the formalities which give rise to the need for procedures and documents; simplification of the remaining formalities.
- (ii) Action on procedures in international trade: improvement of trade procedures in the context of a global facilitation programme; harmonization of existing trade procedures.
- (iii) Action on documents in international trade: simplification and standardization of the trade documents on the basis of international standards and recommendations.
- (iv) Co-ordination of facilitation measures among international organizations and national facilitation bodies.
- (v) Development of new data processing and data communication methods appropriate to the needs in international trade and suitable for use in developing as well as more developed countries.
- (vi) Dissemination of information on trade facilitation measures taken by governments and organizations.

B. ECA

- (a) To assist in the restructuring of Africa's trade within the context of a new international division of labour;
- (b) To assist in the development and expansion of intra-African trade;
- (c) To adopt measures to ensure remunerative prices for African commodities, including commodity arrangements and access to markets;
- (d) To assist in the adoption and implementation of appropriate trade promotion programmes and activities;
- (e) To establish common trade and development institutions, and help harmonize African views and positions on international trade and development issues.

C. ECE

- (a) To provide a forum for the annual examination of commercial policies and eventually for their adjustment so as to remove trade obstacles and attain greater harmony in trade relations;
- (b) To keep under examination at annual intervals the current development of and prospects for intra-European and especially east-west trade;
- (c) To identify possibilities for the expansion of trade;
- (d) To improve international trade facilities, especially through agreements on simplification of international trade procedures;
- (e) To improve marketing techniques and the exchange of market information particularly between ECE countries having different economic and social systems;
- (f) To promote trade through the development of multilateral and bilateral scientific, technological and industrial co-operation;
- (g) To arrange intergovernmental agreements on standardization policies and the improvement of procedures for international standardization.

D. ECLA

- (a) To evaluate the progress and problems of integration processes in Latin America so as to determine the obstacles to faster and more thorough progress, and analyse intra-regional trade resulting from integration and its effect on economic development;
- (b) To study the trend of exports of basic products and their prices;

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(c) To evaluate policies relating to the export of manufactures in Latin American countries, and provide advisory services to countries on request on aspects of their policies;

(d) To analyse Latin America's relations with some of the main trading areas (United States, EEC, Japan, socialist countries, developing countries from other regions) so as to obtain criteria to enable the countries of Latin America to intensify and improve these relations;

(e) To analyse the result of the general preference schemes introduced by the EEC, Japan and other developed countries so that the countries of Latin America can take better advantage of them and to see what steps can be taken in order to improve them;

(f) To analyse Latin American trends in respect of external financing, capital flows, and servicing of capital, in order to reach conclusions that the countries can use in defining and applying their own policies, and analyse the world monetary system and principal suggestions for its modification in order to assist Latin American countries in their discussion of the subject.

E. ECWA

(a) To assist the countries of the region in expanding and diversifying their trade and in achieving a more advanced degree of co-operation and integration;

(b) To assess existing bilateral and multilateral trade agreements in the context of efforts at regional co-operation and integration;

(c) To assess the implications for countries of the region of the introduction of the Generalized Scheme of Preferences;

(d) To identify products and/or groups of products exported from the region which are subjected to non-tariff barriers, and propose measures for eliminating or lessening their adverse effects;

(e) To examine the degree of tariff and non-tariff protection in the ECWA countries and assess implications for the allocation of resources among the different sectors;

(f) To identify and carry out feasibility studies relating to projects suitable for integration, and to develop criteria for distributing activities among member countries;

(g) To examine and assess the impact of the EEC on the export prospects of countries of the region and with respect to integration efforts in the region; and

(h) To assess the various past efforts for the establishment of Arab payments arrangements and propose new and workable approaches.

F. ESCAP

(a) To collect, analyse and disseminate trade information, conduct market research, and organize training courses, seminars and workshops related to export promotion;

(b) To assist in the expansion of the region's intra-regional and international trade;

(c) To assist the land-locked, least developed, and island States of the region;

(d) To advise member countries in formulating policies on the development of national merchant marines, shipping services, facilities, and on freight rates, assist in the implementation of a uniform system for collecting economic statistics on shipping, and provide training and conduct studies in these areas.

Medium-term output

A. UNCTAD

(a) Commodities

(i) General: It is expected to complete during the course of the first two years of one Plan period the formulation of an integrated programme for a wide range of commodities, a subject which has been given high priority in the UNCTAD programme of work. As much will depend on the consideration which will be given to this programme by the intergovernmental bodies concerned, it is not possible to indicate firmly what will be the content of the related activities from then on.

Various actions have to be taken, mainly in the form of studies, reports, secretariat and expert group meetings and, in particular, intergovernmental meetings. Some of these are known in advance, others are not since developments in commodity trade continually create new situations and tend to generate new needs. In addition, ad hoc studies and ad hoc meetings, over and above those planned within the framework of the programme or specific objective, are not infrequently called for.

(ii) Provision to Governments of statistical and analytical information for rational understanding of the commodity situation in its dynamic content for comprehensive and co-ordinated activities in other parts of the programme and for planned action at the governmental level.

(iii) Operational activities: To date, work in commodities has not involved significant operational activities by way of providing individual expertise or scholarships or providing teams of advisers. However, in the light of the General Assembly decision concerning possible assistance to producers' associations and in connexion with diversification programmes of individual countries, operational activities are foreseen - involving

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short-term periodic assignments to countries or intergovernmental organizations concerned and possibly also in-service training for government officials.

(b) Trade expansion, economic co-operation and regional integration among developing countries

- (i) Technical co-operation: Assistance will continue to be provided to regional and subregional economic groupings in order to facilitate the attainment of pre-established objectives; to adopt new targets, and to enlarge their membership or to establish links with other groups. Besides, the creation of new integration groupings may be furthered and specific services will also be offered to those groupings and to member Governments according to their requirements. Technical co-operation will also be geared towards countries and groups of countries involved in economic co-operation efforts. Assistance will be provided mainly in connexion with export credits and export credit guarantees; financial co-operation among developing countries including monetary co-operation; promotion of investment, and promotion of marketing arrangements among developing countries. Co-operation will also be established with financial institutions in order to carry out project inventories or project identification within regions and subregions. Technical co-operation will mainly be provided through UNDP-financed projects involving experts, consultants and interregional and regional advisers who will work in close co-operation with staff members.
- (ii) Exchange of information: The organization of regional and interregional seminars (mainly UNDP-financed) will continue in order to offer officials from regional and subregional institutions and Governments the possibility to meet and discuss common problems and to recommend possible solutions. New methods will be introduced in order to facilitate the exchange of information and experience among economic groupings. Essentially, they will consist in organizing study tours, in-training service, and providing scholarships (mainly UNDP-financed) the duration of which will vary according to the importance of the problem to be studied and to the specific needs of regional and subregional institutions.
- (iii) Research: To a large extent the related activities will derive from technical co-operation and exchange of information. They will consist primarily in the preparation of studies on specific problems of common interest to various regions including the experience acquired in the different regions in dealing with practical problems arising in the field of economic integration and co-operation. In addition, research projects of a more general nature are also envisaged with the purpose of providing long-term guidelines both to developing countries and to UNDP on areas of possible economic co-operation.

(c) Financing related to trade

In the area of transfers of financial flows to developing countries reports will be prepared periodically examining the various flows, their terms and

conditions and the performance of developed countries with respect to the internationally agreed targets. In connexion with debt problems of developing countries the secretariat will continue to prepare reports examining the indebtedness of developing countries with a view to reaching a consensus on appropriate international corrective action. Studies will also be prepared periodically examining particular aspects of direct foreign investment. Measures whereby the foreign exchange resources of developing countries can be strengthened by increasing their export earnings, particularly by export credit schemes, will be examined, and reports presented to an expert group convened to study the matter.

In connexion with matters of international monetary reform it is anticipated that further studies will be prepared by the secretariat to assist in the efforts to achieve a more comprehensive monetary reform. In this connexion proposals for international monetary reform will be evaluated in the context of their impact on the development prospects of developing countries. Studies on the problems faced by developing countries in mobilizing their domestic resources will continue. In the area of trade projections work will concentrate mainly on estimating the external capital needs of developing countries. Studies will be prepared to assist in the mid-term review of the Second Development Decade as well as providing research material for the operation of the United Nations Emergency Operation.

(d) Transfer of technology

- (i) General: The carrying out of the programme's objectives is accomplished through a number of activities. Research is undertaken and reported upon concerning the problems of developing countries in the field of transfer of technology. This empirically oriented research relies partly on published information, partly on questionnaires submitted to member Governments, and partly on visits to selected countries leading to some of the individual case studies on technology transfer. Supplementing this work are formal and informal working groups and expert group meetings, such as the one held in 1972 to help finalize the preparation of a set of guidelines for the analysis and collection of data for formulating policies in developing countries on transfer of technology. All of the resulting studies and reports appearing in the documentation have policy implications. When they are requested, specific proposals and suggestions for policy measures are also included in the documentation for the Committee on Transfer of Technology (former Intergovernmental Group).
- (ii) Technical co-operation: There have been no operational activities under the programme thus far. They are, however, clearly provided under the terms of reference of the new Committee on Transfer of Technology. Plans are under way for a series of training seminars on the formulation and administration of national policies, in partial fulfilment of the objectives described in the relevant section above, pending financing from the UNDP and from voluntary sources. The first such seminar, financed by the Swedish Government, will be held in Nairobi in April 1975. The secretariat also envisages the provision of advisory services.

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(e) Manufactures

- (i) General: Analysis of the factual situation regarding the trade in manufactures and semi-manufactures and of the problems encountered with a view to a further development of this trade, in particular of the developing countries. This factual analysis is carried out by annual reviews and by specific studies in the individual fields referred to above. As in the past, it is envisaged that the major analytical studies will be included in the UNCTAD printing programme for wider circulation.

On the basis of these detailed analyses, suggestions as to the policy to be followed for improving the export possibilities of manufactures from developing countries as a whole or of specific products are formulated. These policy suggestions are generally incorporated in the documentation prepared for the Committee on Manufactures, the Special Committee on Preferences or subsidiary bodies of those Committees, such as intergovernmental working groups or expert groups and are followed up in the meetings of these bodies for which the Programme provides the substantive servicing. While the Special Committee on Preferences meets once a year, the Committee on Manufactures generally meets only every other year. The meetings of the subsidiary bodies are of an ad hoc character and take place at varying intervals.

- (ii) Technical co-operation: The requests for technical assistance have grown and are likely to increase further. The technical assistance is generally provided on the basis of the substantive work done by the Programme in the fields of tariffs, non-tariff barriers, restrictive business practices and export policy. In addition to the training activities in the field of tariffs, non-tariff barriers and export policy, a training programme is in elaboration on restrictive business practices.
- (f) Economic research and statistical analysis on current and longer-term trade and development
- (i) Research: The analyses and supporting research on current trends will include: over-all reviews of trends and prospects in world trade and development including implementation of policy recommendations, Review and Appraisal of the International Development Strategy and of the General Assembly Plan of Action within UNCTAD's competence, as well as other studies made necessary by developments in the world economic situation. It will include the periodic issuance of the Review of International Trade and Development and of the Handbook of International Trade and Development Statistics; assessing progress in the implementation of policy measures; and improving techniques for reporting on current trends, especially short-term forecasting of trade and financial flows.

As regards the longer-term aspects, basic research will involve studies of structural problems in such areas as trade and foreign exchange structure, external sector planning and policies (including economic groupings), the level and structure of protection, and environment and development. Particular studies will include, for example, an assessment of the results of the multilateral trade negotiations, an analysis of the factors affecting the level of and changes in the terms of trade of

developing countries (including studies of price discrimination), as well as analyses (in co-operation with UNEP) of the impact of environmental policies and longer-term resource limitation problems on the trade and development of developing countries. In the longer run, it is also envisaged that studies will be made of ways and means of improving procurement techniques and policies with the aim of reducing the cost of imports into developing countries.

In the area of statistics and data processing, new data series in a wider variety of policy areas will be made available in computerized form. Methodological and statistical studies will be undertaken and published of such problems as, for example, improved import and export price indices, freight rate indices, export fluctuation indicators, diversification indices and measures of net real benefit from foreign trade to developing countries.

With respect to least developed, land-locked and developing island countries, special studies will be prepared reviewing the progress of such countries, the effectiveness of existing special measures, and analysing possible new measures.

- (ii) Technical co-operation: In addition to studies for the Trade and Development Board, based on field work and/or analysis of relevant data and policies, the programme of work in connexion with least developed and land-locked developing countries will increasingly call for operational activities in the field. Pilot technical assistance projects of this nature have already been approved by the UNDP and their importance is very likely to grow during the medium-term plan period. Work in this area will focus on the planning, management and training requirements of the foreign trade sector as well as analyses of absorptive capacity bottle-necks and over-all requirements facing individual least developed countries.
- (g) Trade with socialist countries
- (i) General: Periodic reviews of trade development and related policies will remain one of the major activities. Analytical studies will comprise: modalities of trading practices in socialist countries and institutional developments in the CMEA; measures to promote industrial co-operation and international specialization; possibilities of taking special measures in favour of the least developed countries; possibilities for economic co-operation among developing, socialist and developed market economy countries and implications of East-West trade for the developing countries. As in the past, services will be provided for the bilateral or multilateral consultations within the framework of the Trade and Development Board.
- (ii) Technical co-operation: In view of specific requests for assistance from developing countries which are just starting to establish trade and economic relations with socialist countries, technical co-operation activities appear to become an important component of the work programme.

This prospect is supported, inter alia, by the recent elaboration of two projects to be implemented through UNDP - on training and advisory activities for the developing countries and on an information study tour by Philippine Government officials.

(h) Shipping

The outputs consist of three broad elements. The first is the preparation of studies which will lead to the formulation of policies at the intergovernmental level. The second is the preparation of studies designed to inform and guide Governments while the third is the substantive support to technical assistance designed directly to act upon specific national or regional problems.

With regard to the first, the regular vehicle is the Review of Maritime Transport which is issued annually and which highlights the problems regarding freight rates, trends on the merchant marines of developing countries, costs of purchasing ships and of financing.

With regard to the second, it is proposed that studies be prepared to guide Governments, shippers and shippers' organizations on how to establish and make effective shippers' councils, including how to ensure that all the necessary information is available to assist them in bargaining with conferences. In addition, there would be studies on the factors to be taken into account in the choice of ships and choice of trades by merchant marines of developing countries. Studies would continue to be made on the management and organization of shipping companies and of ports to enable them more effectively to serve the needs of developing countries. Further studies to those already made would keep under close review technological developments in shipping and their impact on ports and shipping lines of developing countries.

The third item in the over-all programme includes the provision of training courses in shipping economics and management and in port economics and administration as annual activities together with the organization of training seminars in developing countries on specific topics arising from research activities. Substantive support for technical assistance programmes arises from the initiative of Governments.

(i) Insurance

The programme comprises a series of studies.

After having dealt with insurance statistics, insurance legislation and supervision and reinsurance, the secretariat is continuing its research work to cover other areas of insurance of particular interest to developing countries, namely marine cargo insurance (to be completed in 1975), insurance of industrial risks (1977), group life insurance (1979), etc. It is expected that one major study will be produced every second year, for submission and consideration by a sessional committee of the CIFT at its seventh, eighth and ninth sessions (Geneva, 1975, 1977 and 1979 respectively).

Meanwhile, through studies, training seminars, regional meetings and substantive support to technical assistance, the secretariat is providing information and guidance to national decision-makers.

In this connexion, a comprehensive study on professional training in insurance - comprising training at national and at regional levels is being prepared. Furthermore, a series of regional round-table meetings aimed at implementation of the agreed policies in insurance supervision, reinsurance, etc. will take place over the next two or three years.

(j) Trade facilitation

- (i) General: Studies and research on specific problems identified within the secretariat, in the subsidiary bodies of UNCTAD and the regional economic commissions and in the countries receiving technical assistance on trade facilitation. Outputs will take the form of reports, proposals, draft recommendations, publications including manuals, on a continuous basis.
- (ii) Operational activities: Supervision of and participation in such technical assistance projects which might be attached to the Programme, or - being part of integrated country projects - are attended to by the Programme, as provision of expertise to other units, such as the regional economic commissions.

B. ECA

Approximately 10 studies, six meetings, and three periodicals, on the structure of African external trade, will be produced during 1976-1979. In addition six studies, 14 meetings and three statistical publications will be produced on problems of intra-African trade. In the area of prices, commodity arrangements, and access to markets, four studies will be produced, and three meetings held. In the area of trade promotion 12 documents and 16 meetings, including local training courses and seminars, are planned. Two publications, the African Trade and the Bulletin of the ECA African Trade Centre, will continue to be published.

During the 1976-1979 period six studies and nine meetings will be devoted to problems of developing common trade and institutions. Harmonization of policy has, in the past, taken place through African Group meetings, and the technical and political levels, convened prior to major international conferences, such as those organized by UNCTAD and GATT. To continue to support such harmonization, five or six studies will be produced and 17 meetings held during 1976/1979.

C. ECE

The outputs expected during the 1976/1979 period are:

- (i) Some 12 reports of meetings each year summarizing the results of the annual sessions of the Committee on the Development of Trade and its subsidiary bodies as well as of symposia, seminars, ad hoc meetings, etc. organized under the Committee's auspices. Some three reports per year are envisaged for the periodic meetings of Government Officials Responsible for Standardization Policies.
- (ii) The drafting or revision of internationally agreed guidelines or standards for international contract practices and conditions of sale, trade

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facilitation procedures such as the standardized layout and coding of trade documentation, and practices affecting international standardization policies (such as certification).

- (iii) The preparation of at least one and possibly two comprehensive analytical reports on particular aspects of intra-regional trade such as changes in financing and payments, availabilities and facilities (some of which may be published and put on sale).
- (iv) The issuance of annual or periodic research reports on problems and prospects affecting the development of international trade in the ECE region, or particular trade flows or conditions affecting such trade.
- (v) The adoption by the Committee on the Development of Trade, by periodic meetings of Government Officials Responsible for Standardization Policies, or by their subsidiary bodies, of internationally agreed recommendations of a technical nature, e.g. Guide on the transfer of technology or on drawing up international industrial co-operation contracts.
- (vi) Technical reports prepared by rapporteurs nominated by Governments.
- (vii) One seminar each year on a specific problem arising in the field of east-west trade promotion, marketing and business contacts - e.g. dealing with trade in licences, or leasing procedures.

D. ECLA

A variety of studies will be produced during the 1976-1979 period, including a study on Latin America's trade relations with socialist countries and another on trade with Japan. A preliminary study on the effect of the negotiations on the Generalized System of Preferences will be done in close contact with the UNCTAD Committee on Preferences, and with GATT experts.

The following documents should be completed by the dates indicated:

- Forms of co-operation between Venezuela and the Central American Common Market (end of 1976);
- Economic complementarity between Mexico and the Central American Common Market (end 1977);
- Rapprochement between CARICOM, the Central American Common Market, Panama, and other Caribbean countries (end 1978);
- Link between the Andean Group and the Central American Common Market (1979).

In addition 18 missions will be carried out, including two one-man missions on co-operation between Venezuela and the Central American Common Market in 1976, two one-man missions on complementarity between Mexico and the Central American Common Market, six missions related to Haiti, and other missions related to other integration or rapprochement schemes.

A United Nations Development Advisory Team will be based in the ECLA Office for the Caribbean with the task of advising area governments on aspects of the integration programme. The Team's initial mandate is for two years, starting September 1974.

E. ECWA

During 1976-1979 research and studies will be conducted on existing bilateral and multilateral trade agreements in the area, and the necessary framework required to assist in achieving a degree of regional economic integration.

The impact of a system of generalized preferences on member countries, and the degree of tariff and non-tariff protection, will be assessed and related to proposed integration schemes. Projects suitable for integration will be identified and a series of technical studies carried out to examine their feasibility. A study will be made of the past efforts on the establishment of Arab payments arrangements and the obstacles encountered, and a payment scheme designed to assist the expansion of intra-Arab trade and regional co-operation will be prepared.

Information on trade in the region will be collected and disseminated and expert advisory services will be provided on a regular basis.

E. ESCAP

Information on the region's trade will be collected, analysed and disseminated in the form of various periodical publications, such as a quarterly manual on market potentials, an annual review of government foreign trade policies, and an annual directory of the location of major importers and exporters. Training courses, workshops, and seminars related to export promotion will be conducted.

In the area of regional co-operation detailed information on trade patterns and tariff and non-tariff barriers will be prepared. An agreement is expected in or before the plan period by the developing countries of the region on the elimination or reduction of their tariff and non-tariff barriers to intra-regional trade. The ESCAP Centre for International Commercial Arbitration, which maintains a list of arbitrators, conciliators and appointing authorities, will continue its work. The ESCAP Working Party on Customs Administration will be convened regularly so that senior officials can exchange views at the national level. An export credit insurance scheme has been approved by the Committee on Trade and the Commission and will develop regional and subregional co-operation in the fields of insurance and reinsurance.

There will be an intensive survey of costs of transportation, problems of transit, shipping, and customs procedures, with special emphasis on the problems of the land-locked and island developing countries of the region. ESCAP will continue to provide advisory services in the field of shipping. At least two training courses per year will be organized on specialized fields in shipping management, and two training centres will be established for maritime and port personnel.

Legislative authority

A. UNCTAD

(a) Commodities

General Assembly resolutions 3083 (XXVIII) and 3202 (S-VI), Conference resolutions 16 (II), 51 (III) and 78 (III), and Trade and Development Board resolutions 7 (I), 122 (XIV), 123 (XIV) and 124 (XIV).

(b) Trade expansion, economic co-operation and regional integration among developing countries

Conference declaration 23 (II), Trade and Development Board resolution 53 (VIII), agreed conclusion 121 (XLV), General Assembly resolutions 2401 (XXII), 2626 (XXV), 3177 (XXVIII) and 3202 (S-VI) and Conference resolution 48 (III).

(c) Financing related to trade

This programme is carried out in pursuance of General Assembly resolution 1995 (XIX), taking account of numerous subsequent resolutions of the General Assembly, ECOSOC and of UNCTAD itself. Among the more recent ones are Conference resolutions 55 (III), 56 (III), 57 (III), 59 (III), 60 (III), 61 (III) and 84 (III) adopted at the Third Session of the Conference, Trade and Development Board resolutions and decisions 91 (XII), 95 (XII), 103 (XIII), 106 (XIII), 114 (XIV), 122 (XIV), and 125 (XIV); resolutions adopted by the Committee on Invisibles and Financing related to Trade 5 (VI) and 6 (VI), ECOSOC resolution 1630 (LI) and resolution 3202 (S-VI) of the Sixth Special Session of the General Assembly.

(d) Transfer of technology

ECOSOC resolution 1454 (XLVII); General Assembly resolutions 2658 (XXV), 2821 (XXVI), 3202 (S-VI), sections IV and V; Conference resolution 39 (III); Trade and Development Board resolutions 74 (X) and 104 (XIII). It should be noted that at its fourteenth session, the Trade and Development Board decided to terminate the Intergovernmental Group on Transfer of Technology and to establish a Committee on Transfer of Technology as a main committee of the Board (decision TDB 117 (XXV)).

(e) Manufactures

The legislative authority is resolution 1995 of the General Assembly, the International Development Strategy for the Second United Nations Development Decade, the United Nations Programme of Action on the Establishment of a New International Economic Order, terms of reference of the Committee on Manufactures and of the Special Committee on Preferences, as well as resolutions and/or decisions relating to manufactures and semi-manufactures adopted by the Conference (resolution 73 (iii) 74 (iii)), the Trade and Development Board, the Committee on Manufactures (decision 1 (v)) and the Special Committee on Preferences (resolution 2 (vi)).

(f) Economic research and statistical analysis on current and longer-term trade and development

General Assembly resolutions 2626 (XXV), paragraphs 79 and 82, and 3202 (S-VI); Conference resolutions 62 (III), 63 (III), 64 (III), 65 (III) and 79 (III); Board resolutions 19 (II), 101 (XIII), 108 (XIV) and 119 (XIV).

(g) Trade with socialist countries

Conference resolutions 15 (II) and 53 (III); Trade and Development Board agreed conclusions 112 (XIV).

(h) Shipping

This programme is carried out in pursuance of the Programme of Work of UNCTAD in the field of shipping as adopted by the Committee on Shipping, of UNCTAD resolutions 67 (III), 68 (III), 69 (III), 70 (III) and 71 (III) and of resolutions 21 (VI), 22 (VI), 23 (VI) adopted by the Committee on Shipping at its sixth session.

(i) Insurance

Conference resolution 42 (III); resolution 7 (VI) and decision 8 (VI) of the Committee on Invisibles and Financing related to Trade.

(j) Trade facilitation

Report by the forty-seventh session of ECOSOC (A/7603, para. 166).

B. ECA

ECA resolutions 218 (X), 222 (X), 244 (XI), 246 (XI), 247 (XI), and 249 (XI).

C. ECE

The long-term programme of work and priorities for 1975/1979 adopted by the Committee on the Development of Trade and its twenty-second session, and by the Commission and its twenty-ninth session.

D. ECLA

ECLA resolutions 265 (XII), 293 (XIII), 315 (XV), 328 (XV); 330 (XV) and 331 (XV).

E. ECWA

The General Assembly and ECOSOC resolutions mentioned above under UNCTAD.

F. ESCAP

Resolution 91 (XXIV) of the Commission and also of the Committee on Trade, seventeenth session.

22. NATURAL RESOURCES

The organization of the programme

(a) Policy-making organs

The Committee on Natural Resources meets biannually and consists of 54 members. It advises the Economic and Social Council on mineral, energy and water resources problems in order to provide the United Nations with policies and guidelines for action in these fields. Moreover, it assists the Council in co-ordinating the activities of the United Nations system in the field of natural resources.

In ECA, policy formulation in the field of natural resources and cartography is in the hands of a Technical Committee of experts, an Executive Committee, and a Conference of Ministers. The Technical Committee meets once a year, and the Executive Committee meets twice a year. The Conference of Ministers, which is the Commission's highest legislative body, meets every two years.

ECE has committees on coal, electric power, gas, and water problems which meets once a year in order to advise the Commission on these matters.

ECLA itself is the policy-making body in the field of natural resources.

In ESCAP, a Natural Resources Committee was established at the Commission's thirtieth session in April 1974. The Committee, which is to meet annually, devoted its first meeting in 1974 mainly to water resources; energy and minerals will be the subject of two successive meetings.

ECWA itself acts as the policy-making body in this field.

(b) Secretariat

The Centre for Natural Resources, Energy and Transport, within ESA headquarters, which is composed of Policies and Projections Branch, the Energy and Mineral Development Branch, a Water Resources Branch, and a Transport and Cartography Branch, the Natural Resources Division in ECA; the Environment and Housing Division and the Energy Division in ECE; the Natural Resources and Environment Division in ECLA; the Natural Resources, Science and Technology Division in ECWA; and the Natural Resources Division in ESCAP.

(c) Related work and other programmes

The closest co-operation is maintained with the Office of Ocean Economics and Technology, which deals with marine minerals, the economics of sea-bed exploration and the uses of the sea in general. Close co-operation with the Statistical Office is required in order to obtain the quantitative information on trends of demand, supply and prices and natural resources. Other aspects of natural resources development, such as water, transport and energy, are closely related to the activities of the human settlements programmes. Because of the

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relationship to natural resources development and overall economic planning, the activities of the Centre for Natural Resources, Energy and Transport require close co-operation with the Centre for Development Planning, Projections and Policies. Finally, there exists a certain degree of co-ordination between the programme of the Office of Science and Technology and the CNRET in following and reviewing research and development efforts around the world.

ECA's programme is closely related to other programmes such as agricultural development, industrial planning and programming, transport, integrated rural development and wildlife conservation. Within ECE there is an interrelationship between the work of the Committee on Agricultural Problems, the Chemical Industry Committee, the Coal Committee, the Conference of European Statisticians, the Committee on Electric Power, the Committee on Gas, the Inland Transport Committee, the Committee on Water Problems, the Senior Advisers to ECE, Governments on Environmental Problems, and the Steel Committee. In ECLA, the work on natural resources is co-ordinated with the work of the Economic and Social Development Divisions, which is related to natural resources (such as regional and urban planning). ECWA's programme will be closely co-ordinated with those of its Population Division and of its Development and Planning Divisions, which undertake studies of economic trends for the region. As far as water is concerned, ECWA's work is implemented in close co-operation with the Joint ECWA/FAO Agriculture Division.

In addition to its concern for water quality, UNEP's programmes touch upon various aspects of pollution and environmental hazards caused by energy development and consumption practices and strip mining of minerals.

UNIDO's programmes on processing operations typical of metallurgical, ceramic and basic petrochemical industries, relate to some aspects of the demand for minerals and oil. Industrial demand for energy and for water resources also requires close co-ordination in these fields.

UNCTAD's work concerning mineral and energy resources trade also constitutes an important component in the activities described above, particularly in the study of trends in supply and demand of commodities.

(d) Related work in other international organizations

Most of the specialized agencies do work that relates to one or several aspects of natural resources development. UNESCO, IAEA, and IBRD have programmes or projects related to mineral and energy resources. In the field of water, FAO, WHO, and IBRD have important programmes in water development and utilization. WMO and UNESCO have programmes in operational and scientific hydrology.

In addition, other international organizations have programmes of varying degrees of importance which must be taken into account, such as the Organization of American States; the Organization for African Unity; the Interamerican, African, and Asian Development Banks; the Arab League; OPEC, OPAPEC, the CAEU and a number of international river basin commissions.

(e) Co-ordination

At the regional level, co-ordination is achieved through the specialized agencies, regional offices, and joint divisions with regional commissions.

The first step towards the co-ordination of the work programmes undertaken by the United Nations system of organizations in the field of natural resources has been taken by the Economic and Social Council's Committee on Natural Resources and the Council itself. Pursuant to Economic and Social Council resolution 1761 A (LIV), a comprehensive plan of action of the system's activities in this field will be prepared every two years for consideration of the Committee. The first such plan will be submitted at its fourth session.

The ACC Sub-Committee on Water Resources development provides an effective means for co-ordination of the activities of the system in this field. The United Nations Water Conference to be convened in Buenos Aires, Argentina, constitutes a major activity requiring important inputs and full participation from the regional commissions and specialized agencies. This is being accomplished through regular and extraordinary meetings of the Sub-Committee through which all inputs to the preparatory activities leading to the Conference and to the Conference itself are being defined.

The Sub-Committee has also served as the vehicle for the preparation of the water component of the above-mentioned comprehensive plan of action. The format agreed to by the Sub-Committee is being used as a basis for the preparation of the energy and mineral components of the plan.

(f) The Programme in the base period:

Table 1

The Natural Resources Programme in the base period, 1974/1975

Organizational unit	RB		XB		Total	
	\$'000	%	\$'000	\$'000		%
A. <u>Direct costs</u>						
1. Policy-making organs						
2. Programmes on in:						
(a) ESA						
(b) ECA						
(c) ECE						
(d) ECLA						
(e) ECWA						
(f) ESCAP						
Subtotal, Programmes						
B. <u>Apportioned costs (Common services)</u>						
3. Administration and Management						
4. Conference Services and Library						
Total (A + B)						
C. <u>Operational programmes</u>						
D. <u>Apportioned costs (Management of operational programmes)</u>						
Total (C + D)						

(g) Programme growth 1976-1979

Table 2

The Natural Resource Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average Suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

Recent developments have highlighted the fundamental importance of raw materials in the world economy and have demonstrated the high degree of economic interdependence among the various parts of the world community, as well as the ever increasing need for international co-operation. The sixth special session of the General Assembly, therefore, gave a high degree of priority to the problems of raw materials, including, in particular, energy and minerals. It called for a systematic effort to tap, on the basis of the principle of permanent sovereignty, the natural resources potential of the developing countries so as to promote their economic growth. It advocated collective self-reliance (and co-operation) among developing countries in the use of their natural resources, believing that in doing so the world resources base would be broadened on equitable terms.

Warnings have been sounded concerning the long-term availability of resources to meet increasing levels of demand. Specifically, in the field of minerals, despite the improvement of mineral production in a number of developing countries, 90 per cent of exploration and perhaps two thirds of mining production still takes place in industrial countries, and there are hardly any indications of a change in this situation. Obviously, there is room for change. In the field of energy, rising costs - coupled with those of capital goods and food - have produced serious repercussions on the economies of energy-importing countries.

In the case of water, an inadequate level of supply can be a major source of bottle-necks in social and economic development. There are clear signs of medium- and long-term limits to its availability relative to the growing demand and there is a need to look further into all possible sources of supply, including the re-use of waste waters. In fact, some regions of the world already appear to be rapidly reaching the limit of water utilization unless measures are taken towards more rational management and efficient utilization of these resources. Others may reach that stage in the not too distant future. The droughts in the Sudano-Sahelian region and in other parts of the world have brought about incalculable losses in human life and have destroyed the economic basis which provides the livelihood of millions of people.

At the same time, certain regions suffer from the ravages of floods the losses from which, on a world-wide scale, reach staggering proportions. It is necessary in these regions, therefore, to integrate the consideration of structural and non-structural measures for flood damage prevention into the planning and implementation process.

Against this general background, the following problems stand out:

(a) To enable member Governments and in particular developing countries to devise appropriate policies. There is a pressing need for the provision of objective information on the trends of demand, supply, reserves and resources. Only on the basis of reliable information and on an understanding of the flow of materials in the economies will it be possible to move towards a greater degree of harmonization of natural resources developments programmes and towards harmonization of diversity of needs of nations according to their specific circumstances. Such an attempt towards harmonization of national policies should conceptually represent a step towards rational management of the resources of this finite planet.

The United Nations should be in a position to contribute substantially to the achievement of such a goal through the establishment of a reliable information infrastructure.

(b) The serious obstacle to speedy development of indigenous resources is the lack of information on technological development and the inadequacy of technology.

(c) Lack of trained personnel: Developing countries suffer from a scarcity of personnel capable of evaluating their countries' resource base; they equally lack adequate training and applied research facilities. Similarly, there is a lack of trained personnel in charge of planning and policy formulation and implementation; their presence would ensure that investment decisions concerning exploration and development programmes, as well as questions concerning allocation of these resources, are in tune with the over-all economic and social development plans.

(d) The inadequacy of legal and administrative infrastructures required for the implementation of plans and policies: A country's ability to exercise its permanent sovereignty over its natural resources and to maximize the benefits derived from the development and utilization of these resources depends to a great extent on the adequacy of its legal and institutional infrastructures. For the most part developing countries (and some industrialized countries as well) lack comprehensive

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and coherent national resources legislation, though a certain number of laws and provisions may often be found scattered in their general legislation.

Similarly, the administrative systems are for the most part not geared towards meeting the needs of the field of natural resources development and utilization. Inadequate administrative systems seriously impede the planning and policy formulation process.

In cartography, developing countries are hampered by a lack of technical personnel and equipment. And the lack of understanding of the need for proper mapping when planning development projects.

B. Regional

(a) In the ECA region the key issues focused upon are: the strengthening and development of governmental machinery for dealing with natural resources development; the integration of natural resources planning within over-all economic planning; the promotion of the establishment of an African consultative body on mineral resources development, with a view to harmonizing government policies and increasing the knowledge of the potential resources of each country by making adequate inventories of mineral, energy, and water resources; the development of electric energy and the study of the development potential of non-conventional sources of energy; the planning and establishment of networks for the collection and interpretation of essential hydrometeorological data; the improvement of training and research facilities for professional and middle level personnel; and the harmonization of actions by Member States for the study and development of international water resources. In the field of cartography, the key issues identified are: the need for regional training and aerial survey centres; the revision of regional and subregional topical maps; the preparation of common specifications for such topical maps; and the need for study of the present status of cartographic surveying and mapping.

(b) In the ECE region there is great concern about the medium- and long-term availability of energy resources and its related environmental implications. Following a period of relatively abundant and cheap energy there is, therefore, a need for long-term comprehensive and internationally harmonized energy policies aimed at increasing efficiency and developing new sources of energy and more rational production, transport, and use. Governments are aware of the need for formulating long-term policies with respect to coal, natural gas exploitation, storage, distribution, and trade co-ordination in electricity production and in the achievement of higher production efficiency as well as in the distribution of electricity. In the field of water resources, the increasing scarcity and cost of water relative to its demand, as well as the related pollution problems, require a harmonization of policies and an international exchange of information. This need is accentuated by the international nature of many of the region's water resources.

(c) In the ECLA region there is an inadequate knowledge of the region's energy and mineral resources. Because of the recent developments in the field of energy resources, and of the opportunities offered by mineral exploitation and development, there is a need for improving the knowledge about such resources. There is in addition a need, recognized by many Governments in the area, to revise their policy formulation process as well as their institutional and legal framework in terms of recent developments. In the case of water resources, there is a need for increasing

efficiency in their utilization and for improving the planning and policy formulation processes in the area, taking into account environmental considerations.

(d) In the ESCAP region the anticipated water requirements for food and industrial production indicate a need to accelerate the rate of water resources development. Moreover, damage caused by floods and storms, which is estimated at about \$1,000 million annually, and this represents a substantial reduction in economic growth, requires the formulation of policies and programmes at the national and regional levels. Actions are also required with regard to water pollution problems. In the field of energy and mineral resources there is a need for accelerating the development of these resources. This need has been felt more acutely since the start of the raw material crisis. There is therefore an associated need for long-term planning and policy formulation in these fields.

(e) In the ECWA region, there is a need for the rational planning and management of natural resources, including the provision of guidelines for the exploitation, exploration, processing, and marketing of the region's mineral resources, as well as for guidelines on the integrated-multipurpose planning and management of water resources, and for the formulation and implementation of medium- and long-term policies for the development of the energy sector. There are additional needs concerning the securing by Governments of adequate shares of benefits in mineral resources development, in the promotion of multinational and regional co-operation in energy, mineral, and water resources development, and for increasing the availability of water for future uses.

Medium-term objectives

(a) Centre for Natural Resources, Energy and Transport

- (i) Collect, analyse and disseminate information on reserves, supply, demand and prices of natural resources and energy on a regular and systematic basis;
- (ii) Develop and disseminate concepts for the rational planning and management of and establishment of legal and institutional infrastructure for natural resources and energy exploration, development and utilization;
- (iii) Identify and evaluate potential of natural resources and energy in developing countries;
- (iv) Promote the exchange of technical knowledge and experience in surveying and mapping;
- (v) Stimulate international co-operation in cartography;
- (vi) Disseminate on a continuing basis technical information on matters related to natural resources and energy; and
- (vii) Support of technical co-operation activities in the field of cartography.

(b) ECA

- (i) Assist the Governments of Member States in planning, directing and harmonizing, at the regional level, their programmes for the exploration, production and utilization of mineral resources and for trade in such resources;

- (ii) Promote the development in African countries of multinational institutions for research and training in applied geology and mineral extraction;
 - (iii) Undertake economic studies in exploration, development and utilization of mineral raw materials for selected industries in African countries;
 - (iv) Make knowledge of modern and efficient techniques and methods of surveying exploitation and management of mineral resources more accessible;
 - (v) Encourage exploration, systematic planning and optimum development of energy resources in African countries;
 - (vi) Promote co-ordination and rationalization of electrical energy development;
 - (vii) Promote small-scale production and distribution of electrical energy for rural development;
 - (viii) To promote the development and extensive use of non-conventional sources of energy, in particular solar, geothermal, and atomic energy;
 - (ix) To promote the collection of water resources data, including the planning and establishment of networks for the collection of hydrometeorological data, and their interpretation and use for the integrated development of national water resources;
 - (x) To provide advisory services to countries undertaking water resources;
 - (xi) To conduct manpower training for research, surveys, planning, and development of water resources;
 - (xii) To harmonize the actions of the African countries on problems of the integrated development of international river basins, by the application of comprehensive water resources development techniques;
 - (xiii) To assist countries in the development of efficient cartographic services;
 - (xiv) To prepare specialized maps and to perform related activities;
 - (xv) Support for technical co-operation in the fields of energy, minerals, water and cartography.
- (c) ECE
- (i) To consider, at annual sessions of the Commission, the current and prospective energy situation in the countries of the region;

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- (ii) To examine problems selected by the Commission for special study, including econometric model building in the energy sectors and measures taken (or which might be taken) in order to achieve increased economy and efficiency in the extraction, conversion, transport and use of energy;
- (iii) To make systematic annual and triennial reviews of the electric power situation in the region as well as the triennial review of the state of rural electrification;
- (iv) To make at least one study during the 1976-1979 period of long-term prospects of the electric power industry in the region;
- (v) To continue the work on problems raised by the development of the interconnexion of electric power transmission systems between ECE countries;
- (vi) To undertake a comprehensive study of the rational use of electric power;
- (vii) To examine periodically the economic problems involved in the integration of different types of large capacity power stations and load curve coverage;
- (viii) To organize studies, as well as the international diffusion of views and economic and technological information in order to help Governments improve their policies and determine the appropriate measures they might take on problems relating to: modern electricity supply systems for large towns and large industrial centres, designing and building thermal and nuclear power stations and conventional thermal power stations, economic and technical aspects of the relationship between electricity and the environment and distribution of electric power and rural electrification;
- (ix) To consider periodically legal, administrative and statistical questions, as well as problems raised by international standardization, in the field of electric power;
- (x) To make systematic annual and triennial review of the gas markets and gas situation in the region and its prospects;
- (xi) To organize the international diffusion of economic and technical information as well as joint studies on various selected problems of exploitation of natural gas resources, transport and storage facilities, distribution and uses of gas, and also in regard to gas making from solid or liquid fuels;
- (xii) To consider periodically international legal, administrative, and standardization problems in the field of gas;

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- (xiii) To improve the coverage and international compatibility of statistics on gas;
 - (xiv) To make systematic annual reviews of the current and prospective coal situation;
 - (xv) To examine short-term market fluctuations;
 - (xvi) To organize the international diffusion of technological information as well as joint studies on productivity and management problems;
 - (xvii) To help co-ordinate scientific research in the coal industry by organizing meetings of directors of national coal mining research institutes;
 - (xviii) To establish internationally comparable statistics in productivity, capital formation, costs of production, concentration indices, etc.;
 - (xix) To give special attention to the study of the pollution of inland waters by oil and of coastal water from land-based sources;
 - (xx) To compile a study on the use of water by sector of use in ECE countries, as well as principles and methods of economic incentives, including the fixing of fees and charges in water supply and waste water disposal systems;
 - (xxi) To analyse approaches and methods of elaborating long-term plans including long-term projections of water demands and of programmes of development of integrated water systems;
 - (xxii) To compare and evaluate methods of flood control planning in river basin development;
 - (xxiii) To make annual assessments of the progress made and expected in the economical use of water resources.
- (d) ECLA
- (i) To carry out studies with a view to improving information systems for the planning and formulation of policies on the development of water, mineral, and energy resources;
 - (ii) To disseminate the results of these studies and collaborate, on request, in their implementation in countries working in conjunction with the corresponding government planning offices and the autonomous enterprises or agencies concerned;
 - (iii) To contribute to the regional biennial appraisal of progress made in applying the International Development Strategy in the sectors indicated, and to contribute to the annual Economic Survey;

- (iv) To collaborate with the Centre for Natural Resources, Energy and Transport in the preparation of the United Nations Water Conference (Buenos Aires, 1977), and the holding of a preliminary regional meeting (1976) to analyse the problems of Latin American countries covered by the agenda of the Conference, and to carry out any follow-up action that the Conference may entrust to ECLA;
- (v) To provide countries and regional agencies with such technical advisory services as they request in the natural resources sectors.
- (e) ECWA
- (i) Collection and dissemination of information on reserves, supply, demand, and prices of natural resources:
 - Establishing or improving the data base on the energy economy, as a whole and by components;
 - Establishing and exchanging information on energy demand and supply, with appropriate projections;
 - Keeping under constant review the situation in the field of mineral resources development;
 - Providing information on and possibilities for co-operation in mineral exploitation, processing and marketing, as well as for the introduction of new technology;
 - Monitoring progress in water resources development through systematic collection, analysis, and dissemination of information, particularly about existing or potential water resources in the region;
 - Providing information on training problems and availability of skilled personnel in the field of water resources development.
- (ii) Development and dissemination of concepts for the rational planning and management of natural resources exploitation, development and utilization, and for the establishment of legal and institutional infrastructures:
 - Improving planning and management of the energy economy and rationalizing energy policies in production and distribution, particularly for electrical energy;
 - Strengthening energy institutions, and training facilities in energy, in the member countries;
 - Providing short and long-term policies for the energy sector including the application of non-conventional sources of energy;

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- Investigating the feasibility of a Regional Mineral Development Council to promote co-ordination of policies, and of an Institute for Training and Research;
 - Preparing mining laws and codes;
 - Providing guidelines for integrated planning and efficient management of water resources;
 - Formulating adequate water legislation for a more rational use of water resources;
 - Assisting Governments in their efforts to adopt appropriate methods of water conservation.
- (iii) Identification of resource potential:
- Assessing the region's oil reserves and devising adequate policies for exploiting the oil wealth;
 - Promoting regional co-operation for the establishment and expansion of oil production supporting industries and services;
 - Reviewing the possible application of new technologies;
 - Identifying and promoting investment in the mineral resources sector in the region;
 - Promoting priority regional or multinational water resources projects for financing;
 - Providing guidance for the development of non-conventional water resources.
- (iv) Support of technical co-operation.
- (v) Assisting Member States through short-term missions and expert reports in the planning, organization and management of governmental services and public institutions responsible for mineral resources and water development.
- (f) ESCAP
- (i) Provision of information and/or guidelines on the following aspects of water resources development:
- Development of deltaic areas;
 - Application of computers;

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- Establishment of water quality monitoring systems and scientific management of water resources;
 - Preparation of an action programme to develop one international river in the region;
 - Preparation of an action programme to prevent or mitigate the effects of droughts as well as provide information on the modification of precipitation;
 - Establishment of pilot flood forecasting and warning systems in two countries;
 - Build up institutional support for the mitigation of typhoon and cyclone damage;
 - Provision of advisory services to 16 countries in the region.
- (ii) Provision of information and guidelines to developing countries on energy resources identification, exploitation and utilization.
- (iii) Provision of expert advisory services to developing countries on the identification, exploitation and utilization of alternative energy resources and combinations of energy resources by means of meetings, seminars, roving seminars and studies.
- (iv) Direct assistance to developing countries by experts in the field, on preparation of pre-feasibility studies on particular energy projects, in presentation of projects to financial institutions and in follow-up project implementation.
- (v) Provision of information and guidelines on mineral resources exploration, development and utilization.
- (vi) Provision of expert advisory services to developing countries on mapping, investigation of mineral deposits including underground water and petroleum and preparation of feasibility studies.
- (vii) Provision of training of technical personnel in specialized fields of the mineral and petroleum industry through on-the-job training, training courses and seminars.

Medium-term output

(a) Centre for Natural Resources, Energy and Transport

The Centre will regularly publish information papers on reserves, supply, demand and prices of mineral and energy resources, including technological developments. These papers will be based on the continuous collection and analysis

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of the data made available to the Centre. Particular attention will be paid to the publication of short analytical papers on matters of special current interest to policy-makers, such as problems of substitution among minerals as well as the effect of substitution on demand, supply and price.

In-depth studies will be produced on problems of resources planning and management including legal and institutional aspects. In this respect, emphasis will be placed on the opportunities for co-operation among developing countries. In this general area of planning and management, a study of problems of taxation policies is also planned. The major effort of the Centre will be a study on alternative energy strategies drawing on the recent developments in this field.

The bulk of the work in the area of water resources will be geared to the United Nations Water Conference, scheduled to be convened in 1977, preceded by five regional conferences and meetings. The major reports to be prepared will deal with an assessment of the world water situation, the problems of technologies to be applied in water development, the institutional arrangements required for proper water management, and, finally, with guidelines for forecasting and projections for supply and demand of water in developing countries.

The medium-term plan of the Centre also calls for identification and evaluation of natural resources and energy in developing countries. In order to fulfil this objective there will be a report on the impact of new technologies on the supply of minerals, a study on the extent and economic potential of selected energy resources in developing countries, and preparation of guidelines on ground-water exploration and development in developing countries. Additional studies as well as minimum of two ad hoc expert groups are expected during the Plan period.

In addition to the annual Natural Resources Forum information will be disseminated, in co-operation with CESI, on topical matters related to natural resources and energy.

In cartography, the tentative schedule of meetings for the Plan period includes four conferences - three regional and one international. In addition, five seminars will take place during 1976-1979, and the United Nations Group of Experts on Geographical Names will continue to meet biennially. The current publication plans call for four World Cartography bulletins, as well as a report of the International Map of the World on the Millionth Scale and three supplements. Furthermore, at least five studies and reports dealing with new technologies in cartography and the achievement of uniform standards in surveying and mapping will be prepared. Technical co-operation activities include work on: (a) mineral exploration, establishment and/or strengthening of geological survey and mineral resources development organization, and geological mapping; (b) technical support to the United Nations Revolving Fund for Natural Resources Exploration established under General Assembly resolution 3167 (XXVIII) and Economic and Social Council resolution 1762 (LIV); (c) exploration, development, and utilization of conventional and new sources of energy; (d) ground-water exploration and development, river basin development, and water management institutes and authorities; (e) establishment or strengthening of cartographic and topographic

mapping departments or institutes as well as providing advice or training in geodesy, topographical engineering, map reproduction, photogrammetry, and aerial photo interpretation.

(b) ECA

In mineral development there will be a review of hydrocarbons in East Africa; a study of the existing infrastructure in this sector; assistance in creation of the multinational Mineral Resources Development Centres for the countries of Central, North and West Africa; studies on the base metals, coal, shale, asphalt, building and ceramics industries; and the First African Conference on Development and Utilization of Mineral Resources in 1976.

In water resource development there will be five studies, two meetings and 12 periodic publications in hydrometeorology; two water resource surveys per year with one meeting in each country surveyed; the survey on manpower and training facilities for water development will be updated; four studies will be undertaken on the development potential of international river basins, and four meetings held; and eight periodicals issued as related work.

In energy development standing committees for energy will be established in all African countries; an African documentation centre on petroleum will be created; and five regional or subregional meetings will be held.

In cartography agreements will be made for establishing a centre for training in aerial surveys in 1975, a similar agreement for East Africa signed in 1977, four meetings held, and 100 documents and eight periodicals issued in related work; various special purpose maps will be prepared.

(c) ECE

The natural resources programme of ECE consists of work in the energy sector only. The programme provides secretariat services for Coal, Gas and Electric Power Committees.

In the area of coal, studies and symposia will be conducted on long-term demand, trade productivity, utilization of coal waste, and other matters.

In the area of gas there will be reports on European gas markets and studies on the use of synthetic gas in natural gas systems, software for mathematical models, transport and storage, legal issues and other matters.

In the area of electric power various annual triennial reports will be produced on the electric power situation in Europe, including about four per year on the problems of interconnexion of the ECE transmission systems, and five per year on the environmental aspects of electric power generation.

The Annual Bulletin of General Energy Statistics for Europe will continue to be published, and each year the Commission will prepare a major study on energy problems and policies.

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(d) ECLA

The United Nations Water Conference will require preparatory meetings and documents in 1976, and extensive work in 1977. Several reports will be written on the improvement of energy, water, and minerals information systems, and other reports on prospects for the interconnexion of electrical systems in Latin America, collaboration with State Mining Enterprises, Latin America's reserves of metal-bearing minerals, and their medium and long-term market prospects for 1985-2000.

(e) ECWA

In the field of energy a survey and 10 reports will be produced, including a study and expert evaluation on the feasibility of regional distributional arrangements for electrical energy, and one on technical manpower requirements and training facilities; a meeting will be held in 1978 on regional distribution arrangements for energy.

In mineral development there will be 12 reports produced including an evaluation of technical documentation in the region and one on sovereignty over mineral resources; a meeting on mineral resource policy will be held in 1978.

In water resource development there will be a variety of reports and projections on water demand and supply, training needs, and legislation; there will be a regional meeting in 1976, a seminar on management in 1977, and expert group meeting on training needs in 1978.

(f) ESCAP

In water resource development there will be seven studies produced; advisory services to 16 countries, a reconnaissance survey of the Mekong River basin in 1976-1977, and a report and plan of action for its development; four issues of the Water Resources series and 16 issues of the Journal will be published; 850 persons will be given training through roving seminars; pilot flood forecasting and warning systems will be established in two countries and an action programme to prevent or mitigate the effects of drought will be formulated by expert working groups.

In energy development two issues each of the Proceedings of the Committee on Natural Resources and Electric Power in Asia and the Far East, and nine issues of the Energy Resources series, will be published, as well as various other reports and studies.

In mineral development, reports will be published on hydrogeological investigations of individual countries, the remote sensing of natural resources, the second edition of the Oil and Natural Gas Map of Asia and the Far East, a Mineral Distribution Map, a Gravity Map, and a hydrogeologic atlas. A seminar on Remote Sensing will be held in 1976; the Fifth Petroleum Symposium in 1976 and a seminar on the impact of petroleum and mining industries on the environment and legislative control in 1976. The Regional Mineral Resources Development Centre (RMRDC) established in late 1973 with one funds-in-trust expert provided by the

Government of the Federal Republic of Germany is being built up and expected to be adequately staffed for operational purposes during the latter half of 1974. Additional specialist staff resources are expected to be provided by the Governments of Japan and the Federal Republic of Germany and other industrialized member countries. Indonesia is providing host facilities while token financial support will be provided by the developing countries of the region. UNDP financial support is contemplated only in 1976.

A subregional Southeast Asia Tin Research and Development Centre is being established with UNDP institutional support at Ipoh, initially with Indonesia, Malaysia, Thailand as the founding members. The project duration is initially for three years from mid-1974 to mid-1977.

These two centres are being implemented in accordance with the recommendations made by the Commission at its twenty-ninth session.

The above operational facilities are designed for obtaining solutions to the problems of member developing countries in mineral resources development by providing information, guidelines, advisers, seminars and training.

Legislative authority

(a) Resources and Transport Division: ECOSOC resolutions 32 (IV), 345 (XII), 1033 (XXXVII), 1535 (XLIX), 1673 B (LII), 1761 B (LIV), 131 (VI), 261 (IX), 1838 (LVI), 1314 (XLVIII), 476 B (XV).

(b) ECA: ECA resolutions 13 (II), 18 (II), 141 (XIV), 164 (VIII), 205 (IX), 238 (XI).

(c) ECE: Programme of work for 1975-1979 adopted by the Commission in 1974.

(d) ECLA: ECLA resolutions 302 (XIV), 323 (XV), etc.

(e) ECWA: ECOSOC resolutions 1572 (L), 1673 (LII), 1802 (LV).

(f) ESCAP: ECAFE resolution E/CN.11/110.

23. OCEAN ECONOMICS AND TECHNOLOGY

The organization of the programme

(a) Policy-making organ

The Programme has developed directly in response to the needs and directives of the Economic and Social Council and the General Assembly. This process began in 1966 when the ECOSOC acknowledged that the resources of the sea, excluding fish, constituted reserves of raw materials that were not fully being utilized and that the rational use of these resources was of vital importance to all countries.

Thereafter, a succession of General Assembly and Economic and Social Council resolutions reaffirmed the importance for the international community of the rational management and development of ocean resources and uses and drew attention to many of the specific problems and needs involved, such as research, training, information and co-ordination.

Most recently, the Programme expanded as a result of General Assembly and ECOSOC resolutions addressed specifically to the questions of developing coastal areas and off-shore marine resources.

The Programme, through the Ocean Economics and Technology Office, responded within the limits of its resources, and as the need arose, to the requirements first of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor Beyond the Limits of National Jurisdiction, and then of the Third United Nations Conference on the Law of the Sea.

(b) Secretariat

The Ocean Economics and Technology Office in the Department of Economic and Social Affairs is the only organizational unit with a separate programme in this area.

In the areas of marine resources and uses of ocean space, the Office, in addition to providing its own substantive input, serves the unique role of co-ordinating the expert sectoral inputs of United Nations units, organizations and agencies and synthesizing them into a final product. In its activities relating to transfer of marine technology and the development of an information capability, the Office is focusing its resources on those marine sectors (e.g. deep sea mining extraction of minerals from sea water, off-shore structures, dredging, inter alia) in which no work is presently being carried out within the United Nations system and in which it possesses the necessary expertise.

(c) Related work in other programmes

It has been agreed that the Ocean Economics and Technology Office deals with marine minerals, primarily sea-bed minerals, while the Centre for Natural Resources, Energy and Transport (CNRET) deals essentially with land-based minerals, the two programmes being co-ordinated within the context of the Centre's general mandate in the field of mineral resources. While the Office for Science and Technology has a unified role and general competence in the field of science and technology as a whole, the Ocean Economics and Technology Office has primary responsibility in the marine sector.

The Office has maintained close communication with UNCTAD to ensure that the related mandates of the two organizations in the area of sea-bed mineral development do not result in overlapping of work and with UNEP whose role in the field of marine pollution is primarily one of research and co-ordination while operational responsibilities are assumed by other United Nations organizations and agencies. Co-ordination with UNEP has, for example, recently resulted in a recommendation by the Environment Co-ordination Board that coastal area development and management should be included in the UNEP Programme thus providing for an integrated approach.

Similarly, the Office has maintained close working relationships with the Law of the Sea Conference Secretariat and the Section for Sea and Ocean Affairs of the Department of Political and Security Council Affairs, and with the units in ESA which are in a position to provide expert advice on Programme activities in the field of coastal area management and development.

(d) Related work in other international organizations

In the areas of marine resources and the uses of ocean space, and the development of coastal areas, several of the specialized agencies are involved in various sectoral activities: FAO with fisheries, WMO with ocean meteorological forecasting, WHO with the health aspects of marine pollution, IMCO with navigational, construction, pollution and safety aspects of ships, and UNESCO (IOC) with scientific research regarding the oceans.

The International Atomic Energy Agency is concerned with controlling the discharge or release of radio-active substances into the sea and with promulgating standards for preventing marine pollution from radio-active materials.

(e) Co-ordination

The extensive formal co-ordination required in implementing this Programme

has been secured and will be maintained through the Administrative Committee on Co-ordination Sub-Committee on Marine Science and Its Applications and through the Inter-Secretariat Committee on Scientific Programmes Relating to Oceanography (ICSPRO). Informally, the effectiveness of co-ordination, particularly in regard to the implementation of specific projects, is enhanced by extensive personal contacts and written communications, as well as close working relationships among the staff members concerned. Under the Programme support is provided for the implementation of interagency programmes /Long Term and Expanded Programme of Oceanographic Research, International Decade of Oceanographic Exploitation, Intergovernmental Oceanographic Commission activities/ and for interagency programmes and bodies dealing with the preservation of the marine environment /Group of Experts on the Scientific Aspects of Marine Pollution (GESAMP), Global Investigation of Pollution in the Marine Environment (GIPME), Global Environment Monitoring System (GEMS)/.

(f) The programme in the base period

Table 1

The Ocean Economics and Technology Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
ESA					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Ocean Economics and Technology Programme: Medium-Term
Real Growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
ESA				

The problems addressed

A. General

The programme is devoted to realizing the potential contribution of marine mineral resources, particularly sea-bed minerals, to the development of an adequate natural resource base for economic growth, in the context of growing scarcities of some mineral resources and of the interrelationship between land-based and sea-based minerals. The programme also seeks to promote the rational use of marine resources and ocean space and the integrated development of coastal areas. Further, in support of these goals, the programme is directed towards promoting the transfer of appropriate marine technology to developing countries and to developing a comprehensive and reliable information/data capability for marine affairs.

B. Specific problem areas

(a) Introduction of sea-bed minerals into the world resource base

In view of the growing scarcities of mineral resources, the sea-bed constitutes an important potential source of supply of such resources. For example, half of the world's recoverable petroleum resources are estimated to exist within the continental margins, and it is expected that by the year 2000, the extraction of off-shore oil and gas will increase fivefold; billions of tons of sea-bed manganese nodules, containing nickel, cobalt, manganese, copper and other minerals, are expected to become an important source of minerals in the early 1980s. Clearly, any consideration of problems and projections relating to world mineral supplies must integrate marine mineral potential with land-based supplies.

(b) Harmonization of the uses of the sea

With the mounting world-wide expansion of off-shore mining and fishing and the widespread movement of population towards coastal areas, there is increasing need for rational management of the uses of marine resources and space, both within the areas under national jurisdiction and beyond these limits. It is also apparent that the increase in number and intensity of marine activities will lead to a greater interaction and possible conflict, so that those activities will require regulation. Thus, there are obvious needs to devise national, regional and international instruments for marine management, to define their appropriate place in development planning; and to monitor their effectiveness.

(c) The integrated development of coastal areas

The need for a multisectoral and interdisciplinary approach is especially acute in coastal areas, the narrow ribbons where land and sea meet. These areas support about two thirds of the world's population. Because they are biologically many times more productive than mid-ocean areas, a major proportion of the world's fish catch is taken near the coast. Moreover, major unexploited resources are known to exist there. Thus, the growth of competitive demands for coastal space for fisheries, mineral extraction, settlement, transport, tourism, recreation, and of emerging conflicts between uses, cannot continue without reaching the point of congestion and subsequent deterioration of the resource itself. Pollution hazards to the coastal environment and to human health, the uncontrolled growth of coastal human settlements, and the inadequately planned development of sectoral coastal activities and resources, all lead in this direction.

For developing countries, coastal development and the emergence of competitive demands and conflicts has only begun, and the potential of their coastal areas is largely under-utilized. There is a need to manage the growth of individual sectoral activities so as to obtain their contribution to national development while ensuring the continuing productivity of the coastal environment.

(d) The transfer of appropriate technology

Sectors where little or no transfer is being carried out by the United Nations system include off-shore oil and gas, deep-sea mining, salvage, off-shore structures, extraction of chemicals dissolved in sea-water, undersea habitats, and sand and gravel dredging. Assessments are required of the technological needs of developing countries in these sectors with a view to devising means for promoting transfer and facilitating implantation of this technology in the recipient country.

(e) The development of a comprehensive and reliable information system for ocean economics and technology

Much of the information required already exists, but is scattered throughout many sources and is often of uneven quality, and therefore needs to be collected, organized, interpreted and re-organized to meet specific needs, and disseminated or made easily accessible to the potential user. The sectors which come within the programme's special competence are deep-sea mining, off-shore dredging,

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mining and drilling, and off-shore and subsea structures. The programme also serves a referral/clearing-house function for information on marine sectors within the special competence of other United Nations organizations and agencies.

Medium-term objectives

(a) Sea-bed minerals: to analyse the implications, problems and approaches related to sea-bed mineral resource development;

(b) Harmonization of uses: to promote harmonization of uses of the sea by providing analytic information on uses of marine resources and ocean space;

(c) Coastal areas: to prepare guidelines to assist Governments in developing their coastal areas, and to stimulate regional or subregional co-operation among nations on coastal development problems;

(d) Transfer of technology: to prepare comprehensive guidelines on the transfer of appropriate marine technology;

(e) Information: to collect and disseminate information and data relating to marine affairs;

(f) Technical co-operation: to provide substantive support for selected technical co-operation activities in the field of marine affairs.

Medium-term output

In the area of sea-bed minerals, the output of the programme takes the form of reports requested by the General Assembly and other United Nations bodies and of substantive support for the Law of the Sea Conference and for meetings dealing with any new international mechanism designed to regulate the development of sea-bed mineral resources. For example, the programme under this objective has provided support for the former expanded Sea-Bed Committee and for the sessions of the United Nations Law of the Sea Conference. Four reports are expected to be submitted during 1976-1979 dealing with sea-bed mineral deposits and the development of these resources and the impact of such development on world mineral prices.

Development of uses of the sea is still in its infancy. In the coming decades, such uses are expected to diversify and proliferate enormously. The field, therefore, is unsettled and in the state of rapid and, in some degree, unpredictable change. For this reason, the information provided under the present objective will be presented in the form of a biennial report to the Economic and Social Council. Thus, while in one sense the objective will be attained every two years with each submission of the study, the need which it is intended to satisfy is an ongoing one that will extend beyond the medium-term plan period.

A manual for coastal area development will be completed in 1978; it will present a refined methodology for coastal area planning that will serve as a practical tool for national and regional planners and policy makers in developing coastal areas. The manual will also contain a guide to the activities, resources and expertise of United Nations agencies and organizations involved in this field. Two groups of experts meetings will be convened in the 1976-1979 period in part to assist in preparing this output.

A marine technology guide is expected to be ready in 1978 or early 1979. It will be designed primarily for those policy-makers and managerial personnel in the developing countries who are involved in the uses of marine resources and ocean space and will provide a stage-by-stage description of the alternative methods and technological requirements in establishing a marine activity (e.g., oil and gas drilling, nodule mining, dredging). It will also describe sources of supply of the various technologies, equipment, services and training facilities and include information on costs, benefits and market situations. In addition to providing information for those technology sectors falling within the scope of the Ocean Economics and Technology Programme, the guide will incorporate information provided by United Nations agencies and organizations pertaining to those sectors within their special competencies. A biennial report, prepared in co-operation with the specialized agencies, will deal with existing arrangements in the United Nations system for the transfer of marine technology.

The provision of information on ocean economics and technology began with the inception of United Nations involvement in marine affairs in 1966. However, its present form was initiated in 1973. Several "Fact Sheets" on manganese nodules and mining technology have already been published, and others will be published on a regular basis. Several bibliographies have also been prepared for publication in the journal Ocean Management. Articles on selected marine affairs topics will be prepared as in the past for the UNESCO IMS newsletter. Press releases, through OPI/CESI, and information notes, will also be prepared as required.

A compendium of sources of relevant statistics will be prepared for annexation to the biennial study Uses of the Sea for submission to the Economic and Social Council. On an ongoing basis, the office has been serving as reference/referral centre within the United Nations in the field of marine affairs, and by 1977-1978, it is expected that this function will have been more formally structured and institutionalized. By 1978/79 a user's referral guide will be ready for publication. Apart from this, 12 fact sheets and an updated revision of the bibliography as well as miscellaneous information materials will be produced during 1976-1979.

The technical co-operation activities for which the programme will provide substantive back-stopping are as follows:

- (i) Seminars on coastal area development and marine resource development: One seminar proposal has been accepted by UNDP (INT/72/098) for 1976 for up to 30 officials from developing countries. The Federal Republic of Germany has agreed to host the seminar. A second is being proposed to be held in Latin America in 1977. It is also expected that a regional symposium in the Malacca Strait area, involving all countries

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in the region, will be convened in 1976 or 1977 in follow-up of a recommendation by the Group of Experts meeting held at United Nations Headquarters from 11-15 November 1974.

- (ii) Marine Affairs Institutes: One such Institute in the Caribbean was inaugurated in late 1974 and great interest in the creation of similar ones has been expressed in several countries in South-East Asia, East and North Africa and Latin America. It is expected that at least two of these will concretise and obtain UNDP funding during the biennium.
- (iii) Coastal area development projects: A broad prefeasibility study in the Arabian/Persian Gulf area was begun in 1975; it will be followed in successive stages during the 1976-1977 biennium by a technical seminar and a regional conference intended to prepare a comprehensive coastal area programme for the region. National projects, implemented in successive stages but within a national context, will be in 1976/77 for Trinidad and Tobago and Argentina/Uruguay in Latin America, and for the United Arab Emirates and Kuwait in the Middle East.

Legislative authority

General Assembly resolutions 2172 (XXI), 2414 (XXIII), 2467 (XXIII), 2560 (XXIV), 2750 (XXV) and 3029 (XXVII); Economic and Social Council resolutions 1112 (XL), 1380 (XLV), 1381 (XLV), 1382 (XLV), 1641 (LI), 1802 (LV) and 1893 (LVII). Also, Report of the Sea-Bed Committee to the twenty-fifth session of the General Assembly, 1970, document A/8021; and request from the Law of the Sea Conference at its second session (A/CONF.62/C.1/L.10 and Rev.1).

24. POPULATION

The organization of the programme

(a) Policy-making organs

The Population Commission, which meets biannually, consists of 27 members. It advises the Economic and Social Council on the size and structure of population change, the interplay of demographic, economic and social factors and of policies on the size and structure of population on which the governing bodies and organizations of the United Nations or the specialized agencies may seek advice. In the ESCAP, a population committee, whose initial meeting is scheduled in 1976, has been established to ensure that the ESCAP work programme is based on priority needs of the countries and region. In the ECA region, the Conference of African Demographers meets annually to review the work programme of the ECA secretariat in the field.

(b) Secretariat

The Population Division has research sections on trends and structure, population and development, population policy, estimations and projections, fertility studies, and programmes and projects dealing with the co-ordination and support of substantive aspects of technical co-operation in the population field. There is a Population Division in the ESCAP, a Population Programme Centre at the ECA, a Population Unit at the ECWA secretariat, and a Population Unit within the Social Development Division of the ECLA for dealing with population questions at the regional level. The Population Division at the ESCAP consists of three substantive sections dealing with general demography, fertility and family planning, and clearing house and information services. The Population Programme Centre at the ECA has three main sections dealing with policy and programme co-ordination, fertility and general demographic studies.

(c) Related work in other programmes

The Population Division is the only unit at Headquarters devoted to the over-all questions of population. The division collaborates with the Statistical Office, particularly its Demographic and Social Statistics Branch in connexion with work on demographic statistics. It also co-operates with the Centre for Development Planning, Projections and Policies in the area of population and development; with the Centre for Housing, Building and Planning on demographic aspects of housing; with the Centre for Social Development and Humanitarian Affairs on the population aspects of social welfare and social development and status of women; with the Division of Human Rights on population and human rights and with the Division of Public Administration on demographic aspects of public administration and family planning.

(d) Related work in other international organizations

Close collaboration is maintained with several bilateral organizations. The main non-governmental organizations with which relations are maintained are the

International Planned Parenthood Foundation, the Population Council and the Ford Foundation. At the regional level, in addition to the agencies mentioned above, regional institutions are also involved in the population programme such as the Asian Institute for Economic Development and Planning, the Asian Statistical Institute, and the Asian Centre for Development and Administration in the ESCAP region. In the ECA region, the programme is co-ordinated with those of the OAU, OCAM and the UOEAC. In the Latin American region, collaboration is maintained with ILPIS, CLACSO (PISPAL), FLACSO and PREALC.

The programme's output in this area provides basic information needed for ILO's projections of labour forces, UNESCO's projections of school enrolment, and FAO's projections of agricultural vs. non-agricultural population. In the area of family planning, UNESCO has a family planning communication programme, and FAO has a Planning for Better Family Living programme. Co-ordination is also needed with the Population Council and IPPF, CICRED and the World Fertility Survey. In the area of population policy co-ordination is needed with most specialized agencies and IBRD.

(e) Co-ordination

Co-ordination within the United Nations family is maintained through the ACC Sub-Committee on Population which meets annually and, if necessary, more often. The Population Division functioned as the focal point for all substantive documentation prepared for the World Population Conference, 1974. In addition, co-operative arrangements exist for co-ordinating specific projects where one or more organizations of the family have both expertise and interest. In the ESCAP region, the ESCAP Population Division convenes periodic regional interagency meetings on population, as collaborative arrangements with specialized agencies and with the development support communication services are on an individual project basis. In the ECA, annual interagency meetings are held to co-ordinate with the population programme of the ECA with those of the United Nations family.

(f) The Programme in the base period

Table 1

The Population Programme in the base period, 1974/1975

Organizational unit	RB		XB		Total	
	\$'000	%	\$'000	\$'000	%	
A. <u>Direct costs</u>						
1. Policy-making organs						
2. Programmes						
(a) ESA						
(b) ECA						
(c) ECE						
(d) ECLA						
(e) ECWA						
(f) ESCAP						
Subtotal, Programmes:						
B. <u>Apportioned costs (Common services)</u>						
3. Administration and Management						
4. Conference Services and Library						
Total (A + B)						
C. <u>Operational programmes</u>						
D. <u>Apportioned costs (Management of operational programmes)</u>						
Total (C + D)						

(g) Programme growth 1976-1979:

Table 2

The Population Programme: medium-term real growth, 1976-1979

Organizational unit	Regular Budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

A. General

The problem of population growth is approached in a variety of ways by individual countries. One group of countries considers population growth as an impediment to development and has declared policies for influencing it by reducing fertility. There are other countries, especially those with abundant resources and sparse settlement, which see distinct advantages in maintaining a rapid growth of population. In other cases, where mortality is still high, priority is given to the reduction of death rates and, in particular, infant and childhood mortality. There are also countries which view the problems of population principally in terms of better distribution and settlement patterns, approaches to fertility in terms of maternal and child health and well-being. While each of these aspects has to be considered in their specific implication, there are also common needs for world demographic information and assistance to developing countries in the formulation of surveys, analysis and population policy at the regional and country levels.

B. Specific problem areas

(a) Demographic projections

Many countries in the world are taking censuses for the first time. The results of demographic surveys are an increasingly used tool for estimating basic demographic data and variables (such as fertility, mortality and internal migration). The poor quality of this data and the demographic estimates and population projections that result from its analysis, and which are indispensable as a factual basis for decision-making and policy formulation, remain of concern.

(b) Analysis of population trends

Although the accumulated knowledge of the impact of demographic change on economic growth is considerable, changing priorities in development call for intensified applied and problem-oriented research to determine the impact of demographic change on employment, income distribution, education, health and social development.

(c) Interrelationships of population and development

Explicit consideration and integration of population factors in the preparation and implementation of development plans and programmes require methodological study and a provision of guidelines to incorporate demographic variables in policy formulation and planning. Of equal importance for the formulation of development and population policies is the further elucidation of the reverse impact, of economic and social change on demographic variables, particularly fertility, mortality and migration.

(d) Population policy

The growing awareness of the necessity to take rapid demographic changes into account in the formulation of national development strategies and plans has not been matched by a corresponding progress in methodology. Guidelines are needed to help development planners take into account demographic factors and trends.

(e) Family planning

Family planning programmes need assistance with administration and management, social science support and evaluation, particularly of motivation and communication.

C. Regional

In Africa there is at the policy-making levels a lack of awareness of the implications of population trends for economic and social development and of their effect on national policy. This is largely due to the lack of demographic data needed for planning and the lack of technically trained persons needed to develop analytic work.

In Latin America, the problems of concern are those relating to the interrelationship of economic and social variables within the context of differentiated developmental styles and patterns of socio-economic change. 1/

In the countries of the ECWA region, high birth rates, rapidly declining mortality, large-scale rural exodus to capital cities, intra-regional migration and economic and social imbalances brought about by the movement of skilled workers and technicians represent some of the major characteristics of the demographic situation. The awareness of population problems in the context of developmental issues has led to the establishment of national population committees and strategies involving population programmes and policies will need to be initiated.

In Asia and the Pacific as of 1974, 26 out of 34 member and associate member countries of the region with over 95 per cent of the region's population had official population policies backed by family planning programmes, either solely governmental or involving supporting efforts. These programmes have varied in their impact on fertility and in some countries efforts are needed to improve their effectiveness. Among the problems requiring action are the identification of priorities in the field of population; training of national experts in latest research and evaluation techniques; and support of national efforts to improve management and operational elements in family planning programmes. Finally, there is great need to collect and disseminate population information at the regional, subregional and national levels since new developments are taking place in the context of governmental efforts.

1/ It is expected that the joint ECLA/CELADE unit within the ECLA which is currently funded until end 1975 by the UNFPA will continue to function in the 1976-79 period.

Medium-term objectives

(a) Population Division, ESA

- (i) Demographic Projections: To evaluate from the viewpoint of a user the accuracy and completeness of basic demographic data for individual countries; develop and disseminate internationally comparable estimates and projections of total population by sex and age, and of households and families; prepare demographic models and study the interrelationships of various demographic projections.
- (ii) Analysis of Demographic Trends: To provide, at the global and country levels, estimates of fertility levels and trends in conjunction with the Statistical Office and, continuing liaison and technical support to the World Fertility Survey; mortality studies, particularly of countries with poor statistics; estimates and projections of urban and rural population; periodic assessment of trends and prospects in international migration; changes in population trends and variables as part of the review and appraisal of the International Development Strategy and the World Population Plan of Action.
- (iii) Analysis of the Interrelationships of Population and Socio-economic Factors: To develop a systematic method of studying the relative importance and interrelation among variables influencing reproductive behaviour under different social community and family contexts; achieve a better understanding of the impact of population trends on different elements of the unified approach of the International Development Strategy; study the demographic aspects of youth population; study the impact of demographic change on the administrative needs of developing countries.
- (iv) Assistance with Population Policy Formulation: To disseminate guidelines and methodologies for incorporating population trends and characteristics in development plans; maintain information on policies being considered or undertaken as well as review the policy aspect of the World Population Plan of Action; study implications of national population policies for social and economic development policies and the reverse relationships.
- (v) Family Planning: To develop profiles of the different kinds of people who reject family planning, in order to determine the content of pamphlets and other communications; compare the organization and administration of programmes at the country level taking into account variations of conditions in different countries; determine the importance of declining infant and child mortality on reproductive attitudes and behaviour of parents, by family size; assess the impact of family planning programmes on fertility.

- (vi) Support for Technical Assistance Activities: To provide support, and arrange a co-ordinated and comprehensive approach, for technical assistance programmes in the population field by the United Nations including the regional economic commissions.

- (b) ECA
 - (i) To assist governments in the region to improve information on population and to give due recognition to the interrelationships between population dynamics and economic and social development.
 - (ii) To increase awareness of the short- and long-term problems and implications of population trends and assist governments to solve these problems through the formulation and implementation of effective population policies and programmes.
 - (iii) To assist governments in the region to train personnel for work in the field of population.
 - (iv) To develop technical co-operation and co-ordination at the regional level.

- (c) ECWA
 - (i) To develop and disseminate demographic data and collection systems.
 - (ii) To increase the supply of technically trained personnel and widen the scope and amount of technical assistance and research in population.
 - (iii) To assess the regional population situation.
 - (iv) To develop regional co-operation and co-ordination.

- (d) ESCAP
 - (i) To improve administration and organization efficiency of family planning programmes in countries where socio-economic development is lagging, assist in the utilization of possible motivational means for acceptance of small families, including support of leadership at all levels, and development of methods for evaluating impact of programmes.
 - (ii) To conduct analysis on the relationship of population factors to economic development and assist in formulation of population policies.
 - (iii) To train experts in all aspects of population including analysis, evaluation and other aspects needed by programmes.
 - (iv) To act as clearing-house for information and regional population policies.
 - (v) To develop co-operation and co-ordination at the regional and subregional levels.

(e) ECLA

- (i) To conduct interdisciplinary research on relations between demographic change and development taking into account the different situations and styles of development which occur in Latin America.
- (ii) To provide technical assistance for improving the use of demographic variables in development planning and provision of information needed to assist in formulation implementation and appraisal of population policies.

Medium-term outputs

(a) Population Division, ESA

In the area of demographic projections it is expected that approximately 10 working papers and 4 reports will be produced, and 80 print-outs and 30 tapes sent annually to Governments, specialized agencies and other bodies. A meeting on demographic models and projections as aids to development planning will take place in 1977.

The World Population Situation will be issued in 1976 and 1978. Reports on international migration trends will be issued in 1975 and 1976; on levels and trends in mortality in 1976; model life-tables in 1979.

Profiles of people who reject family planning will be made in 12 countries by 1978; conclusions from the international comparison of programmes will be ready in 1978. One interregional and three regional meetings, and one expert-group meeting, are planned for 1976-1979.

Seven reports on population policy will be published, and four regional meetings conducted during 1976-1979. In addition, world reviews of government policies will be published every six months, 40 to 50 country profiles updated each year, and 2 regional reports published each year.

In the area of technical assistance, the programme provides technical and substantive review and appraisal of all new population programmes and projects which fall within the mandate of the United Nations; the provision of substantive support of ongoing projects executed by the United Nations; project development in the total population field in collaboration with interested offices within the Secretariat (Statistical Office, Centre for Housing, Building and Planning, Centre for Social Development and Humanitarian Affairs and others as needed), and the regional commissions. The technical co-operation programme also provides substantive assistance to UNFPA, upon request, in connexion with its operational activities in the field of population.

The technical co-operation programme in the field of population has shown considerable growth in the period 1970-1974 and operational projects executed by the United Nations have steadily increased from a total cost of about \$3 million in 1970 to \$6.5 million in 1973. The allocations made for this programme in 1974

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is about \$20 million and it is expected that the level of expenditure of the programme in 1974 would be of the order of \$11.6 million (even assuming the 1973 implementation ratio of 56 per cent). The regional, interregional and global component of this programme is of the order of \$9.5 million and it is expected to be of the same order in the period 1976-1979. The total programme, taking into account improving implementation, should be of the order of around \$20 million annually during the medium-term plan period.

(b) ECA

By the end of 1975, country case studies on the relation between population and economic and social development will be completed for all countries, and on the relation between family size and health and welfare for 20 countries. About 20 countries, most of which have never taken a census, will be assisted to do so through the African Census Programme. The Population Programme Centre will assist countries in the analysis of census results. Two United Nations Demographic Training and Research Centres exist and, by the end of 1975, they will graduate 15-20 students per year. Over all, during the 1976-1979 period, about 50 studies will be produced, 40 meetings held and 4 journals published on a periodic basis.

(c) ECWA

During 1976-1979 census analyses and 10 other studies will be conducted, including a comparative survey of nomadic groups, a survey of intraregional migration, and one on nuptiality trends. There will be an expert group meeting on census analysis in 1977, a seminar on regional co-operation in 1978 and the Second Regional Population Conference of ECWA in 1979. Advisory services and backstopping of national projects will continue to be provided.

(d) ESCAP

In the area of fertility and family planning, there will be in the 1976-1979 period six expert-group meetings including such aspects as measures beyond family planning, anthropological aspects of family planning, administration of family planning, motivational programmes for youth, etc. Twelve national or regional training courses oriented to various aspects of programme implementation and 12 study tours will also be undertaken. Six multinational studies in such areas as administrative and operational aspects of programmes, integration of family planning in developmental efforts, and effects of nuptiality on fertility, etc., will be undertaken. In demographic analysis and research, 17 reports will be completed, including a projection on housing requirements, a comparative study of the relation of internal migration and urbanization to development, and 7 country monographs will be completed. The programme of collection and dissemination of information through the clearing-house will be continued with the quarterly publication of the Asian Population Programme News and periodical updating of the directory on research and training in demography and through the distribution of population periodicals and various brochures and audio-visual training aids. Workshops for population correspondents in ESCAP countries and strengthening of clearing-houses in them will be continued with special emphasis in six countries. The translation programme will be strengthened.

(e) ECLA 3/3

The programme will contribute to the third appraisal of the International Development Strategy due to be made in 1976. An inventory and periodic analysis of population policies of the countries of the region will be made and continuously updated. Case studies aimed at interpreting the role of demographic trends in the development of countries will be undertaken. Two research projects on new aspects of international migrations in Latin America as well as a study on family structure and social change will be undertaken. Patterns of settlement of the rural population will also be studied.

Legislative authority

(a) Population Division, ESA

General Assembly resolutions 2211 (XXI), 2626 (XXV) and 2683 (XXV); ECOSOC resolutions 1084 (XXXIX), 1347 (XLV), 1483, 1484, 1486 (XLVIII) and 1672 (LII). It is anticipated that the World Population Plan of Action will be adopted by the World Population Conference in 1974 and later endorsed by the General Assembly.

(b) ECA

General Assembly resolution 2211 (XXI); ECOSOC resolutions 1347 (XLV) and 1672 (LII); ninth session of ECA; first and second sessions of the Conference of Ministers; ECA resolution 230 (X).

(c) ECWA

General Assembly resolutions 2211 (XXI), 2626 (XXV), 2683 (XXV), 2724 (XXV); ECOSOC resolutions 1084 (XXVII), 1215 (XLII), 1307 (XLIV), 1347 (XLV), 1564 (L), 1582 (L), 1628 (LI), 1672 (LII), 1818 (LV).

(d) ESCAP

First (1963) and Second (1972) Asian Population Conferences; Commission resolutions 54 (XX) and 74 (XXII).

(e) ECLA

ECLA resolution 327 (XV).

There is also a need to monitor the extent to which national population policies comply with the World Population Plan of Action.

3/ Since the programme is to be funded by UNFPA, work programmes as presently conceived deals with outputs for the period ending 1974.

25. PUBLIC ADMINISTRATION AND FINANCE

The organization of the programme

(a) Policy-making organs

The work programme of the Division is approved by the Economic and Social Council. In this task, the Council is assisted periodically by an Expert Group in Public Administration and Finance.

(b) Secretariat

The Division of Public Administration and Finance in ESA has five substantive Sections: Personnel Administration and Training; Development Programme Management; Organization and Management Services; Government Budget and Financial Management; and Development of Financial Institutions. The Director is assisted by two Deputy Directors who are in charge of research and development and operational activities respectively. There is at ESCAP a regional Centre for Development Administration; ECA has separate units for Public Administration and for Public Finance and Financial Institutions; ECWA has a unit on Development Finance and Administration.

(c) Related work in other programmes

The Division is the only unit exclusively engaged in issues of public administration and development. The Division also has substantive responsibility in the fields of government budgeting and financial management and development of financial institutions. In these fields, the Centre for Development Planning, Projections and Policies undertakes work on policy questions, particularly at the macro-level and this work is to be co-ordinated with that of the Division.

(d) Related work in other international organizations

Several specialized agencies such as FAO, ILO, WHO etc., undertake work on certain aspects of public administration and finance relevant to their programmes. The World Bank and the IMF have programmes in public finance and financial institutions. The World Bank also has a programme in public administration. Many of the non-governmental organizations are also engaged in work on public administration and finance.

(e) Co-ordination

Co-ordination is ensured through meetings of the Expert Group and direct contacts and communications and through periodic visits to the specialized agencies and other organizations. In operational activities co-ordination is achieved through joint missions, through the UNDP/OTC, and by close co-operation at the project level. Collaboration with the Regional Commissions is effected through joint participation in meetings and seminars, exchange of substantive documentation, fielding of joint operational missions, and direct communications.

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(f) The Programme in the base period

Table 1

The Public Administration and Finance Programme in the base period, 1974/1975:

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs: (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Public Administration and Finance Programme:
medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 Budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed:

A. General

The most important concern, among the developing countries, in the field of Public Administration and Finance is to promote the effectiveness of governmental actions in achieving national objectives. The activities called for in this field are both interdependent and complementary. They include strengthening institutional arrangements for planned development and policy analysis; reforming public service systems; fostering training and personnel development programmes; strengthening central agencies for management improvement; developing skills in the selection and use of new management techniques; improving the management of development programmes; and enhancing the role of regional and local administration in national development; modernizing systems of government budgeting and financial management; improving performance of public enterprises; rationalizing systems of tax administration; mobilizing internal and external financial resources for development by appropriate techniques and institutions of saving; and channelling the available supply of savings to investment projects in accordance with their development priorities.

(a) Personnel administration and training

Improvement of personnel administration is a critical factor in developing a sound system of public administration for development. This calls for a study and evaluation of several measures such as structural reforms of public personnel systems, deployment and utilization of personnel resources, strengthening career development programmes and staff motivation, strengthening and upgrading training institutions and programmes, and developing resources for training public services trainers.

(b) Organization and management services

The efforts to promote the efficiency of governmental actions also depends on the establishment and strengthening of agencies that will promote administrative reforms. In addition to this, development of skills in the application of management improvement techniques, including modern government techniques, and improving policies and practices in information management and computer uses in government are equally important.

(c) Development programme management

There is a serious need to improve organizational requirements for planned development, strengthen the management of development programmes and the administration of regulatory functions, and develop guidelines for the administration of sectoral programmes. Other important issues are strengthening national agencies and institutions for the improvement of regional and local government activities and improving managerial performance of public enterprises.

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(d) Government budget and financial management

Improving financial capabilities of Governments in developing countries is an important problem in development. This calls for modernization of their systems of government budget and financial management, improved financial performance of public enterprises and strengthening of their systems of tax administration.

(e) Development of financial institutions

Development and strengthening of financial institutions is essential for the mobilization of domestic and external financial resources for development. It is therefore necessary to examine appropriate forms, techniques and institutions of savings and to ensure the channelling of mobilized resources into investment projects in accordance with their national development priorities.

B. Region A

In Africa, the critical problems are a serious inadequacy of administrative, managerial and financial personnel and of public administration and training institutions, and a need to strengthen financial and monetary co-operation among African countries. In Latin America the emphasis is to be placed on the introduction of modern management techniques and on improving the management of regional, sectoral and individual development programmes and projects. In Western Asia, the institutional, technical, personnel and policy problems are still important. In Asia and the Pacific, as in other developing countries, the principal emphasis is on improving the over-all implementation of development plans and on developing skills in the application of techniques and policies in the field of public administration and finance.

Medium-term objectives

(a) Division of Public Administration and Finance, ESA:

- (i) Collect, analyse and disseminate information on changes and trends in Public Administration and Finance for development; to survey changes and trends in public administration and finance for development, identify critical problems in these fields, and evaluate effectiveness of the measures taken for administrative and financial improvement in relation to national and international goals and objectives.
- (ii) Facilitate reforms of public services and strengthen management training institutions; to undertake studies on structural reforms in public services and action research on strengthening and upgrading institution-building for management development. To formulate strategies for development of senior and top administrators.

- (iii) Identify and study critical management problems affecting the efficiency and performance of administrative systems and formulating proposals for their improvement; to study role of central agencies for improvement of governmental operations, and to provide for training and development of O and M specialists. To develop principles and methodologies of O and M work. To examine use of modern management techniques in programme and project administration and provide guidelines on management information and control systems.
 - (iv) Develop guidelines on the institutional, technical and policy aspects of development programme management; to evaluate national efforts for major institutional reforms in public administration aimed at improved plan implementation and to develop guidelines on administration of development planning and plan implementation. To prepare analytical studies on administration of major development programmes and projects and to examine the measures for increasing the administration capability of local authorities for effective participation in nation-building and development.
 - (v) Undertake studies on strengthening the role of government budgeting in plan implementation and policy analysis and on improving financial management in general government and public enterprises; to evaluate the role of government budgetary systems in plan implementation and to examine new techniques of budget and financial management. To review the working of the tax systems and the operations of public enterprises and to formulate suggestions for improving efficiency in these fields.
 - (vi) Undertake research designed to expand the capacities of domestic financial institutions in the mobilization of domestic private savings and channelling those resources to development processes; to assist developing countries in the establishment and strengthening of financial institutions and in devising appropriate forms and techniques of mobilizing private savings.
 - (vii) To provide substantive support at all levels to technical co-operation activities in public administration and finance and to co-ordinate these activities.
- (b) ESCAP

Initiate and conduct, where appropriate, and in co-operation with relevant institutions and agencies, training and other related activities on key areas of development administration; to collect, exchange and disseminate relevant information, to improve administrative capability including introduction of modern management techniques, to improve the efficacy of public enterprises and other administrative components; studies aimed at identifying administrative obstacles to implementation of agricultural development plans.

(c) ECWA

Develop appropriate budgetary techniques and methods as instruments of policy in the process of plan implementation. Evaluate tax systems and provide policy guidelines for the development of national tax systems. Promote the exchange of information on the financial systems and establish and strengthen financial institutions. Assess the administrative and institutional needs of countries in the region. Develop guidelines on administrative reform planning. Develop skills in the use of modern management techniques and assist countries in meeting and training needs of public personnel.

(d) ECA

Assist training needs, develop training material and strengthen training institutions. To determine the organizational and management problems affecting the efficiency in governmental institutions and public enterprises. To analyse the structure and organization of responsibility including organization arrangements for the procurement and disbursement of supplies.

Medium-term outputs

(a) Division of Public Administration and Finance, ESA

A first survey of changes and trends in public administration is expected to be issued in 1977. In the field of personnel administration and training, four studies are planned. An expert group meeting is scheduled for 1977.

Three studies on O and M issues and three monographs on modern management techniques will be completed. Four studies on the institutional aspects of the administration for development planning and two studies bearing on the capabilities of local governments are contemplated. Two manuals will be prepared respectively on the administration of population programmes and of large-scale multidisciplinary programmes. An expert group meeting is planned for 1976.

A study each on techniques of budget management and effects of budget on income distribution is planned. Two reports will be prepared on the financial performance of public enterprises. An expert group meeting will be held in 1977. A study on techniques for the assessment and collection of taxes from self-employed and two country case studies on the administration of tax incentives are included. Four studies are scheduled to be prepared on different aspects of financial institutions.

In the area of technical assistance, the programme entails provision of comprehensive technical and substantive support including project development to all public administration and finance programmes and projects which fall within the mandate of the United Nations. Technical projects in public administration and finance have shown an annual rate of growth of nearly 20 per cent since 1970. The increase in recent years has changed significantly the structure of the technical assistance programme. Substantive support is being provided to the African Centre

for Planning and Research (CAFRAD), Tangiers, Morocco; East African Community Management Development Institute, Arusha, Tanzania; Asian Centre for Development Administration (ACDA), Kuala Lumpur, Malaysia; the Central American Institute for Public Administration (IPAC), Costa Rica; and two subregional centres in development administration in Latin America are being planned in Mexico City and Venezuela.

(b) ESCAP

A study on the implementation of agricultural development plans will be carried out as well as programmes of training public administration trainers. A regional workshop on use of management techniques in public enterprises is planned, as well as a workshop on local government personnel systems with special reference to needs posed by socio-economic developments. These activities will be closely co-ordinated with the other activities carried out under the ESCAP development planning programme.

(c) ECWA

Two studies and two survey reports are to be prepared in the field of public finance and financial institutions. Five studies are planned in the field of public administration. In addition, a biennial report on review and appraisal of development finance and administration under the Second Development Decade will be completed. Four meetings are also planned.

(d) ECA

In the field of Public Administration, three studies and six instructional manuals will be prepared and a number of meetings and training courses are planned at national, subregional and regional levels. Eight studies are to be undertaken on aspects of budgetary systems and management. Five studies will be carried out on tax systems in African countries. Two studies will be made on the evaluation of tax incentives for economic development. Sixteen training courses at the national level and two regional seminars on taxation and budgeting are envisaged. Eight studies will be carried out on the role of domestic financial institutions in the mobilization of savings. With regard to monetary and financial aspects of African development, annual surveys are planned, as well as several studies on monetary co-operation in Africa, studies on foreign aid and assistance and studies on foreign investment and on insurance and re-insurance in Africa.

Legislative authority

A. Division of Public Administration and Finance, ESA.

General Assembly resolutions 723 (VIII), 2561 (XXIV), 2625 (XXV), 2803 (XXVI).

Economic and Social Council resolutions 1567 (L), 1630 (LI), 1632 (LI), 1633 (LI), 1271 (XLIII).

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B. ECA's resolutions 70 (V), 124 (VIII), 172 (VIII), 202 (IX) and the decision taken by the Fifth Meeting of the Executive Committee in May 1971.

C. ECWA

General Assembly resolutions 2561 (XXIV), 2562 (XXIV), 2563 (XXIV), 2565 (XXIV), 2626 (XXV), 2681 (XXVI), 2803 (XXVI), 2804 (XXVI), 2845 (XXVI), 3016 (XXVII) and A.RES/3202 (S-VI); and

Economic and Social Council resolutions 1271 (XLIII), 1360 (XLV), 1541 (XLIX), 1601 (LI), 1603 (LI), 1630 (LI), 1631 (LI), 1632 (LI), 1633 (LI), 1567 (L) and 1818 (LV).

26. SCIENCE AND TECHNOLOGY

The organization of the programme

(a) Policy-making organs

The Committee on Science and Technology for Development (CSTD), meets biennially and consists of 54 members elected by ECOSOC for a period of three years. It provides policy guidance and makes recommendations to ECOSOC in the field of the application of science and technology to development.

The Advisory Committee on the Application of Science and Technology to Development (ACAST), which has up to now met annually but as of 1975 will meet biennially, consists of 24 members appointed by ECOSOC on the nomination of the Secretary-General and selected on the basis of personal qualifications and geographic representation. It keeps under review progress in the application of science and technology, and in close co-operation with the ACC scientific and technological programmes and activities within the United Nations system.

In the regional commissions, ECE has a committee of senior advisers to ECE Governments on Science and Technology as well as several subsidiary committees, ESCAP has a Committee on Industry and Natural Resources and an Inland Transport and Communications Committee which in turn both have several subsidiary committees. ECA has an intergovernmental committee of experts for science and technology development. At the ECLA meeting on science and technology held in Mexico in 1974, it was recommended that an intergovernmental expert committee be established for the analysis of the application of science and technology to the development of Latin America.

(b) Secretariat

The Office for Science and Technology has three sections dealing with new technologies, technology application, and science application. It also has a branch office in Geneva. In the regional economic commissions, ECLA for the moment has no office specifically responsible for science and technology although it does have an Industry Division. However, based on the results of the meeting on science and technology for development in Latin America which took place in Mexico in 1974, it is expected that a programme will be established in this field. ECE has a Trade and Technology Division, ECA and ESCAP both have Science and Technology sections, and ECWA has plans to set up a Natural Resources and Science and Technology Division in 1975.

(c) Related work in other programmes

The Office for Science and Technology with the support of the various corresponding units in the regional economic commissions where they exist is responsible for assisting the ACAST and the CSTD in their role in the application of science and technology to development in the United Nations system. Within ESA several offices and organizations have sectoral responsibilities in certain fields

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related to the application and/or integration of science and technology to development. The Centre for Social Development and Humanitarian Affairs is interested in the social impact of the application of science and technology, the Centre for Housing, Building and Planning concerns itself with technological considerations relevant to the building field, the Public Administration and Finance Division is involved with certain aspects of the field of computer science and technology and the Centre for Natural Resources Energy and Transportation and the Ocean Economics and Technology Office are concerned with all aspects related to the exploitation and development of natural resources.

(d) Related work in other international organizations

Virtually all of the various United Nations organizations and specialized agencies are concerned with an undertaking work in certain aspects of the application of science and technology to development. In particular and in addition to the specialized agencies, UNITAR is concerned with technology transfer and training, UNCTAD with the macro consideration and legal aspects of technology transfer and its impact on trade, UNIDO with industrial technology and UNEP with environmental considerations. At the international level, several international organizations are concerned with the field and actively pursuing programmes therein. These include ICSU, IFIAS, IRI, IDRC, PUGWASH, and the Club of Rome, which undertake or sponsor global programmes, and organizations such as IIAS, IIASA, IULA, IBI-ICC, IFIP, IFAC, IFORS and ICA, which have interests in very specific fields. There are also a number of organizations which although not exclusively working on the field of science and technology have significant programmes related to it. These would include organizations, such as COMECON, EEC, OAS, OCAM, OECD and the Andean Pact.

(e) Co-ordination

Formal co-ordination is effected through the ACC Sub-Committee on Science and Technology. Informally, the office is actively co-operating with several United Nations organizations and specialized agencies, and will be increasingly co-operating with them. This is likely to take a number of forms from informal consultations to setting up inter/intra-departmental and agency task forces and/or steering groups which will be particularly important in interdisciplinary studies relating to the World and Regional Plans of Action, arid areas, appropriate technology, technology transfer and assessment, integration of science and technology in development planning inclusive of the use of systems analysis, and computer science and technology. Increased bilateral co-operation will also be fostered with other parts of the United Nations, such as UNDP, UNITAR, UNIDO and UNCTAD as well as the various specialized agencies including IBRD.

At the international and subregional level, informal co-operation mechanisms and plans will be arranged with the regional economic commissions and development aid organizations, for the establishment of pilot regional projects and programmes. With other organizations, such as the COMECON, IIASA, IBI-ICC, OAS and OECD, etc., co-operation and compatible programmes of action will be sought for.

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(f) The Programme in the base period

Table 1

The Science and Technology Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
<u>A. Direct costs</u>					
1. Policy-making organs					
2. Programmes					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
<u>B. Apportioned costs: (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
<u>C. Operational Programmes:</u>					
<u>D. Apportioned costs (Management of operational programmes):</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Science and Technology Programme: medium term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

A. General

The present and emerging critical problem areas and issues can be briefly summarized under three broad headings, namely, problems at the national, international and intergovernmental levels.

(a) National problems

Although it is dangerous to make generalizations concerning the kinds of critical problems and issues requiring action in the field of science and technology, especially in view of the wide disparities which exist between the state of development and the economic and social conditions in the various countries of the world, it is safe to say that the central core issue is the increasingly widening technological gap which exists between the developed and developing countries. Unless this gap can be bridged, developing countries are going to find

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themselves increasingly at a disadvantage vis-à-vis their export potential, dependence on imports, internal economic and industrial development, standards of living and their ability to provide employment opportunities for trained staff, to mention only a few areas of concern. The present problem areas and needs can be broken down into the following two broad groups:

(i) Global considerations

- The application of science and technology in the economic and social development planning processes;
- The development of policy to encourage the appropriate application of science and technology;
- The establishment of more effective indigenous scientific and technological research, analytical and evaluative capacities, and the development of appropriate national infrastructures;
- The more effective and faster identification, adaptation and transfer of appropriate scientific and technological developments from developed countries to developing countries, including better information on past, current or planned activities.

(ii) Micro studies and research in specific problem areas as, for instance, communications and transport; appropriate industrial technology and recycling; rural and urban development; health; natural marine resources; energy. Support programmes in fields, such as education, financing, trade and management and information processing sciences.

(b) International problems

At the international level, the problem is basically one of trying to mobilize the international scientific and technological community for an almost ecumenical action. This problem has existed for some time and was brought up in the General Assembly in 1963. More recently, the second session of the CSTD requested that discussions be initiated with the International Council of Scientific Unions (ICSU), the United Nations University and national academies and councils of science and technology, on ways in which collaboration between the Committee and the scientific and technological communities can be strengthened.

In recent years, a number of problems have arisen in areas, such as the need to make more effective use of the world's natural resources, especially the non-renewable; seek out non-conventional energy sources; preserve the quality of our environment; undertake research on arid areas; accelerate the application of scientific and technological discoveries to development; and the concern of developing countries over the outflow of qualified persons. There are also a few high technology problems which are of interest to developing countries such as the use of satellites, the use of satellite-based earth sensory devices, and the control of climates.

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The existing patent laws, the restrictive practices of some multinational corporations, national sovereignty, and other impediments in effect hinder the transfer of science and technology to the less developed countries.

International problems and issues require global solutions; here the United Nations system needs to take the initiative to ensure that the research and developments which take place are in the interests of mankind in general and developing countries in particular.

(c) Intergovernmental problems

There is as yet no comprehensive science policy in the United Nations for the application of science and technology to comprehensive improvement of the human condition. On interdisciplinary issues, the United Nations system is being bypassed in favour of other organizations, and Member States are not giving the system the power of initiative or the means commensurate with the new challenges and opportunities which exist and which fall within the respective sphere of competence of the various components, organizations and agencies within the United Nations system. The scope of the scientific activities of the United Nations system does not encompass the range of new developments which are taking place. There is a need to integrate and/or bring other intergovernmental and non-governmental activities into closer contact/alignment with the United Nations system and the needs of mankind.

B. Regional

In the ECA region, the problems seem to stem from the fact that most African countries at the present time lack governmental administrative machinery for policy-making and planning in the field of science and technology for development. They suffer from an acute shortage of scientific and technological manpower, and their institutional infrastructure for technological research and development is weak in the majority of cases. This situation has made it difficult to use the achievements of modern science and technology for the economic development of the region.

In the ECE region, the economic growth and structural transformation of all of the countries of the ECE region has been increasingly affected during the past two decades by the economic application of the fruits of scientific and technological research and development. Recognition of the major contribution made by the resultant technical progress to the principal objectives of economic policy has led all Governments of the region to take special measures to promote and direct the rate of technical progress, partly by the formulation of special policies for the development of science and technology, partly by means of integrating these policies within broader policies for national economic and social development. At the same time, the rising costs of large-scale innovation and diffusion of new technologies, as well as recognition of the fact that no single country can aspire to being in the vanguard of technical progress in all its manifestations, has led Governments to have increasing recourse to international co-operation in this field. At present, virtually all subregional intergovernmental economic organizations, as well as

numerous non-governmental organizations, are engaged in activities whose purpose is to facilitate closer scientific and technological co-operation in given sectors or regions of application. There is, however, nobody, apart from the ECE, which is specifically concerned with promoting the exchange of experience and co-operation in the field of science and technology between countries having different economic and social systems.

In the ECLA region, the recent increase in foreign investment on the part of developed countries and multinationals, the accelerating application of scientific and technological developments in the industrially developed countries and the increasing dependence of many of the countries of the region on foreign technology and investments is making the Governments more and more aware of the need for mutually compatible national and regional policies. This situation is made more complex by the absence of adequate machinery for intra-Latin American co-operation. There is also a need for countries of the region to develop common criteria, propose and engage in co-ordinated joint programmes, increase the effectiveness of the various international and national development aid agencies, and reduce the exodus of qualified personnel from the countries of the region.

In the ECWA region, the situation is perhaps unique in the world: there is tremendous wealth and potential in terms of natural resources and financial capacity, and yet to date, the countries of the region have had difficulty in capitalizing on the latest scientific and technological advances.

Within the region, although there is homogeneity in the ethnic and traditional backgrounds of the people, wide disparities exist between countries in the level of economic and social development, and the availability of natural resources. In addition, in some of the countries, the absence of suitable national infrastructures and research/evaluative capacity in the scientific and technological field makes it difficult for the countries concerned to identify, assess and adapt scientific and technological developments for their needs.

Again considering the problems of the region as a whole, it would appear that the most urgent needs are to seek out ways of better applying science and technology to help alleviate the water shortage problems of the region and increase the utilization of land and its yield.

In the ESCAP region, little attention appears to have been paid in most of the countries of the region to technological development having already taken place within the countries, with a result that technology already available has tended to be re-imported. Thus, programmes are needed which will provide greater visibility to existing technologies in the countries of the region and ensure that greater care is taken of the identification, selection and importation/introduction of appropriate scientific and technological developments.

Medium-term objectives

(a) Office for Science and Technology, ESA

(i) To develop a unified United Nations policy in the field of science and

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technology and implement an international programme of action in the application of science and technology to development, particularly with respect to the economic and social needs of developing countries. To develop science and technology capacity at the national level; to encourage the drafting and implementation of natural science and technology policies and establish regional advisory services to assist Governments in the drafting and implementation of their policies; to establish mechanisms aimed at accelerating progress in the areas of research and the application of existing knowledge.

- (ii) To ensure the continuous development and evolution of effective scientific and technological programmes within the United Nations system. To monitor and assess trends and needs in the application of science and technology to development in designated fields of interest, such as industrial and engineering sciences and technologies, physical and social sciences, computer science and technology and management sciences; study ways of integrating the application of science and technology into the development planning process and consideration of the use of systems analysis as an aid in the planning process; develop guidelines on technology assessment; undertake studies on appropriate technologies including intermediate technologies; and promote application of computer science and technology for development.
- (b) ECA
- (i) Promotion of national machinery for policy-making and planning in science and technology: To survey existing governmental machinery for technological planning in eight African countries and prepare proposals and guidelines for the creation of new technological planning machinery in four other countries; assist four African universities in the development and establishment of technological policy research programmes; study principles and techniques for technological forecasting; collect information and prepare manuals for techno-economic surveys in four African countries; review technologies in two selected sectors of production and identify the needs for research programmes in these sectors;
 - (ii) Development of manpower for science and technology: To assist four universities in the preparation of programmes for the creation of centres for advanced training and research in fields of applied science and technology; provide advisory services to universities in the introduction of advanced courses and industrial training programmes; and operate exchange schemes to enhance the professional experience of engineers and technologists in special fields of economic importance;
 - (iii) Development of institutional infrastructures for technological research and development: To assist all African countries in the establishment and strengthening of national committees for the implementation of the African Regional Plan for the application of science and technology to development and in the mobilization of bilateral and multilateral

assistance for implementation of the Plan; assist universities, institutes and other organizations concerned with technological research and development; organize two meetings on the review and appraisal of progress in the implementation of the African Regional Plan (in 1976 and in 1978) and a symposium on marine science and technology (1976); publish annually a science and technology newsletter; and provide training course in research management.

(c) ECE

- (i) To provide a forum for annual examination of governmental policies with respect to science and technology and for consideration of means of promoting intergovernmental co-operation in this field;
- (ii) To organize the systematic exchange of experience and analysis of national policies in respect of science and technology, with particular reference to the economic aims and consequences of such policies;
- (iii) To formulate proposals aimed at the promotion of international co-operation, including international co-operative research, in the application of science and technology;
- (iv) To analyse and conduct jointly studies of problems that arise in particular sectors of scientific and technological policy, especially in the international transfer of technology, the dissemination of scientific and technological information relevant to the innovation process, technological forecasting and assessment, the industrial management of technology and the organization and management of co-operative international research; and to explore means of reaching international agreement on the prevention or solution of such problems;
- (v) To keep under review all ECE activities as well as those undertaken by other international or intergovernmental organizations dealing with problems of scientific and technological co-operation, in order to help ensure concentration and economy in international efforts in this field.

(d) ECLA

- (i) To analyse and keep under review the application of science and technology to development; to examine the implementation of the Regional Plan of Action for the Application of Science and Technology to Development; study the possibility of the joint execution, at the regional or subregional level, of programmes conducive to the application of science and technology to development and the mechanisms for their co-ordination; conduct studies and make recommendations to permit the best use of international funds; carry out studies on: conditions under which the technological development of Latin America is taking place, the possibility of using indigenous technologies, alternatives and machinery for linking the supply and demand of technology, channelling co-operation from the developed to the developing countries, analysing the

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characteristics of the regional scientific and technological plans, and the financial resources allocated to research and development activities in each country; to strengthen the national scientific and technological planning and programming bodies of the countries of the region; to study the feasibility of establishing a fund to finance the formulation of specific co-operation projects;

- (ii) To foster the application of existing technologies available within the countries of the region and ensure greater selectivity in the transfer of technologies: To study elements for inclusion in a code of conduct on the transfer of technology to the developing countries; make recommendations on subregional and intraregional co-operation machinery; study the modalities for the transfer of technology, the problems associated with foreign investment, and the kind of regulatory (legal) provisions which should be considered for adoption by the countries in the region;
- (iii) To study and develop programmes to assess the nature of the outflow of qualified personnel from Latin American countries, its impact and the ways of reducing it;
- (iv) To establish preferential measures in favour of the less developed countries of the region.

(e) ECWA

Development of information guidelines and reports, on the establishment, organization and management of regional co-operative research and technological projects, the application of new technologies to land and water resources development and management, and the application and greater use of science and technology at the farm level.

(f) ESCAP

- (i) To assist in the setting up of technology transfer institutions in countries where they do not exist and strengthening of institutions where they do exist;
- (ii) To build up a suitable scientific and technological infrastructure within developing countries which would help in making appropriate choice and use of available technology from the developed countries;
- (iii) To provide an effective machinery for the collection of data and information of transfer of technology so as to render assistance for negotiations on contractual arrangements for the transfer of technology and industrial joint ventures;
- (iv) To keep the Asian Plan of Action for the Application of Science and Technology to Development under periodic review and appraisal through

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national seminars and to prepare new topics of research and development for incorporation in the Plan as well as for implementation by the countries concerned.

Medium-term output

(a) Office for Science and Technology: In preparation for and for presentation at the 1977 and 1979 meetings of the ACAST and the biennial meetings of its various subsidiary bodies and the 1978 meeting of the CSTD, the office will be undertaking various studies, preparing several reports, and/or co-ordinating the preparation of various other technical reports and papers by other United Nations organizations and agencies.

In the area related to the development of a United Nations science and technology policy and the formulation and implementation of an international programme of action, a review and update to the World and Regional Plans will be made; a promotional programme in the form of seminars, workshops and briefings will be mounted related to the development of science and technology capacity and the mobilization of national and international action programme; an advisory service will be set up to assist Governments in the drafting and implementation of national science and technology policies; draft recommendations will be developed for a United Nations science and technology policy; and consulting groups will be established aimed at accelerating progress in areas of research.

One seminar will be run annually directed towards highlighting ways of applying modern scientific and technological processes to development, the results of which will be reported on and made available for extensive circulation; a report providing recommendations on ways of integrating science and technology into the development planning process and on how decision-making on the allocation of scientific and technological resources can be improved will be issued; guidelines will be prepared and promotional programmes mounted on the establishment of national indigenous technology assessment capabilities in developing countries; and studies will be undertaken and reports prepared on appropriate technology and intermediate technology.

(b) ECA

Ten studies will be undertaken, 14 reports prepared and 1 periodic newsletter will be issued on policy-making and planning in science and technology; in the field of manpower development, 6 action-oriented studies will be undertaken leading to recommendations on appropriate manpower-training schemes; in the area of the development of institutional infrastructures for technological research and development, some 20 papers, 8 reports and 4 newsletters will be prepared and 6 meetings convened; and on the promotion of regional co-operation, 8 surveys and reports will be prepared and 13 meetings and 1 Conference of Ministers convened.

(c) ECE

In support of the various meetings of the ECE Senior Advisors on Science and Technology, some four reports will be prepared summarizing the results of the

annual sessions of the Senior Advisers and their subsidiary bodies as well as of seminars, ad hoc meetings, etc. organized under the Senior Advisers' auspices in terms of substantive output, the following will be produced:

- (i) A number of comprehensive analytical reports will be prepared on particular aspects of intraregional scientific and technological co-operation such as experience of different forms of organization and management of co-operative research; obstacles arising in, and incentives to, the intraregional transfer of technology, etc.;
- (ii) Reports will be issued covering the results of annual or periodical studies on problems and prospects affecting the development of international scientific and technological co-operation in the ECE region, or on particular multilateral, subregional or bilateral co-operation agreements.

(d) ECLA

As part of a new programme in science and technology, it is planned to establish an intergovernmental expert committee for the analysis of the application of science and technology. It is also planned to undertake studies and prepare reports on the transfer of technology to the countries of the region, and on the exodus of trained personnel.

(e) ECWA

In the field of regional co-operative research and technology, a seminar will be held early in 1976, the results of which will be written up as a report. This will be followed up by the preparation of guidelines and policy recommendations on the subject, a meeting in preparation for CAST ARAB, the Conference on Science and Technology of Ministers of Arab States responsible for science and technology scheduled for later 1976, and a report on interuniversity co-ordination and co-operation in research and technology in the ECWA region (1978).

In the work related to new technologies applied to land and water resources development and management, reports will be prepared on selected aspects of the application of new technologies for water resources development and management: regional and national implications (1976) and on land resources development and management: utilization of earth satellite data (1977); on technological perspectives of the recycling and reuse of water resources (1978); and on regional monitoring systems.

(f) ESCAP

Reports on the transfer of technology will be prepared based on the results of case studies on the constraints to the transfer, generation and absorption of technology in selected countries in the region, and the results of a study and recommendations of an expert group on what needs to be done to transfer and adapt technology in the countries of the region and on the feasibility of establishing an Asian Centre for Technology Transfer.

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In the area of appropriate technology, action programmes will be mounted to assist in the formulation of national technology policies and preparation of national studies, particularly with respect to the selection of more appropriate technologies through the provision of advisory services; and through the Asian Centre for Agricultural Machinery, assistance will be provided for the development of agricultural machinery suitable for use and production in Asian countries.

In the more general field of work related to keeping the Asian Plan of Action for the Application of Science and Technology to Development under periodic review, as a result of various national seminars, a number of reports will be prepared aimed at identifying new topics for research and development for incorporation in the Plan as well as for implementation by the countries of the region.

Legislative authority

(a) Office for Science and Technology, ESA: General Assembly resolution 1944 (XVIII), and ECOSOC resolutions 980 A (XXXVI), 1083 (XXXIX), 1155 (XLI), 1544 (XLIX), 1715 (LIII), 1823 (LV), 1826 (LV), 1897 (LVII), 1898 (LVII), 1899 (LVII), 1900 (LVII), 1901 (LVII), 1902 (LVII), 1903 (LVII), and 1904 (LVII).

(b) ECLA: General Assembly resolutions 2083 (XX), 2259 (XXII), 2320 (XXII), 2417 (XXIII), 3017 (XXVII); ECLA resolution 322 (XV), and the draft resolutions adopted at the 1974 ECLA meeting on Science and Technology for Development in Latin America.

(c) ECE: (XXIX) session of the Commission.

(d) ECA: ECA resolution 158 (VIII), 206 (IX), 238 (XI), and 248 (XI).

(e) ECWA: General Assembly resolution 2600 (XXIV), and ECOSOC resolution 2318 (XXII), and 1824 (LV); and ECWA resolution 1 (I).

(f) ESCAP: (XIII) session of the Commission, and ECAFE resolution 130 (XXIX) and 145 (XXX).

27. SOCIAL DEVELOPMENT AND HUMANITARIAN AFFAIRS

The organization of the programme

(a) Policy-making organs

The Commission for Social Development meets biennially and consists of 32 members. It is the preparatory body of the Economic and Social Council in the whole range of social development policy and advises the Council on social questions for which action or recommendations may be required either by the Council itself or by the General Assembly. The Commission on the Status of Women meets biennially and consists of 32 members. It prepares recommendations and reports to the Council concerning the promotion of women's rights in the political, economic, civil, social and educational fields, as well as implementation of the principle of equality between men and women. The Committee on Crime Prevention and Control meets biennially and consists of 15 members. It advises the Council, through the Commission for Social Development and, as appropriate on particular aspects, the Commission on Human Rights and the Commission on Narcotic Drugs, in formulating international actions concerning the prevention of crime and the treatment of offenders. ESCAP has recently established a Social Development Committee which will meet every three years.

(b) Secretariat

The Centre for Social Development and Humanitarian Affairs in ESA has a Social Development Division with sections dealing with Institutional Development and Popular Participation, Social Integration and Welfare, and Crime Prevention and Criminal Justice; and a Promotion of Equality of Men and Women Branch. There is a Division of Social Affairs at Geneva which administers the European Social Development Programme. There is a Human Resources Development Division in ECA, a Social Affairs Division in ECLA, a Division of Social Development in ESCAP and a Social Development and Human Settlement Division in ECWA. The United Nations Social Defence Research Institute, which is financed from extrabudgetary funds and has its headquarters in Rome, undertakes policy-oriented research in crime prevention and control.

(c) Related work in other programmes

The Centre is responsible for activities in the field of social development relating to institutional development and popular participation, social integration and welfare, crime prevention and criminal justice, and the promotion of equality of men and women. The Centre for Development Planning, Projections and Policies has projects relating to social planning, policy and surveys under its programme components of development and human resources and integrated development planning and analysis, which are complementary to the work carried out by CSDHA. The Centre's activities on popular participation in development efforts will contribute to CDPPP's over-all work on the review and appraisal of the International Development Strategy.

CDPPP's work on methods of subnational planning, the objective of the Centre for Housing, Building and Planning relating to the planning of secondary and rural settlements and the project of the Resources and Transport Division on the utilization of new water systems will contribute to the Centre's objective of integration of social factors in rural development programmes. CDPPP's studies on planning methods and social indicators, the studies of CHBP on urban planning and the activity of the Division of Public Administration and Finance in the training of local and intermediate level administrative officials will assist in the formulation of practical systems for appraising the effectiveness of socio-economic development programmes in reaching their intended beneficiaries. Inputs are expected to be derived from activities of the Division of Public Administration and Finance in relation to studies on social administration, the CHBP in relation to training of personnel in welfare programmes in housing, and the Population Division in reference to training of personnel in the field of population dynamics. The integration of the social welfare concerns in family planning programmes complements work carried out by the Population Division on the interrelationship of population and development and will use data gathered by the Statistical Office in its work on social indicators. The collection and analysis of data on youth by the Population Division contributes directly to the formulation of innovative approaches to the problems and needs of youth. The ECOSOC secretariat (NGO Section) services periodic meetings between the United Nations and non-governmental youth organizations in consultative status, thus facilitating the strengthening of channels of communication with youth and international youth organizations. The development of policies and programmes for the aging will rely on work to be done by the Population Programme with regard to demographic analysis and projections, the CHBP in relation to living arrangements, and the Statistical Office as regards social statistics. The preparation of a manual on barrier-free design will be based in part on the results of studies by CHBP relating to the elimination of physical barriers to the handicapped. The collection and analysis of information on world crime trends will be facilitated by the development by the Statistical Office of a preliminary version of a broad framework of demographic and social statistics, and in turn will help the Statistical Office develop more uniform data relating to public order and safety. The guidelines on the incorporation of crime prevention policy in housing programmes and town planning will take into account the studies in physical planning and housing being undertaken by the CHBP.

(d) Related work in other international organizations

The FAO, ILO, UNESCO and IBRD have programmes related to popular participation and promotion of integrated rural development, reform, co-operatives and farmers' organizations. UNICEF, UNDP, WFP and the World Bank are seeking to systematize monitoring and evaluation of the impact of their field projects on intended beneficiaries. The work on popular participation in planning and management of human settlements and the utilization of natural resources corresponds to activities of UNEP concerned with human settlements and environmental considerations, UNICEF in relation to operational projects for urban slums and shanty towns, FAO in relation to agricultural development and UNIDO and ILO in connexion with the use of raw materials in handicrafts and small industries development. The specialized agencies have training programmes for administrative officials and para-professionals which are related to similar activities of the

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Centre dealing with the promotion of popular participation and institutional development and of social integration and welfare. WHO, ILO and UNESCO are involved in work for the rehabilitation of the disabled from the point of view of medical and vocational rehabilitation and special education of the handicapped. The agencies and UNICEF are also engaged in complementary activities in the fields of the aging, youth and the protection of children.

The Office of the United Nations High Commissioner for Refugees has prime responsibility for assistance to refugees. In addition, related work is undertaken by the Committee on the Promotion of Aid to Co-operatives and the International Co-operative Association, the Council of World Organizations Interested in the Handicapped, the International Council on Social Welfare, International Council of Women, Associated Country Women of the World, International Association of Schools of Social Work, International Catholic Child Bureau, International Federation of Business and Professional Women, International Federation of Social Workers, International Federation of University Women, Pan-Pacific and South East Asia Women's Association, World Alliance of Young Men's Christian Associations, World Federation of Democratic Youth, World Youth Women's Christian Association, the International Criminal Police Organization, the Howard League for Penal Reform, the International Association of Penal Law, the International Society for Criminology, and the International Society of Social Defence.

(e) Co-ordination

Co-ordination of the programme as a whole is effected through contacts at the senior level between the Centre and the specialized agencies concerned and the regional commissions. On more specific areas of activities, co-ordination is carried out through the ACC Sub-Committee on Education and Training and the Sub-Committee on Rehabilitation of the Disabled. Any machinery that may be established by the ACC for planning a system-wide exercise for promotion of integrated rural development will be fully utilized.

Co-ordination of relevant specific activities are undertaken directly with the other organizations concerned, such as the Office of the High Commissioner for Refugees, IBRD, UNICEF (done regularly once a year) PAHO/WHO, World Food Programme and UNEP.

The Centre issues a quarterly Social Development Newsletter which includes summaries of activities in the field of social development both of United Nations policy-making bodies and of the organizations in the system.

(f) The Programme in the base period

Table 1

The Social Development and Humanitarian Affairs Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
<u>A. Direct costs</u>					
1. Policy-making organs					
2. Programmes on in:					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
<u>B. Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
<u>C. Operational programmes</u>					
<u>D. Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Social Development and Humanitarian Affairs Programme:
medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

A. The Centre for Social Development and Humanitarian Affairs, ESA

(a) Popular participation and institutional development

Many Governments have recognized that popular participation in planning, and in decision-making relating to plan implementation, can be an important factor in achieving plan targets and distributing the benefits of development equitably. Popular participation in turn often requires both structural reform and greater involvement of people in development at the local level.

While many countries have a stated objective of incorporating popular participation in their development strategies, there have not been many examples of successful implementation, partly due to a lack of knowledge on how to promote citizen involvement. In a number of countries, however, valuable experience is being accumulated which, if analysed and disseminated, could help other countries to adopt similar measures. Thus, while popular participation is a matter for national Governments, the concept of citizen involvement can be encouraged at the international level.

(b) Social integration and welfare

Inadequate participation in development, either as contributors and beneficiaries, or as participants in decision-making, is particularly characteristic of certain population groups in many countries. An example is the situation of many youth who continue to experience serious problems in satisfying their basic individual social and economic needs. There are also vulnerable groups such as children, the handicapped, the aged, and the poor, which need special services and, in many cases, closer integration in society as well as in development. The strengthening of social welfare policies and programmes should be considered as an important means of promoting the integration of vulnerable groups.

(c) Crime prevention and criminal justice

There is world-wide concern over the increasing seriousness of crime and the threat that it presents to economic, social and cultural development and to the quality of life. Crime prevention and control are inseparable from broader social and economic development and there is therefore need to incorporate crime prevention features in development strategies and programmes. There is a dearth of international information on policies, methods and techniques in the prevention of crime and the treatment of offenders. There is also need for improving the treatment of offenders by developing new approaches to correction and rehabilitation. Increasingly, countries are finding their criminal justice systems overloaded, and this causes serious problems of law enforcement and dispensation of justice and diverts resources from the development of more effective measures to reduce crime.

(d) Promotion of equality of men and women

Due to the lack of training, education and employment opportunities and to limited participation in community and national life and in decision-making, women are unable to contribute fully to the progress of society. Governments are recognizing increasingly that improvements in the condition of women are essential, not only for reasons of justice and equity, but also because of the wastage of human resources. A major obstacle to the integration of women in development lies in the attitudes of both women and men towards their respective roles in society, especially as they relate to family responsibilities and to gainful employment. There is still in many countries discrimination against women in law, as well as in fact. There is need for new instruments, which more adequately reflect changing conditions. The interrelationship of the situation of women and economic, social and human development as well as population change has not been fully explored. More information in this area is required to formulate short-term and long-term action programmes.

B. Division of Social Affairs at Geneva

The problems characterizing the European social situation include: the demand for more active popular participation in decision-making and for more effective community involvement in action aimed at improving living conditions; the conflicting situations resulting from new attitudes towards responsible parenthood and unfavourable fertility trends; and the tensions resulting from the uneven levels of development among countries of the region, as exemplified by the problems related to international labour migration.

C. Regional commissions

In Africa development efforts have hitherto been largely concerned with economic growth, with lower priority being given to the processes of social transformation, particularly in rural areas where women play a crucial role in production. The critical issues include the promotion of women's role in development, the equitable distribution of the resources for and fruits of development over the entire country, and the harnessing of voluntary effort in the development of the private sector of the economy.

In the Asia and Pacific region, development has tended to exclude the poor, women, youth and other disadvantaged groups. In recent years there has been a growing concern with these groups reflected in an increasingly active search for policy measures which encourage their participation in development.

Although most countries in the ECWA region have surpassed or achieved their economic growth targets, there has been little progress towards achieving a more equitable distribution of economic gains. There is need to promote the full participation of youth and of women in development as well as to enable the disadvantaged population groups to benefit from developmental social welfare programmes. A substantial volume of capital is now available in the region but it cannot be fully used owing, inter alia, to unfavourable social factors.

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D. United Nations Social Defence Research Institute

There is an urgent need for policy-oriented research based on cross-cultural monitoring, analysis and systematic exchange of experience regarding the nature of crime phenomena and the effectiveness of prevention and control policies.

Medium-term objectives

- (a) Centre for Social Development and Humanitarian Affairs, ESA:
- (i) Popular Participation in Development Efforts: to analyse and disseminate experiences in citizen involvement in policy decision-making and programme implementation as a means for accelerating the achievement of national development goals; to include popular participation as a part of the programme of action for international co-operation during the 1980s; to provide information and guidelines for policy-makers and administrators on people's involvement in community planning and development, self-help action, and community control, conservation and utilization of natural resources.
 - (ii) Integration of Social Factors in Rural Development Programmes: to assemble a body of knowledge on tested approaches and techniques for integrated rural development; to assist Governments in formulating policy and in planning rural development projects, taking fully into account economic, social and spatial factors; to appraise the role of co-operatives and locally based people's organizations in the implementation of agrarian reform programmes at local and intermediate levels.
 - (iii) Appraisal of the Effectiveness of Social-Economic Development Programmes in Reaching Intended Beneficiaries: to advise Governments on how to set up practical systems for collecting information at local levels on the impact of programmes on their beneficiaries; to improve the skills and knowledge of government officials and voluntary leaders at the local and intermediate levels.
 - (iv) Design of Effective Social Welfare Programmes for Selected Groups: to improve (a) the design, implementation and evaluation of social welfare services for the residents of slums, shanty towns and transitional refugee settlements and (b) social welfare programmes enabling the poor to engage in viable economic activities; to strengthen training programmes for para-professionals and their supervisors dealing with social welfare, youth, the aged, the handicapped and family planning.
 - (v) Integration of the Social Welfare Concerns in Family Planning Programmes: to make use of social welfare personnel in information, education and motivation activities for family planning directed towards rural populations and for the formulation of social welfare objectives for family planning programmes; to develop indicators to assess progress in the implementation of these objectives.

- (vi) Design of National Programmes for the Aging, the Disabled and Youth: to develop policies and programmes for the older segment of the population through community education, to reorient attitudes towards the disabled and redesign existing community services to meet their needs; to develop methods of assessing the needs and aspirations of youth, and innovative approaches to meeting them.
- (vii) United Nations Congress on the Prevention of Crime and the Treatment of Offenders: to organize the Sixth Congress as a forum for a wide exchange of information, experience and expertise among representatives of Governments and other specialists in order to help Governments design more effective policies and programmes for crime prevention and the treatment of offenders.
- (viii) Policy Development in Crime Prevention and Control: to incorporate crime prevention policy in the planning of selected sectoral development programmes; to improve the treatment and rehabilitation of offenders and alleviate the situation of their dependants to prevent criminality, particularly juvenile delinquency; to expedite the handling of criminal cases; to develop a model code of ethics for police forces for use by Governments; to collect, analyse and disseminate information on world crime trends; to help Governments to develop data systems for the design of effective policies for crime prevention and control; to help groups of countries identify common crime problems so as to take co-ordinated action; and to issue periodic reports on capital punishment.
- (ix) Participation of Women in Policy Formulation and Decision-Making and in Development: to collect data on women in public life, national and international, and identify obstacles to their participation; to report on the work of the United Nations Secretariat and the specialized agencies since 1946 on improving the status of women; to review and appraise progress made in the implementation of the objectives and targets of General Assembly resolution 2626 (XXV) and 2716 (XXV) for the advancement of women; to collect and analyse data on the interrelationship of the status of women, population changes and over-all development; to explore approaches to, and methodologies for, the development of social indicators on women in development; to evaluate the impact of activities undertaken during International Women's Year 1975 at the national, regional and international levels; to review and appraise the status of rural women, particularly agricultural workers; to study the effects of migration on women and of scientific and technical development on their status and to develop appropriate programmes.
- (x) Use of Mass Media for Educating Public Opinion: to study the influence of the mass media on traditional attitudes towards the roles of men and women in present-day society.
- (xi) Elimination of Discrimination on Grounds of Sex: to analyse comments of Governments on the Draft Convention on the Elimination of Discrimination against Women; to develop effective measures for the protection of women and children in emergency and armed conflict; and to analyse information

on the implementation of the Declaration on the Elimination of Discrimination against Women and other related instruments.

- (xii) Promotion of the Status of Women in Private Law and of the Equitable Sharing of Family Responsibilities: to study the legal capacity of married women; to collect, analyse and disseminate data relating to workload borne by girls and women as compared to boys and men and to the division of functions in the household; and to formulate guidelines for appropriate legislative and other action.
- (xiii) Support for Technical Assistance Activities: to provide substantive support for technical assistance programmes in the areas of institutional development and popular participation, social integration and welfare, crime prevention and criminal justice, and the promotion of equality of men and women.

(b) Division of Social Affairs at Geneva

The medium-term objectives of this office are closely related to those of the Division of Social Affairs at Headquarters. They are to: assist in developing national policies and programmes for the aging and provide methods of assessing the needs and aspirations of youth as well as innovative approaches to meeting them; develop knowledge and techniques for integrated development of predominantly rural areas and provide information to Member States on the contribution of land reform to development goals; provide information on techniques for training government officials and local leaders in comprehensive approaches to development at local and intermediate levels; and to implement the European Social Development Programme.

(c) The regional commissions

The principal medium-term objectives of the regional commissions are as follows:

ECA: To promote and co-ordinate voluntary and United Nations assistance for rural development; to promote participation of girls and women in development; to promote social work research and training; and, to promote integrated rural development.

ESCAP: To assist member countries in reorienting social welfare services and training programmes to developmental goals; in improving social welfare standards and legislation; in developing social welfare policies and programmes in support of family planning; and in promoting participation in development; to train cadres for front-line personnel in social welfare, community development, co-operatives, local government and women's welfare in the least developed countries of the region; to promote women's and youth's participation in national development and build up cadres of trained youth leaders and youth workers.

ECWA: To provide information, guidelines, training and advice on youth policies and services, on social welfare planning principles, methods and techniques,

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particularly those relevant to disadvantaged groups, and on the social aspects of the integrated development approach applied to agricultural zones and projects; to provide studies on impediments to the participation of women in vocational and technical education with a view to assisting Governments in the elaboration of appropriate action programmes.

(e) United Nations Social Defence Research Institute

To achieve a more efficient transmission of scientific data and information from the sources to social defence decision-makers, as well as among countries; to establish and promote the cross-cultural transferability of significant solutions and programmes for institutional and non-institutional treatment of offenders; to establish and promote cross-cultural transferability of solutions to problems of juvenile maladjustment and delinquency; to achieve a better understanding of the significance and the mechanisms of community support for social defence policies; to assist in studies for urgent solutions to "crisis" situations common to a significant number of countries.

Medium-term outputs

(a) Centre for Social Development and Humanitarian Affairs, ESA

The Commission for Social Development will be convened in 1977 and 1979 and preparations for these sessions will be made. The quarterly Social Development Newsletter will be issued.

In the area of institutional development and popular participation, eight reports and nine manuals will be produced, 16 information and bibliographic bulletins will be issued and three seminars will be held.

As regards social integration and welfare, 11 reports, five manuals and two pamphlets will be completed, 20 information and bibliographic bulletins as well as eight periodic summaries of United Nations activities in the fields of youth and rehabilitation of the disabled will be issued; five expert group meetings will be held and preparations for and servicing of two interagency meetings on rehabilitation of the disabled will be undertaken. A network of national correspondents in the field of aging will be fully established.

In the field of crime prevention and criminal justice, the Committee on Crime Prevention and Control will be convened in 1976 and 1978; preparations for the Sixth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in 1980, will involve the holding of five regional preparatory meetings as well as the preparation of five working papers for and five reports of those meetings, the preparation of five substantive working papers relating to the agenda of the Sixth Congress, and the issuance of five information circulars. In the area of policy development in crime prevention and control, eight reports will be produced, four issues of the International Review of Criminal Policy will be published, and eight newsletters will be issued, addressed mainly to the members of the network of national correspondents which will be maintained and strengthened.

For the promotion of equality of men and women, 15 reports will be produced and eight newsletters will be issued; one expert group meeting and two sessions of the Commission on the Status of Women will be convened; several seminars will be organized.

The Centre for Social Development and Humanitarian Affairs provides supporting assistance to technical co-operation projects both in the field and at Headquarters as indicated in medium-term objective xiii, mentioned above. Field missions also include consultancy for training projects and visits. Such short-term assignments are requested by UNICEF, World Food Programme, the United Nations Fund for Population Activities as well as UNDP.

During the 1974-1975 biennium 196 man-months of the Centre's staff, including technical advisers, are required for back-stopping technical assistance projects and scholarships. It is expected that this workload will increase to 234 man-months in 1976-1977, with a slight increase during the 1978-1979 biennium. During 1976-1979, it is anticipated that the Centre will provide support for approximately 200 projects staffed by approximately 280 experts. It can also be assumed that there will be an increasing shift in emphasis toward programming for integrated rural development, systematic evaluation of projects, training for popular participation, welfare activities related to family planning and the organization of projects designed to increase the participation of women and youth in development. As in the current programme the formulation of operational projects will continue to be based on country programmes.

(b) Division of Social Affairs at Geneva

Working documents will be prepared for 24 regional meetings. In addition, there will be contributions to one report; two manuals, 20 information and bibliographic bulletins and four periodic reviews of activities relating to youth, to be prepared by the Centre for Social Development and Humanitarian Affairs. As part of the European Social Development Programme, 24 regional meetings will be convened, including a second conference of European ministers responsible for social welfare to discuss needs of and policies for the aged. Individual and group study visits to various European countries, involving about 400 participants, will be organized.

(c) ECA

Twenty-three studies and working documents will be completed, two periodicals will be issued quarterly and 17 meetings and training courses will be held.

(d) ESCAP

Six studies and two manuals will be completed, one directory of training institutions and one newsletter will be issued, 600 fellows will be given advanced training, guidelines and "models" on different aspects of social work, education will be prepared and reports of seminars, workshops and training courses will be disseminated.

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(e) ECWA

Seven surveys and 11 studies and reports will be completed and one expert group meeting, one training workshop and one seminar will be held.

(f) United Nations Social Defence Research Institute

Seventeen reports will be completed and published and 17 workshops will be held. A library will be built up by acquisitions of about 4,000 books and 400 periodicals. Clearing-house abstracts will be made at the rate of 4,000 to 5,000 a year and related retrieval services will be provided to an estimated 1,500 consumers. Staff papers and topical bibliographies will be furnished on request.

Legislative authority

(a) Centre for Social Development and Humanitarian Affairs, ESA

Articles 1 and 55 of the Charter, the Universal Declaration of Human Rights, General Assembly resolutions 415 (V), 2542 (XXIV), 2626 (XXV), 2716 (XXV) and 3021 (XXVII); Economic and Social Council resolutions 1139 (XLI) and 1584 (L); and Commission for Social Development resolution 6 (XXIII).

(b) Division of Social Affairs at Geneva

Economic and Social Council resolutions 830 E (XXXII), 1406 (XLVI), 1582 (L) and 1668 (LII), and General Assembly resolution 3022 (XXVII).

(c) ECA

ECA terms of reference and resolutions 197 (IX) and 218 (X), General Assembly resolutions 2716 (XXV) and 2771 (XXVI), and Economic and Social Council resolution 1408 (XLVI).

(d) ESCAP.

International and Asian Conferences of Ministers Responsible for Social Welfare (1968 and 1970); Economic and Social Council resolution 1406 (XLVI); ESCAP Conference on Social Development 1972; Commission resolution 135 (XXIX); Commission thirtieth session, 1974; Commission resolution 99 (XXV); ESCAP Conference on Social Development 1972; United Nations General Assembly resolution 2497 (XXIV); United Nations General Assembly resolution 2859 (XXVI); Commission XXX session 1974.

(e) ECLA

Available information does not relate to this programme.

(f) ECWA

Information not available.

(g) United Nations Social Defence Research Institute

Economic and Social Council resolution 1086 B (XXXIX), Secretary-General's Bulletin 134, and Agreement between the United Nations and the Italian Government signed on 15 January 1968.

28. STATISTICS

The organization of the programme

(a) Policy-making organs

The Statistical Commission, consisting of 24 members, assists the Economic and Social Council in promoting the development of national statistics in improving the international comparability of the statistics, and in co-ordinating the statistical work of the United Nations and the specialized agencies. It meets biennially. The Commission's Working Group on International Statistical Programmes and Co-ordination meets between the sessions of the Commission. At the regional level, the Conference of European Statisticians, the Conference of African Statisticians and the Committee on Statistics of ESCAP meet at regular intervals and report to their regional commissions.

(b) Secretariat

The statistical work of the United Nations is done by the Statistical Office and by the Statistics Divisions of ECE, ESCAP, ECLA, ECA and ECWA, the one in ECWA being in the process of formation. The Statistical Office includes (i) three subject matter branches (Economic Statistics and Special Projects; International Trade and Related Statistics; and Demographic and Social Statistics), (ii) one functional branch (Systems and Standards), (iii) a combined subject-matter and functional branch (External Relations and Dissemination) which includes, in addition to work on interagency co-ordination and publications of general statistical compendia, a cost of living section and an international price comparison project, (iv) three central units respectively in charge of internal co-ordination and planning, computer system design and programming, and technical co-operation liaison.

(c) Related work in other programmes

The Statistical Office, in collaboration with the Statistics Divisions of the Regional Commissions, is responsible for collecting, compiling, evaluating and providing statistical data used by the other units of the Secretariat, and for statistical standards and methodology in all economic, demographic and social fields not covered by the specialized agencies. The data provided are used for analytical studies, projections and research by the Population Division, CDPFP, CHBP, the Resources and Transport Division and other divisions and UNCTAD, UNIDO and other bodies. In close collaboration with the Office of Technical Cooperation substantive advice to developing countries and backstopping of technical personnel is provided. The technical assistance activities in the field of demographic statistics are performed in close co-operation with the Population Division.

(d) Related work in other international organizations

There is an explicit and carefully planned division of labour between the specialized agencies and the United Nations which is being closely adhered to. The

specialized agencies collect, compile and disseminate statistics, issue methodological documents and standards and provide technical assistance backstopping in their own fields. The United Nations statistics programme (i) works in the fields which are not covered by any specialized agency, (ii) issues compendia which include statistical data provided by all the specialized agencies, and (iii) ensures the over-all co-ordination of the system and the integration of the statistical programmes. Where appropriate, joint projects are carried out with specialized agencies or other international organizations (for example, OECD, CMEA, IASI).

(e) Co-ordination

The co-ordination of statistical activities and programmes within the United Nations system is carried out through the Statistical Commission, its Working Group on International Statistical Programmes and Co-ordination, the ACC Sub-Committee on Statistical Activities and the prevailing close working relations with the Chief Statisticians of the specialized agencies and the Regional Commissions. Continuing efforts are made to maintain a clear division of labour, to avoid duplication and to harmonize concepts and classifications, outputs and technical assistance. Some illustrations of the high degree of co-ordination and the activities involved to achieve it follow:

(1) The Statistical Office, in collaboration with the statistical divisions of the regional commissions and the specialized agencies, regularly prepares, for review by the Statistical Commission during its biennial meetings, two five-year programmes, one covering the regular statistical activities and the other technical assistance in statistics, for a future five-year period. In addition, reports describing problems and achievements during the preceding two years are prepared by all the parties concerned. These reports assist the Commission and its Working Group to assess, in some detail, the character of the work accomplished and planned and to determine the priorities and general directions in which future work should proceed.

(2) The first edition of a major publication, Directory of International Statistics is being completed, containing (i) a directory of international statistical services, (ii) a list of international statistical series compiled by the United Nations system, (iii) a list of concepts and recommendations, with published sources, and (iv) an inventory of computerized data bases of economic and social statistics in the United Nations system. By providing a comprehensive picture of the responsibilities and statistical series produced by the various members of the United Nations system, this report will contribute to strengthening co-ordination.

(3) At the annual meetings of the ACC Sub-Committee on Statistical Activities brief papers on numerous topics of mutual concern are prepared for discussion and, where appropriate, joint action. For example, among the topics included in the agenda for the 1975 meeting are the following: modes of improved co-ordination of field activities; upgrading the integrated five-year plans to 1977-1981; co-ordination of statistical questionnaires; co-ordination of environment statistics; co-ordination of price statistics; reliability of international statistics; compendium of social statistics; data banks of economic and social statistics.

(4) The work through the ACC Sub-Committee is complemented by bilateral arrangements between the Statistical Office and the statistical services of individual specialized agencies or other international bodies.

(5) The Statistical Office and the Statistics Divisions of the Regional Commissions work closely together in full recognition of the complementary nature of their work. To the extent possible and appropriate, the regional statisticians contribute to studies and questionnaires prepared in the Statistical Office while the Statistical Office provides substantive support and participates in regional conferences of statisticians and working groups.

(6) The international recommendations on standard statistical concepts, definitions and classifications issued by the United Nations and, in their respective spheres, the specialized agencies, represent essential instruments for the co-ordination of statistical programmes as well as the evolution of better national and internationally comparable statistics. The development of these standards and their updating entails the closest collaboration between the Statistical Office and the statistical divisions of the Regional Economic Commissions, the specialized agencies, other international bodies and national statistical offices. Examples are the Standard International Trade Classification (SITC) which has just recently been brought up to date; the work on a new Standard Classification of All Goods and Services (ICGS); the work on the evolving system of Social and Demographic Statistics, and Guidelines for Social Indicators; the documents on the System of National Accounts (SNA) and the Basic Principles of the System of Balances of the National Economy (MPS).

(f) The Programme in the base period

Table 1

The Statistics Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes on in:					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conference Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Statistics Programme: medium-term real growth, 1976-1979

Organizational unit conducting programmes on:	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

(a) General

The statistics programme is directed towards promoting the development of national statistics, the international comparability of data, a co-ordinated system of international statistical programmes and activities and the collection, processing, evaluation and dissemination of international statistics. The International Development Strategy places an additional heavy responsibility on this programme by calling for data for purposes of monitoring, appraising and diagnosing economic and social progress at the regional level as well as at the world level.

In the context of a soaring world-wide demand for economic, social and demographic statistics, the United Nations serves as an international centre for methodology, collection, compilation, evaluation and dissemination of statistics. It assists the Statistical Commission in its long-standing work on standardization of statistical concepts, methods and classifications and the co-ordination of statistical activities at the world level. It provides substantive support for technical co-operation. In addition, the Statistics Programme furnishes special statistics required by the Security Council, the Committee on Contributions and various units of the United Nations Secretariat.

The main issues and problems envisaged during the period of the medium-term plan include the following:

- (i) Recent events have heightened the widespread concern about shortages in energy and natural resources. During the discussions of the special session of the General Assembly, much emphasis was placed on the need for reliable and timely information on energy and primary commodities, including their prices and trade flows. Obviously, not enough attention has been paid to these areas in the past.

In regard to energy and primary commodities, there are insufficient statistics on production, imports and exports; data on reserves, stocks and consumption need to be developed further; and national, regional and global balances of important energy-type and primary commodities need to be prepared. The promptness of issue of these statistics has to be improved and a quarterly bulletin of world energy statistics is urgently required. Also, more consistent, more timely and more comprehensive computer-based statistical information systems of world trade flows are needed.

- (ii) In recognition of the fact that, together with economic growth, issues related to the quality of life and social conditions have become great concerns of policy-makers and planners, new initiatives are called for to develop or improve environment and social and demographic statistics. Countries and the international community face problems of environmental conditions and policy-making; in dealing with these

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problems it is necessary to have statistics to monitor, assess and analyse environmental conditions. To date relatively little work has been done in this complex and wide-ranging field. For example, there is an absence of international guidelines and a lack of information of what statistics countries need, collect or plan to collect.

With regard to social and demographic statistics, national statistical services frequently produce data whose timeliness, accuracy and detail fail to meet the basic needs of the relevant policy-makers and programme administrators. The situation is particularly critical in developing regions where the statistical services tend to be the weakest and the problems posed by development and social and demographic change are usually the most acute. Efforts by national statistical agencies to improve social and demographic statistics are often handicapped by a lack of authoritative and relevant information about the experience of other countries making similar efforts. Furthermore, statistics in these fields have tended to develop in a more piecemeal manner than economic statistics, where the national accounts have exerted an integrating influence for some time.

- (iii) Income distribution and related statistics, which are essential for analysis of issues related to economic equity, represent a major gap, particularly in developing countries.
- (iv) Coupled with the growing concern among member States about markets of materials and the terms of trade is the associated problem of raising price inflation. A new interest is manifest in the role of prices in determining supply and demand for goods and services and in the distribution of real incomes both within national economies and between countries. Prices and unit value indexes of commodities entering international trade need to be improved and the collection of producer and consumer price data extended, both to facilitate the analysis of inflationary trends and to construct more reliable estimates of the national accounts in constant prices. At the international level, in particular, little improvement has taken place in recent years. Thus international guidelines on price statistics and indexes have as yet not been developed. The available international price statistics and indexes require evaluation and improvement.
- (v) The United Nations finds it difficult to respond in a timely or efficient manner to important requests for statistical information. In a degree, this reflects the fact that computerization has not proceeded far enough; to illustrate, one half of the current publications of the Statistical Office which could usefully be computerized (including the Monthly Bulletin of Statistics and the Statistical Yearbook) are still produced manually. In large part the problem stems from the fact that the data files and computer programmes of the Statistical Office have been structured to produce specific publications and do not permit fast or efficient retrieval of unanticipated tabulations and cross-classifications.

It is also necessary to improve the quality of the data collected, as well as the timeliness and presentation of the publications which at present do not provide adequate indications of the character and accuracy of the data they contain.

- (vi) All countries, developed and developing, require consistent and internationally comparable statistics so that they can sharpen their perspectives by making comparisons with developments in other countries and appraising and reviewing their economic and social progress within the appropriate international or regional setting. Despite the substantial progress made in the past, there is still inadequate comparability in concepts, definitions and classifications. The links of the System of National Accounts with the System of Balances of the National Economy, the methods for international comparison of national product, expenditure and other statistics and the adaptation of national accounting and related systems to the requirements of the developing countries are insufficiently developed.
- (vii) Despite the recently enlarged international efforts to help the developing countries build up reliable and consistent statistical systems much remains to be done. In many developing countries, the statistical system is still weak and does not provide an adequate range of information needed by planners, policy-makers and administrators, both at the national and international levels. To illustrate, in Africa it is estimated that somewhat less than 10 per cent of the total population of the region resided in countries with relatively complete birth registration system; in South America the comparable figure was 20 per cent. ^{1/} Nearly 40 per cent of countries in Africa and Asia has not yet reported Gross Domestic Product estimates for 1970.

(b) Regional

Within the context of the issues and problems just outlined, selected major problems facing the regional commissions are summarized as follows:

There is a statistical office in every country of the ECA region and in three multinational organizations in Africa. However, although in several countries there has been some expansion and reorientation of statistical activities, every statistical organization in the region is faced with lack of expertise, serious staff shortages and difficult recruitment problems. There are many major gaps in the existing statistical base. Most countries lack permanent capabilities and infrastructures for carrying out sample surveys and censuses while vital registration systems are either weak or absent.

Most African countries publish statistical yearbooks and reports. However, individual national statistics need to be improved, the data are not always comparable or comprehensive and there exist serious gaps.

^{1/} E/CONF.60/CBP/27.

Countries of the ECE region generally have well-organized statistical services. However, the growing demand for statistics for operational and analytical purposes calls for a continuing refinement and further development of national statistics and the elaboration of new types of statistic in areas not so far covered. Further review of existing statistical standards and the establishing of statistical standards in new fields are required in order to assist Governments in the development of their statistics at the national level and to promote international comparability.

Countries of the ECLA region have made substantial progress in statistics during the last decade, but the developments, while encouraging, are not sufficient to meet the present needs, which are growing steadily. The weaknesses result from a lack of trained personnel, the inadequacy of the electronic data processing equipment and insufficient co-ordination among organizations and agencies particularly user organizations.

In the ECWA region, substantive assistance is required by the statistical services of the member States of the region in developing their statistical information services which at this moment are often weak and do not provide a range of information adequate to meet the needs of planners, policy-makers and administrators at the regional and national level. The need for data on energy and primary commodities, on flows of trade and on prices has become strong and urgent.

In the ESCAP region, while statistical activities have been expanded and improved in many countries of the region during the past decade, the statistical comparability of most countries needs substantial strengthening, to face the growing demand for statistics. This underscores the need for technical assistance in a variety of fields and activities. The demand for internationally comparable statistical data within the region is also growing very fast and additional data, in a form suitable for international comparison need to be provided. ESCAP has an important role to play in assisting countries in the further development and use of electronic data processing in the field of statistics. Within the ESCAP secretariat the provision of data processing services also needs further development.

Medium-term objectives

A. Statistical Office, ESA

- (i) Provide more comprehensive and reliable statistics on natural resources, industry and international trade with special emphasis on the needs of developing countries. This aims to meet the need for a better appraisal of the world situation in this area in the light of the discussions of the sixth special session of the General Assembly.
- (ii) Systematize, develop further, and disseminate statistics in the social, demographic and environmental areas with special emphasis on the needs of developing countries. This aims to meet the needs of policy-makers and planners who are more and more concerned with the issues related to the quality of life and social equity, as well as economic growth.

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- (iii) Develop further and implement the system of National Accounts and Balances and related systems and classifications and provide more comprehensive and reliable statistics on National Accounts and Balances and related data with special emphasis to the needs of developing countries. Such data are widely used in the comprehensive monitoring, analysis and assessment of over-all economic and social development and conditions.
- (iv) Develop international statistics on prices and related statistics. This should facilitate the study of issues related to the world-wide inflation, its implications on international trade and comparisons of real income between countries.
- (v) Improve the variety, timeliness and quality of the statistical output of the United Nations, especially through expanded application of electronic data processing techniques and general statistical compendia.
- (vi) Promote co-ordination of the international statistical system and provide statistical services to other units within the Secretariat and to other United Nations bodies. The Statistical Office serves as a focal point for the international statistical system.
- (vii) Provide substantive support through technical co-operation activities in the field of statistics with special emphasis on the following tasks: assist developing countries in improving their statistical organization, provide backstopping for the statistical training centres sponsored by the United Nations; assist in setting up continuing household survey capabilities and vital registration systems; assist in developing statistics in the fields of energy, mineral resources, as well as trade, national accounts and other economic and social statistics; assist in the implementation of population and housing censuses and prepare the 1980 World Programme of population and housing censuses.

B. Regional

1. ECA

(a) Promote development and co-ordination of statistical services in the African region to meet the growing needs of administration, industry, policy formation and planning for economic and social development. This objective will be accomplished through the provision of technical assistance and advisory services in the collection and compilation of basic statistics, training, statistical organization and data processing.

(b) Assist the countries of the region in creating a capacity for conducting a range of data collection and compilation operations and, in particular, population censuses and household surveys; stimulate the development of vital statistics registration systems and build up national cadres of officials trained in demographic data collection techniques.

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(c) Develop a regional framework of statistical information supported by detailed studies, to provide a reasonably comprehensive account of the African economic and social situation. To this purpose special emphasis is put on assembling the essential available data in a standard form and on the creation of a fully comprehensive statistical data bank at the regional level.

2. ECE

(a) Review and develop further statistical standards and methodology in the areas of economic statistics (income distribution, quantity and price statistics, national accounts and balances, etc.) social and demographic statistics and environmental statistics (including human settlements); and carry out methodological studies in the field of computer systems.

(b) Compile statistics for research studies and publication of statistical bulletins.

(c) Provide substantive support to UNDP projects in the region (computer education and computing research).

3. ECLA

(a) Foster improved communications between the statistical services and major users at the national and regional level through the organization of joint meeting of planners and statisticians.

(b) Intensify technical assistance to the countries of the region in censuses, national accounts, household surveys, vital statistics and sampling techniques, as well as carry out related organizational and methodological work at the regional level.

(c) Compile, estimate and disseminate basic statistical information and undertake methodological studies.

(d) Organize a centralized economic and social data bank.

4. ECWA

(a) Render substantive assistance to ECWA countries in organizing and expanding statistical services and the establishment of practical systems for the efficient and rapid processing of economic and social data.

(b) Carry out comparative studies on the costs of living and on real income in the countries of the ECWA region.

(c) Produce an annual statistical abstract covering economic, social and demographic statistics of the Arab world.

5. ESCAP

(a) Improve the statistical services of the countries of the region. This will be accomplished through the provision of assistance to member countries which will include conducting studies, analyses and evaluation of country programmes in censuses and surveys covering economic and demographic subject matter, especially to assist those member countries with less developed statistical systems; generally assisting Governments in the improvement of basic statistics, and the development of economic and social statistics, including organizational and methodological problems associated with these.

(b) Compile economic, social and demographic statistics of member countries and maintain them in a form suitable for retrieval by users and for publications.

(c) Provide data processing services to the ESCAP secretariat and promote data processing within the Governments through the organization of technical meeting and advisory services.

Medium-term outputs

A. Statistical Office, ESA

(i) Recurrent publications

Annual: Statistical Yearbook
Statistical Pocketbook
The Growth of World Industry (two volumes each year)
Yearbook of Construction Statistics
Yearbook of International Trade Statistics
World Trade Annual and Supplement (10 volumes)
World Energy Supplies
Yearbook of National Accounts Statistics (3 volumes)
Demographic Yearbook

Quarterly: Population and Vital Statistics Report
Quarterly Bulletin of Energy Statistics

Monthly: Monthly Bulletin of Statistics

Forty issues per year: Commodity Trade Statistics

In most of these publications, especially in the fields of energy, industry, trade and prices, the number of series will be increased. Efforts will be made to improve the coverage, timeliness and quality of the data. All publications should be computerized by the end of the period.

(ii) Non-recurrent publications

Statistical Compendia - Compendium of Social Statistics (1)
Compendium of Housing Statistics (2)
Historical Supplement to the Demographic Yearbook.

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(iii) Studies, reports, handbooks and manuals

About 30 publications are planned on statistical methods, including manuals, handbooks, recommendations and methodological studies, in various economic, demographic and social fields. The International Standard Classification of All Goods and Services will be completed and published, and the Standard International Trade Classification, Rev.2, will be published in four languages.

The Statistical Reporter will be published on a recurrent basis in co-operation with specialized agencies, especially IBRD. The Directory of International Statistics will be up-dated regularly.

(iv) Expert Groups

The Statistical Office will contribute papers and participate in expert and working group meetings convened by regional commissions and Headquarters.

(v) Ad hoc consultations and ad hoc tabulations

The Statistical Office serves as an international centre for methodology, collection, compilation, evaluation, analysis and dissemination of statistics: it provides ad hoc consultation on methodological and technical problems upon request and it prepares ad hoc tabulations upon request. An integrated and flexible computer system will be designed and implemented taking advantage of modern technology, which will facilitate more rapid computerization and the storage of a much greater volume of statistical data from various sources, and their quicker retrieval either for planned publications or in a variety of unanticipated formats for analysis and projections.

(vi) Co-ordination of the international statistical programme

- Preparation and servicing of two sessions of the Statistical Commission and two sessions of its Working Group;
- Preparation and servicing of four sessions of the ACC Sub-Committee on Statistical Activities;
- Participation in the Conferences of Regional Statisticians;
- Preparation of the international statistical programme and of the integrated programme of technical assistance in statistics.

(vii) Support of technical assistance

The technical co-operation programme in the field of statistics is expected to grow over the medium-term plan period. In 1974 there were

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175 projects comprising experts, fellowships, equipment and local cost components. There were 150 experts in the field and an additional 85 were under recruitment. A total of 280 fellowships were programmed for implementation in 1974. Training of country statisticians was effected through six institutes in Africa and Asia and through ad hoc training courses.

B. Regional

1. ECA

- Advisory services to countries;
- Assistance in the training of statisticians: 4 reports;
- Technical servicing of 15 meetings (workshops and working groups, Conference of African Statisticians);
- African census programme: active participation in the programme together with the headquarters;
- African Household Survey Programme - Preparatory work and implementation in collaboration with headquarters;
- Revision of statistical data for the annual Survey of Economic Condition in Africa;
- Recurrent publications:
 - (1) African Statistical Yearbook
 - (2) African Economic Indicators (annually)
 - (3) Economic data summaries for individual African countries (annually)
 - (4) Statistical Newsletter (periodically)
 - (5) Statistical and Economic Information Bulletin (periodically)
 - (6) Foreign Trade Statistics of Africa
 - (7) Bibliography of African Statistical Publications (biennially)
 - (8) African Directory of Statisticians (biennially)
- Approximately 12 studies to be published.

2. ECE

- Substantive support to the International Computer Education Centre, Budapest, and continued co-operation with the Computing Research Centre, Bratislava.
- Technical meetings and four sessions of the Conference of European Statisticians.

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- Publication of documents and research studies on statistical standards and methodology in many areas of economic, social and environmental statistics.

- Recurrent statistical publications:

- (1) Coal statistics (annual and quarterly)
- (2) Electric energy statistics (annual and half-yearly)
- (3) Gas statistics (annual)
- (4) General energy statistics (annual)
- (5) Housing and building statistics (annual)
- (6) Steel statistics (annual and quarterly)
- (7) Statistics of world trade in steel (annual)
- (8) Statistics of road traffic accidents (annual)
- (9) Transport statistics (annual and quarterly)
- (10) Statistical indicators of short term economic changes (monthly, with weekly supplement)
- (11) Statistics of world trade in engineering products (annual)

3. ECLA

- Advisory services to member countries

- Eight technical meetings

- Publication of methodological documents and of supporting documents for the Conference of Statisticians and Planners and for the meeting on the Centralization of Standard Trade Statistics

- Fourteen reports on the regional appraisal of the International Development Strategy

- Recurrent publications:

- (1) Statistical Annual
- (2) Economic and Social Indicators (biennial)

4. ECWA

- Advisory services to member countries

- Four technical meetings

- Support of the Regional Institute for Research and Training Statistics for the Near East

- Two comparative studies in the countries of the region (cost of living and real income)

- Publication of an Annual Statistical Abstract of the region

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5. ESCAP

- Advisory services to countries
- Twelve technical meetings; two meetings of Committee on Statistics
- Working papers for the technical meetings and the Committee on Statistics
- Evaluation studies and monographs on the methodology of topical questions of interest to member countries (sample surveys, construction of national accounts, compilation of commodity balances, etc.)
- Statistical recurrent publications:
 - (1) Statistical Yearbook for Asia and the Pacific (annual)
 - (2) Quarterly Bulletin of Statistics for Asia and the Pacific (quarterly)
 - (3) Statistical Indicators in ESCAP countries (quarterly)
 - (4) Foreign Trade Statistics of Asia and the Pacific
- Preparation of statistical tables for economic and social studies
- Electronic data processing services to the Secretariat and to Governments and the regional programme for the development of electronic data processing within Governments.

Legislative authority

1. ECA

General Assembly resolution 2211 (XXI)
ECOSOC decision 37 (LVII) noting annual report of ECA
Sessions 9, 10, 11 of the Commission (E/4651, E/4997, E/5293)
ECA Technical Committee of Experts (E/CN.14/474, 512, 571, 602)
Conference of African Demographers (E/CN.14/553)
Conference of African Statisticians (E/CN.14/113, 255, 405, 464, 547, 611)
African Census Programme (E/CN.14/POP/59, E/CN.14/496)

2. ECE

ECOSOC resolutions 449 B (VII), 231 (IV)
ECOSOC decision 34 (LVII) endorsing the programme of work and priorities and corresponding Economic and Social Council resolutions and decisions
ECE resolution 6 (XXVII)
Relevant resolutions of the Statistical Commission

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3. ECLA

ECOSOC decision 36 (LVII) noting the ECLA report and the resolutions adopted by ECLA's Committee of the whole and corresponding preceding ECOSOC resolutions and decisions

ECLA resolution 290 (XIII), 328 (XV)

General Assembly resolutions 2626 (XXV), 2801 (XXVI)

ECLA resolutions 329, 330 (XV)

4. ECWA

ECOSOC resolution 1566 (L)

ECOSOC decision 38 (LVII) endorsing the programme of work and priorities

General Assembly resolutions 2563 (XXIV), 2626 (XXV)

5. ESCAP

ECOSOC decision 35 (LVII) endorsing the ESCAP programme of work and priorities and corresponding earlier ECOSOC resolutions and decisions

6. Statistical Office, ESA General Assembly resolutions 238 A (III), 1095 (XI), 1852 (XVII), 2626 (XXV); ECOSOC resolutions 8 (I), 8 (II), 23 B (III), 40 (IV), 1215 (XLII), 1281 (XLIII), 1304-1307 (XLIV), 1566 (L), 1672 D (LII), ECOSOC decisions of 17 April 1971, 27 April 1971 and 2 June 1972; Security Council resolution 232 (1966); and recommendation of the Statistical Commission at its eighteenth session

29. TRANSNATIONAL CORPORATIONS

The organization of the programme

(a) Policy-making organs

In resolution 1908 (LVII) the ECOSOC decided "to keep the full range of issues relating to transnational corporations, and in particular the subject of the regulation and supervision over their activities, under close consideration on a continuing basis". Towards this end it will receive an annual report from its Commission on Transnational Corporations which the Council established in resolution 1913 (LVII).

The Commission on Transnational Corporations meets annually and consists of 48 members from all States elected by the Council.

(b) Secretariat

The Information and Research Centre on Transnational Corporations is an autonomous unit within the United Nations Secretariat. It services the meetings of the Commission on Transnational Corporations.

(c) Related work in other programmes

CDPPP carries out general studies on development finance and the role of foreign direct investment in developing countries. CDPPP is also responsible for work on permanent sovereignty over natural resources, including the relationships between the exploitation of natural resources, foreign direct investment, and nationalization. CDPPP, and the Expert Group on Tax Treaties which it services, examine the implementation of tax agreements in such areas as income tax allocation, including transfer pricing and tax evasion. It considers the problem of international income allocation with a view to developing guidelines and techniques, covering allocation of income and expense, to be utilized in treaty negotiations. Consideration is also being given to the development of guidelines supplementing the provisions in the treaties on exchange of information to prevent international tax evasion, fraud and avoidance.

The ESCAP, ECLA and ECA are carrying out studies on foreign private investment in their respective regions, on the role of transnational corporations in certain countries and in certain economic sectors such as manufacturing industries, transport, energy and natural resources, and on the transfer of appropriate technology.

The Office of Legal Affairs is studying the operations of transnational corporations as they relate to international trade law with a view to identifying those aspects which are susceptible to solution by means of legal rules.

(d) Related work in other international organizations

In the field of primary commodities UNCTAD studies marketing and distribution systems for several commodities such as cocoa, bananas, manganese, and

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hides and skins. In the area of manufactured or semi-manufactured goods, the impact of transnational corporations is being considered primarily in the context of restrictive business practices. In the field of finance and private foreign investment, it carries out studies on the income and balance-of-payments effects of private foreign investment in developing countries. In the area of transfer of technology UNCTAD is working on the development of a conceptual framework for fact-finding and research on technology, collection of empirical evidence from a large number of countries and the elaboration of studies on the patent system, as well as the establishment of an international code of conduct on the transfer of technology.

UNIDO deals with the subject of transnational corporations in so far as it pertains to its responsibilities for industrialization strategies and policies. UNIDO also assists developing countries in their industrial activities including preparation, evaluation and advice regarding specific industrial investments and development projects in which transnational corporations are often actually or potentially involved.

The ILO studies the role of transnational corporations in such areas as: policies and practices of TNCs on employment and training, wages and working conditions, and industrial relations; general working conditions prevailing in TNCs; contribution of TNCs in the development of human resources; problems of labour inspection and TNCs; the usefulness of international principles and guidelines in the field of social policies regarding the activities of TNCs; TNCs and collective bargaining; and TNCs and employment.

The activities of the FAO which are closely related to the subject of transnational corporations pertain to agriculture, forestry and fisheries, and include specific programmes in collaboration with TNCs, as well as a range of operational activities with such corporations and with Governments, with a view to facilitate the transfer of knowledge and capital-lending to agricultural development. These activities are carried out through the FAO Agro-Allied Industries Co-operative Programme, the FAO Bankers Programme, and the FAO Fertilizer Programme.

(e) Co-ordination

In addition to ad hoc contacts between the Centre, the other units within the United Nations Secretariat and United Nations organizations concerned, co-ordination of the programme as a whole will be effected through annual meetings under the chairmanship of the Executive Director of the Centre and attended by the responsible officials in the United Nations Department of Economic and Social Affairs, the Office of Legal Affairs, UNCTAD, UNIDO, UNDP, ILO, FAO, and other United Nations organizations as required.

(f) The Programme in the base period

Table 1

The Transnational Corporations Programme in the base period, 1974/1975*

Organizational unit or category	RB		XB		Total	
	\$'000	%	\$'000	%	\$'000	%
A. <u>Direct costs</u>						
1. Policy-making organs						
2. Programmes						
(a) ESA						
B. <u>Apportioned costs (Common services)</u>						
3. Administration and Management						
4. Conference Services and Library						
Total (A + B)						
C. <u>Operational programmes</u>						
D. <u>Apportioned costs (Management of operational programmes)</u>						
Total (C + D)						

* The Centre on Transnational Corporations started its activities during 1975. The appropriations shown in this table refer to part of the biennium.

(g) Programme growth 1976-1979

Table 2

The Transnational Corporations Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				

Medium-term objectives

(a) To act as the forum within the United Nations system for the consideration of issues relating to transnational corporations;

(b) To promote the exchange of views among Governments, intergovernmental and non-governmental organizations, trade unions, business, consumers and other relevant groups through the arrangement, inter alia, of hearings and interviews;

(c) To develop a comprehensive information system on the activities of TNCs. This involves, in the first instance, design of a system of information gathering, analysis and dissemination which would permit the Centre to obtain relevant information on various aspects of the subject. Once this information is obtained it must be analysed, and this analysis made available in an appropriate form, on a regular and ongoing basis, to Governments. Initially the efforts will have to concentrate to a large extent on identifying the information needed, on determining how and in what form it should be collected, and deciding how it could best be used by Governments;

(d) To develop internationally agreed accounting and reporting standards for TNCs;

(e) To carry out studies on the activities of TNCs in various economic sectors such as international banking, land development, tourism and natural resources;

(f) To conduct research on various political, legal, economic and social aspects relating to transnational corporations, including work which might be useful for the elaboration of a code of conduct and specific arrangements and agreements as directed by the Economic and Social Council and the Commission;

(g) To undertake at the request of Governments, programmes of technical co-operation on matters related to transnational corporations, through existing

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organs of the United Nations system, aimed at strengthening the capacity of host countries, in particular of developing countries, in their dealings with transnational corporations; in particular to organize training programmes related to the elaboration of governmental policies on foreign direct investment and their administration, and make available advisory services in this field to requesting Governments.

Medium-term output

The Centre on Transnational Corporations will prepare in 1975 a first programme of work listing the concrete outputs expected to result from its activities. This programme will be submitted for approval to the Commission on Transnational Corporations.

Legislative authority

ECOSOC resolutions 1908 (LVII) and 1913 (LVII).

30. TRANSPORT*

The organization of the programme

(a) Policy-making organs

The Economic and Social Council has the over-all responsibility for promoting transport development by providing policy guidance for the total effort of the United Nations system. The Council decides on transport programmes and co-ordinates the activities of the various United Nations bodies in this field. Among the regional commissions, ECE has an Inland Transport Committee, ESCAP has a Transport and Communications Committee, and ECLA, apart from regional problems being dealt with by the Commission itself, has the Central American Economic Co-operation Committee treating, inter alia, subregional transport problems in Central America. The principal policy-making organs for tourism are the World Tourism Organization, which carries out its central role in co-operation with existing machinery within the system, and the Economic and Social Council. In the regional commissions, tourism policy is generally dealt with by the transport and communications committees. In ESCAP, there is a special sub-committee on Tourism and the Facilitation of International Traffic.

(b) Secretariat

The Centre for Natural Resources, Energy and Transport has a Transport and Cartography Branch within which the Transport Section deals with the rational development of rail, road, inland waterway, coastal and intermodal transport and planning and co-ordination of transport systems. Among the transport units of the regional commissions are the ECE Transport Division and the Transport and Communications Divisions of ECA, ECLA and ESCAP. In 1974, the main responsibilities for tourism functions remaining with the United Nations were transferred to the Human Settlements Programme at Headquarters. In the regional commissions, however, these functions are implemented within the transport, communications and tourism units.

(c) Related work in other programmes

Whereas CNRET is the main unit within ESA dealing with matters of inland, coastal and intermodal transport and over-all planning and co-ordination, CDPPP, in its programme of economic development, planning, and projections takes into account transport matters as a major sector. The CHBP in its work on human settlements also touches on transport matters. The Statistical Office compiles transport and related statistics. The Public Administration Division takes part in the institutional and administrative aspects of transport. Outside the Department, UNCTAD handles economic and institutional factors concerning ocean

* This programme also includes reference to tourism to the extent that it can be separately defined.

shipping services and related port activities. UNEP's concern with environmental aspects of transport is also closely related to the programme.

The United Nations continuing work in tourism deals mainly with its physical, social and developmental aspects and the impact of tourism on national and regional development efforts. Other programmes concerned with these areas within the ESA Department include: the CDPDP, the Statistical Office and the Social Development Division. UNCTAD has a continuing interest in tourism as it affects capital transfers; UNEP's programme of environmental protection includes the effects of tourism on the local environment; the UNDP is also involved in a variety of operational tourism projects focusing mainly on physical and developmental aspects; and UNIDO maintains an interest in tourism as it relates to industrial development.

(d) Related work in other international organizations

Of the specialized agencies, IMCO is concerned with co-operation among Governments in all technical matters affecting shipping, maritime safety and efficient navigation. ICAO is engaged in developing the principles and techniques of international air navigation and fostering the planning and development of international air transport. The common aim of the organizations of the World Bank Group (IBRD, IDA and IFC) is to promote economic growth through the provision of financial and technical assistance to developing member countries, and transport has been the largest single recipient sector. FAO takes interest in transport questions where it affects their food and agricultural programmes. ILO is active in vocational training and the labour aspects of transport enterprises. Other intergovernmental bodies, such as OECD in the field of European transport and its overseas aid programmes, OAS and OAU and the regional development banks of Africa, Asia and Latin America in their respective transport programmes, have related aims. Among the NGO's, IRF and IRU in the field of road transport, UIC and IRCA in the field of railways, ICHCA in cargo handling, ISO in international standardization, and PIANC in inland navigation, are conducting activities for closely related purposes. Other organizations having a continuing interest in tourism planning and development would include FAO, ILO, UNESCO, IBRD and ICAO.

(e) Co-ordination

CNRET has been providing substantive support jointly with ESCAP for executing the Trans-Asian-Railway and the Asian Highway projects. It participated in the ECA study group for East African economic co-operation and consults with ECA in major projects such as Trans-Sahara road and Trans-African Highway. It assisted ECWA in formulating its medium-term plan and work programmes. Close co-operation is maintained with UNCTAD in matters such as international transport, transit trade of land-locked developing countries, and standardization.

CNRET holds the liaison office for IMCO which is not otherwise represented in the Western hemisphere. Co-ordination with other organizations is basically maintained on a project-by-project basis.

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Co-ordination on tourism has been handled both through specific ad hoc interagency meetings within the interagency co-ordination machinery of the United Nations and through co-ordination of those aspects of tourism which fall within other programme areas, such as statistics and development planning. The UNDP also serves in a co-ordinating capacity in authorizing tourism development projects to its executing agencies. Since the WTO is expected to assume "the decisive and central role (in world tourism) in co-operation with the existing machinery within the United Nations system" it will also provide a central co-ordinating function in this field.

(f) The Programme in the base period

Table 1

The Transport Programme in the base period, 1974/1975

Organizational unit or category	RB		XB	Total	
	\$'000	%	\$'000	\$'000	%
A. <u>Direct costs</u>					
1. Policy-making organs					
2. Programmes on in:					
(a) ESA					
(b) ECA					
(c) ECE					
(d) ECLA					
(e) ECWA					
(f) ESCAP					
Subtotal, Programmes					
B. <u>Apportioned costs (Common services)</u>					
3. Administration and Management					
4. Conferences Services and Library					
Total (A + B)					
C. <u>Operational programmes</u>					
D. <u>Apportioned costs (Management of operational programmes)</u>					
Total (C + D)					

(g) Programme growth 1976-1979

Table 2

The Transport Programme: medium-term real growth, 1976-1979

Organizational unit	Regular budget 1974-1975		Real growth (per biennium) 1976/77 budget over 1974/1975	Average suggested for 1976-1979
	\$'000	%		
(a) ESA				
(b) ECA				
(c) ECE				
(d) ECLA				
(e) ECWA				
(f) ESCAP				
Total		100%		

The problems addressed

Before 1960 the work in the transport field was concentrated by and large on the activities for the improvement of international transport and travel by means of conventions, agreements and regulations which, together with the various instruments established under the aegis of international organizations, built up a body of international transport law. At the turn of the 1960s the overriding interest was shifted to the economic and social development problems of the developing countries.

At the beginning of the Second Development Decade it became clear that transport development has to be a comprehensive process of technological and socio-economic transformation, that this transformation has to be well co-ordinated with the other sectors of the economy, and that one country's development should be harmonized with those of other countries in the region.

A. General

(a) Preparation of policies and plans for transport development

Most of the developing countries are faced with serious problems in trying to formulate sound transport policies and balanced transport development programmes and to implement these in as efficient a way as possible. Deficiency in rational planning and the resulting lack of adequate basis for decision-making leads to waste of resources in the allocations both among competing modes of transport and between transport and other sectors of the economy.

(b) Institutional, regulatory and organizational aspects

Most developing countries need improvement in their management of transport affairs, including legislation and regulation systems. Shortage of qualified and trained personnel presents the greatest difficulties, but legal, procedural, and particularly organizational questions also require close attention.

(c) Transport technologies

In some instances the introduction of newer technologies is desirable. In most cases however, the question is efficient application of existing resources and knowledge to local needs. Technical training is imperative.

(d) Data exchange and systematic information

In many of the developing countries, the information and technical data necessary for transport decisions and designs are inadequate and there is a lack of know-how in dealing with technical and economic problems. Transport problems are furthermore often aggravated by the need for a multidisciplinary approach supported by a wide information base.

(e) Urban transport

Traffic congestion, accidents and air pollution resulting from transportation are causing increasing concern in metropolitan areas of developing countries and there is a growing interest in public transport systems. Urban transport problems have drawn increased attention from Governments and international bodies.

(f) Improvement of international transport relations and links

Although a body of international transport law exists, there is a need for widening the area of world-wide and regional transport agreements to facilitate the movement of goods and people as the economic interdependence of countries increases. New instruments of international transport arrangements are required to meet new needs, and existing instruments have to be modified or modernized in accordance with changed economic and technical conditions. The degree of technical standardization, simplification of frontier procedures, and uniformity of operational practices has to be enlarged in consonance with world economic growth. The potential savings in time and cost made possible by intermodal technologies, as represented by containers and barge-carrying vessels, is being followed closely. Special emphasis will be put on the need to establish links between capital and labour intensive transport systems.

(g) Tourism

While it is clear that rising fuel and transport costs will continue to adversely affect the growth of tourism in the near future, this may not be the central problem over the long run. How tourism relates to and can be integrated with over-all national and regional development and what impact it has on the physical, social and economic life of the recipient countries are the main problems of concern to the United Nations programmes in this field.

B. Regional

In the ECA region, the critical problems of transport include inadequate national networks, particularly in the rural sector, limited density of roads and railroads, poor over-land linkages with the neighbouring countries, poor development and use of inland waterways, high cost and under-utilized civil aviation fleets and support services, and inadequate coastal and maritime shipping and port facilities. The legal and organizational elements of transport of cargo, the deficiencies in intermodal co-ordination, the lack of national personnel for transport analysis, planning and design, and for the management of transport systems and enterprises, are also pressing problems.

In the ECE region, the extensive economic interrelationships between countries of the region call for improvement and development of international transport capacities. This should be effected by expanding the interlinking infrastructures, applying new technologies, standardizing equipment, and streamlining cargo administration procedures and operational practices, with due regard to environmental, safety, land-use, energy and manpower implications.

In the ESCAP region, countries are faced with a number of crucial problems in building up, maintaining and operating transport infrastructures in an adequate and efficient way, mainly due to the lack of skills and resources for adopting up-to-date technology and practices. The current energy crisis and food shortage have aggravated the transport situation, compelling transport planners to reorient their thinking and policies in the utilization of equipment, transport operations, and changes of technology and methodology. The questions of international conventions and agreements relating to both regional and interregional transport also draw attention, as do the various recommendations for standardization of the techniques, practices and procedures of international transport.

In the ECLA region, systematic processing of transport data for use of transport planners is required to change the present inadequate state of transport planning. The non-tariff barriers which constitute an overwhelming obstacle to international land transport in the region have to be removed or reduced. The maritime shipping lines are faced with serious competition from foreign companies and there is concern that the new transport technologies would reduce even further the region's participation in maritime transport and related services of the region. In the major urban centres, congestion is generally serious and the public transport capacities are insufficient for the growing needs. The extensive navigable rivers are currently under-utilized, especially for international transport. The problems have to be selectively dealt with.

In the ECWA region, the existing transport networks and facilities are largely export-import oriented, deficient in capacity, and in many instances outdated in equipment and plants. The internal transport systems of countries of the region are in particular inadequate for the needs of the growing and diversifying economies. The facilities, especially rural and feeder roads, should be expanded and the organizations and operations of transport services should be improved. Managerial and operational personnel need to be developed. The provision and exchange of information, and of the reserach on specific transport problems, are important for the formulation of national transport policies and plans, which are in most instances unsatisfactory. The movements of goods and peoples between nations of the region should be facilitated and the formation of and adherence to international transport conventions and agreements promoted.

Tourism is seen in the regional commissions as a multidisciplinary issue and its associated problems are, therefore, viewed in the context of other programmes such as transport, communications, human settlements, trade and other sectoral areas which directly and indirectly affect the tourist industry or are themselves affected by tourism.

Medium-term objectives

(a) Transport section, CNRET, ESA

- (i) To collect, assess and disseminate relevant information on transport development and provide a focal point of systematic documentation on new advances and developments in transport technology, economics, and institutions, for application in developing countries;
- (ii) To develop and disseminate techniques and concepts for transport planning and co-ordination, for the management of inland and coastal transport services, and for improving the institutional and regulatory framework of transport systems at national, regional and local levels;
- (iii) To widen the area of international agreements and uniformity in transport standards and practices and increase participation of developing countries therein, for development of an integrated system of international inland and intermodal transport;
- (iv) To develop guidelines for tourism planning in developing countries to assist in determining the appropriate allocations of economic and physical resources and to identify interrelationships between tourism and the physical and cultural environment.

(b) ECA

- (i) To promote the design and construction of major international road links within the region;
- (ii) To assist in the expansion and the improvement of management of national and multinational merchant marines for maritime and coastal shipping;
- (iii) To promote the multipurpose development and utilization of inland waterways;
- (iv) To promote the extension of air freight services in Africa, and of the multinational use of common aviation services;
- (v) To develop facilities for technical training in transport planning and management and in transport technology;
- (vi) To promote development of telecommunications;
- (vii) To develop postal services.

(c) ECE

To prepare further intergovernmental agreements, conventions, recommendations, and joint studies, as well as the systematic exchange of information and views,

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aimed at harmonization of government policies and action on problems of common concern to all the countries of the region.

(d) ECLA

- (i) To improve the data base for transport planning and policy formulation, and to design a bibliographic documentation system, for the transport sector in countries of the region;
- (ii) To reduce non-tariff barriers and establish Latin American combined transport operations, introduce a maritime transport data bank, evaluate the feasibility of barge-carrying vessels, and study maritime shipping and ports, in the Caribbean region;
- (iii) To study the needs and carrying capacities of urban transportation with special reference to the social cost of private automobiles in urban areas and to the quality of urban life;
- (iv) To carry out an integrated study of river transport in South America;
- (v) To provide technical aid to governments in tourism development.

(e) ECWA

- (i) To provide information and facilitate its exchange on selected aspects of transport, communications and tourism, with special reference to technologies and practical experience in these fields;
- (ii) To study the problems of development of transport, communications and tourism with a view to assisting governments and intergovernmental bodies in solving these problems;
- (iii) To assist in the formulation of strategies, plans and projects for developing transport, communications and tourism;
- (iv) To introduce new technologies in transport, communications and tourism and assess the implications of their application for countries of the region;
- (v) To facilitate movements of goods and people within the region by promoting international conventions and agreements on such matters.

(f) ESCAP

- (i) To assist the ESCAP countries in assessing the suitability of the transport parts of their development plans for the established objectives, in achieving self-sustaining base and regional and

subregional co-operation for tourism development, in attaining standardized and simplified documentation for transport and travel across frontiers, and in implementing international transport conventions and agreements;

- (ii) To assist in setting up railway training centres, carrying out field surveys and investigations, and improving the operational efficiency of the railways of the region and filling in the missing portions of the projected Trans-Asian Railway Network;
- (iii) To improve administrative measures and régimes of road transport between member nations, to promote the extension of rural and low-cost roads, to combat traffic congestion in large cities, and to assist in technical training in traffic engineering and the education of road users;
- (iv) To assist, by research and technical aid, in the development of inland waterways and inland water transport, maritime shipping and parts, and cargo unitization-containerization;
- (v) To develop subregional and regional networks of telecommunications and to assist in training and telecommunications services;
- (vi) To provide adequate postal services in the ESCAP region.

Medium-term output

(a) Transport section, CNRET, ESA

For implementation of the Medium-Term Objective 1, a survey of the sources of relevant information on transport development with special reference to developing countries will be made and a catalogue of these sources prepared. This will be followed by further steps toward the creation of a focal point for documentation and dissemination of relevant information on new advances of transport technology, economics, and institutions. Under Objective 2, a series of research studies will be undertaken on selected major problems of transport in developing countries. A study on the techniques and procedures for effective planning, organization, and facilitation and co-ordination of various modal facilities and multimodal transport systems in developing countries will be made and a short manual issued. The application of new transport technologies, particularly new types of modal and intermodal transport facilities, to transport development in developing countries will be analysed and evaluated and the findings will be reported. The relationships between the initial investments, maintenance, and transportation costs of roads will be studied, as will those techniques and methods for inland waterway transportation planning, development and maintenance applicable to developing countries. As the work progresses and the field experience increases

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additional projects will be designed and carried out to follow up the initial studies during the latter part of the plan period. There will be two to three studies a year in this problem area.

Under Objective 3 the role and situation of transport in the world economy, especially in developing countries, will be reviewed in 1976, the major transport bottle-necks and problems identified, and appropriate remedial and preventive measures recommended for national and international consideration and action. The analysis will be made in the light of the changing economic conditions and technologies. A report will be published upon completion of the study. Secondly, new concepts, techniques and procedures for physical distribution of goods from origin to destination will be studied in 1977 with a view to application in developing countries.

Under the technical co-operation programmes, technical services and substantive support will be provided for execution of large-scale projects of feasibility and pre-investment studies in developing countries. Such projects under execution are expected to number 12 to 15 at any particular time during the Plan period. In addition, a sizable programme of technical assistance through expert missions on various aspects of development of inland, coastal and intermodal systems and facilities and related public works will be serviced, supported and supervised on the substantive side, as will be also the large programme of fellowships for the nationals of developing countries to study abroad in transport and related public works.

(b) ECA

For transport planning, management and automotive technology, a field survey of the training facilities and of long-term requirements for skilled manpower will be conducted in each of the subregions of Africa, and a programme of action will be formulated in 1976-1977. This will be followed by implementation of the programme, organizing the necessary facilities and conducting training activities for the balance of the Plan period. For development of road transport, particularly the major international road links of the region, 12 meetings will be organized and serviced (total 36 meeting days) at various policy, planning and technical levels. After the completion of the feasibility studies of the Trans-African Highway (Mombassa-Lagos) in 1975, construction work will begin in 1976. Studies will also be made for reconstructing and upgrading the feeder links of the Highway. It is anticipated that during the Plan period, the proposed Trans-African Highway Authority and Road Fund will be established. For developing the Trans-West African Highway Network (Dakar-Ndjamene and Dakar-Lagos), studies will be made in 1975 to identify specific subprojects for upgrading the substandard sections to all-weather standards, and the work for their implementation will be carried out during the Plan period. The feasibility studies of selected sections on the Khartoum-Cairo stretch of the Trans-East African Highway (Botswana-Egypt) will be made. A symposium on Highway Engineering and Road Research in Africa will be organized in 1976.

In maritime and coastal transport, the shipping advisory and training services unit will continue to operate in 1976-1977 (jointly with UNCTAD, IMCO and UNDP). Institutional facilities for technical training in maritime transport will be established in the years 1976-1978. Analysis of the structure and characteristics of coastal shipping in West and Central Africa will be completed in 1976-1977. Multinational coastal shipping lines will be established in West/Central Africa. A seminar on Ports and Harbours Development will be organized in the USSR.

In inland waterways studies will be made toward preparing the projects of the multipurpose development of the Congo River and of the Great Lakes of East Africa. Projected studies for improvement and utilization of inland water transport include reviews of the status of intergovernmental machinery, river shipping, international agreements, administrative arrangements and manpower needs: in West and Central Africa, 1976; in East and North Africa, 1977.

Feasibility studies for establishing multinational air freight services will be undertaken in 1976-1978, and negotiating meetings will be held in 1977-1979 for full utilization of capacities, better planning of facilities and increasing the share of African carriers in the African freight market. To promote a multinational development and utilization of aviation common services, studies will be undertaken to define the areas of practical possibilities, draft proposals prepared on reorganization of facilities and procedures for sharing, and negotiating meetings organized for adoption and implementation of proposals.

In telecommunications, a proposed African Telecommunications Union will be established. Studies of educational television by satellite will lead to a pilot multinational project in order to establish the feasibility of a regional project in the field. The VHF-FM sound broadcasting, and the technology and economics of cable TV will be studied. Country-by-country studies of training institutions will form the basis of recommendations for expansion of their capacities. The prerequisites for establishing a regional satellite communications training centre will be ascertained, and recommendations will be implemented. The feasibility of multinational assembly and manufacture of telecommunications equipment in Africa will be investigated.

In postal services, three subregional training courses on routing and mail tariffs will be conducted in 1976 and two on financial management in 1977.

(c) ECE

The output for 1976-1979 comprises some 60 reports each year summarizing the results of various meetings.

Each year two intergovernmental agreements on international transport and traffic will be prepared or revised, as will five regulations concerning standards for motor vehicle equipment and parts. The systems of road signs, signals, markings, rules and practices, and those for inland navigation are to be revised or further developed. The causes of road accidents will be studied, and recommendations of preventive measures formulated for adoption by Governments.

Current standards for the international transport of dangerous goods, and for combined transport of goods, are to be studied and the existing agreements

updated. Studies on regional transport infrastructure, in particular the European system of road arteries, waterways and railways will be continued and their scope and standards widened. Compilation of transport and road accident statistics will continue, as will also the work on the five-year publication of data on traffic flows on major European highways (E-Roads). Papers presenting information on national transport policies, and transport technologies and techniques will be prepared.

(d) ECLA

In six countries a bibliographic documentation system for the transport sector will be established in 1976-1978. A manual on information systems for transport planning will be published.

Maritime transport data banks will be installed in five member countries during the Plan period. A network of transport facilitation committees in at least seven Latin American countries will be established in 1976.

A study on the feasibility of the ownership and operation of the LASH ships by Latin American countries, and one on the methods for increasing the efficiency of National Tourist Offices will be produced, 1976. The role of the privately-owned automobile in Latin American urban transport will be studied in 1977, the interrelationships between maritime transport technology and policies and port investment in the Caribbean region investigated in 1978, and the river transport development in South America surveyed in 1979.

(e) ECWA

Studies will be prepared on: the development of integrated transport and communications systems; the facilitation of transit traffic; the application of new transport technologies, particularly concerning shipping and ports; the establishment and operation of national and multinational shipping services; the traffic flows, trade routes, modes and cost of transport of selected commodities; expansion of pipeline and other bulk transport facilities; the needs of skilled manpower and managerial know-how in the fields of transport, communications and tourism; and on specific investment projects in order to assist governments in their formulation and implementation.

The relevant information on various aspects of transport, communications and tourism will be collected, analysed and disseminated.

Assistance to governments will be given to help them accede to United Nations and Arab League conventions and agreements in the field of transport, communications and tourism and for the elaboration of newer regional agreements. Seminars and workshops will be organized on new techniques and experiences in transport, communications and tourism. Close contact will be maintained with governments and international bodies to promote regional co-ordination and harmonization of policies and investments, as well as to help bring about regional action for implementing common policies and projects.

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Advisory services will be provided to member countries within the competence of the technical staff.

(f) ESCAP

Technical studies will be undertaken on the possibilities for introducing selected transport technologies, mass transport in metropolitan areas, guidelines for tourism planning, and the economic, cultural and ecological impact of tourism. The relevant technical information will be collected, analysed and disseminated. For facilitation of international traffic, a roving mission of experts will be organized to visit interested member countries of the region to provide advice and to assist in drawing up simplified documentation based on ECE specifications.

In railways, two on-the-spot investigations will be undertaken annually; three seminars are scheduled for 1976-1977; and five surveys will be conducted for upgrading and augmenting selected sections of the projected Trans-Asian Railway Network. Assistance will be given to the Khmer Republic in establishing a railway training school, 1977.

In highways, measures for regulating international road transport in the region will be studied and proposed, and an ad hoc meeting called for negotiation and agreements on the measures. Workshops will be organized to study the problems for developing feeder roads and rural transport and for improving traffic engineering and traffic safety in urban areas.

In water transport, assistance will be given to countries in their work of channel dredging, in the development of their coastal fleet and in the fuller use of inland waterways. Advisory services will be provided in maritime port development and operations, in developing national and regional shipping services, and in cargo unitization and intermodal freight movement.

In telecommunications, assistance will be furnished for establishment of the microwave links. A study on new regional tariff structures for the Asian Telecommunications Network will be made, as will a study for improving the postal services of the region. Technical and advisory missions will be provided to countries of the region in dealing with specific postal problems.

Legislative authority

(a) Transport section; CNRET, ESA

ECOSOC resolutions: 935 (XXXV), 1372 (XLV), 1373 (XLV), 1490 (XLVIII), 1082 (XXXIX) and 1202 (XLII).

(b) ECA

ECOSOC resolutions 935 (XXXV), 1082 (XXXIX), 1202 (XLII), 1804 (LX); UNCTAD resolutions: TD/III/63, TD/III/48; Commission resolutions 103 (VI), 124 (VI), 160 (VIII), 161 (VIII), 162 (VIII), 195 (IX), 198 (IX), 202 (IX), 226 (X), 244 (XI).

(c) ECE

Long-Term Programme of Work for 1975-1979 adopted by the ECE Inland Transport Committee at its thirty-third session (ECE/TRANS/8, paras. 136-144 and Annex 3), in 1974.

(d) ECWA

General Assembly resolutions 2626 (XXV), 3201; ECOSOC resolutions 1490 (XLVIII), 1818 (LV).

(e) ESCAP

Work Programme for 1975-1977 drawn up by ESCAP Transport and Communications Committee at its twenty-third session in 1974.

PART III. SPECIAL ANALYSES AND EVALUATIONS

31. INTRODUCTORY REMARKS ON SPECIAL ANALYSES AND EVALUATIONS

1. A small number of special analyses, on such topics as the following, will be incorporated in Plan documents as a regular feature:

(a) An analysis of the costs and/or results, over the past 5 or 10 years, of a selected programme. This will normally be done only for a programme designated as either high or low priority, or at the request of a policy-making organ.

(b) A quantitative description of one of the support activities.

(c) An examination, cutting across all programmes, of a means of action commonly used by the United Nations, such as the writing of a manual or the use of Expert Group meetings or the training of government officials in short seminars.

2. A special analysis, as it is currently conceived, will be a short presentation of facts but will not incorporate recommendations. However, as the examples below illustrate, facts can be suggestive and point to the need for the more thorough evaluation that would be required before recommendations for significant changes in the programme or activity could be made.

3. For this Plan only one special analysis of type (b) in the list above has been made.

32. THE REPRODUCTION OF DOCUMENTS IN THE UNITED NATIONS

1. In the United Nations the main organizational units dealing with the reproduction of documents are the Publishing Division at Headquarters and the Documents Division at Geneva. Since they are managed separately, and since the New York Printing Service has recently started a cost accounting system which warrants special treatment, they will be described separately.

A. The Publishing Division at Headquarters

2. The Publishing Division executes the printing programmes of the United Nations Secretariat and other United Nations bodies and special conferences, as approved by the Publications Board, and is responsible for expenditure relating to printing, reproduction, distribution and sales of the Organization's documentation and publications.

(a) The organization of the Division

(i) Direction and co-ordination: This Section establishes press-runs and distribution patterns, co-ordinates the work of the Printing Service, Sales and Distribution Sections, and ensures that reproduction and distribution operations are carried out on schedule. It also maintains liaison with substantive departments, permanent missions and specialized agencies on matters falling within the competence of the Division.

(ii) Printing

- a. The Reproduction Section operates and maintains the machinery and equipment used for internal reproduction at Headquarters of documents, publications, maps, charts, forms and stationery.
- b. The Costing and Planning Unit maintains a cost accounting system for internal reproduction facilities, monitors budget performance, and orders and supervises contractual printing.
- c. The Copy-Preparation Unit maintains United Nations typographical and editorial standards.
- d. The Graphic Presentation Unit designs and executes artwork for covers, posters, booklets, leaflets and draws charts and graphs.
- e. The Cartographic Unit undertakes the required geographical research and prepares original maps, and formulates and upholds United Nations standards for map design.

(iii) Distribution: This Section distributes United Nations documents and publications in accordance with policies established by the Publications Board, maintains distribution substations and conference room document

services, and keeps stocks of the Organization's documents and publications.

(b) Modernization

3. A modernization plan has been established to be carried out during the 1976-1979 period. The programme of replacement will have the effect of increasing the output of the Reproduction Section without appreciably increasing the staff required and will permit faster reproduction service. The scale of the programme can be measured by the estimated costs of the new equipment required, which are as follows:

	<u>US dollars</u>
<u>1976</u> - Gathering machine, Mimeos, Dittos, Collator, Offset Press 29, Milling Machine, and Surface Grinder	214,000
<u>1977</u> - Saddle Stitcher, Drill, Electric Mimeos, Dittos, Miroline Duplicator	106,500
<u>1978</u> - Additional Boxes for Gatherer, Mimeos, Dittos	22,000
<u>1979</u> - Offset Press 24 X 36, Mimeos, Dittos	112,000
Total Cost Plan Period	<u>454,500</u>

4. To man this machinery efficiently through three shifts, a backup pressman will be required. This pressman will stand in during leave, sick leave etc., so that presses will not be idle for lack of an operator. Another post will be required for similar reasons for the finishing operation staff.

(c) In-service training

5. In order to overcome the chronic shortage of proofreaders which has beset the Copy-Preparation Unit for the past several years, it is proposed to expand the proofreading training programme. Three posts of Proofreader trainees will be filled from the ranks of the copyholders or other suitable staff members.

6. After a period of training, the trainees filling these posts will be eligible to take a competitive examination to fill proofreader vacancies at the P-2 level in the respective language subunits. The form and presentation of this examination is being prepared in co-operation with the Training Service.

7. By means of this proposal, we shall create a career avenue for some of the staff and a valuable reserve of proofreading talent, already schooled in the ways of the United Nations, for which the Printing Service has been in dire need for many years.

(d) Workload

8. Several interesting observations can be made from the data relating to the 1968-1973 period which are shown in the table below. ^{1/} Between the 1968-1969 and 1970-1971 biennia the total volume of page units rose by 19.7 per cent. Yet over the last four years, between the 1970-1971 and 1972-1973 biennia, the total volume of documentation has fallen by 5.8 per cent, owing to a decline of 4.6 per cent in the average number of copies. The attempt at controlling and reducing the volume of documentation has borne some fruit.

Reproduction of documents in United Nations Headquarters

Biennium	Number of jobs	Average number, pages per job	Average number of copies	Total page units (millions)
1968/69	67,184	12.3	1,057	873
1970/71	75,885	13.2	1,043	1,045
1972/73	74,451	13.3	997	986

9. However, the total page units for 1974 is expected to be back to the annual equivalent of the 1970/71 level.

(e) Physical productivity

10. Each of the activities of the Units described above can be, and is being, measured by quantitative indicators. The source for the data given in the following tables are statistics kept in the Division. The tables show the number of staff, the workload, and the physical output per staff member of selected Units for the years 1972-1974 and a forecast for the years 1975-1979.

- (i) The number of staff has increased significantly in the last four years, but is not expected to do so in the next four years:

^{1/} The source of these data is the statistics kept by the Documents Control Unit. These are regularly made available to the Publications Board.

Number of staff in the Headquarters Publishing Division

Organizational Unit	1972/73	1974/75	1976/77*	1978/79*	Increase over the period
Office of the Chief (including Co-ordination Unit)	13	14	15	15	15 per cent
Printing Service:					
Reproduction Section	130	141	142	143	10 per cent
Copy Preparation	35	39	38	41	17 per cent
Other sections	22	26	27	27	23 per cent
Distribution Section	92	100	104	104	13 per cent
Total Division	292	320	326	330	13 per cent

* Estimates.

(ii) There will be increases in the total volume of output; this is particularly noticeable in the workload of the Copy Preparation Unit:

Physical output (workload) in the Headquarters Publishing Division

Organizational Unit	1972/73	1974/75	1976/77*	1978/79*	Increase over the period
Reproduction Section: million pages:	986	1,090	1,130	1,170	19 per cent
Copy Preparation Unit: thousand pages prepared:	294	325	340	375	27 per cent
Distribution Section: million documents distributed:	51.8	55.3	57.5	59.8	15 per cent

* Estimates.

(iii) As a result of these figures we can calculate the physical productivity in each organizational unit. It will be noted that significant increases in the output per staff are expected in Printing and Copy Preparation over the 1976-1979 period. This will result from a rationalization of methods as well as from the modernization of the reproduction equipment described above. The significantly lower increase in the Distribution Section is due to the impossibility of mechanization in daily sorting out of documents for distribution.

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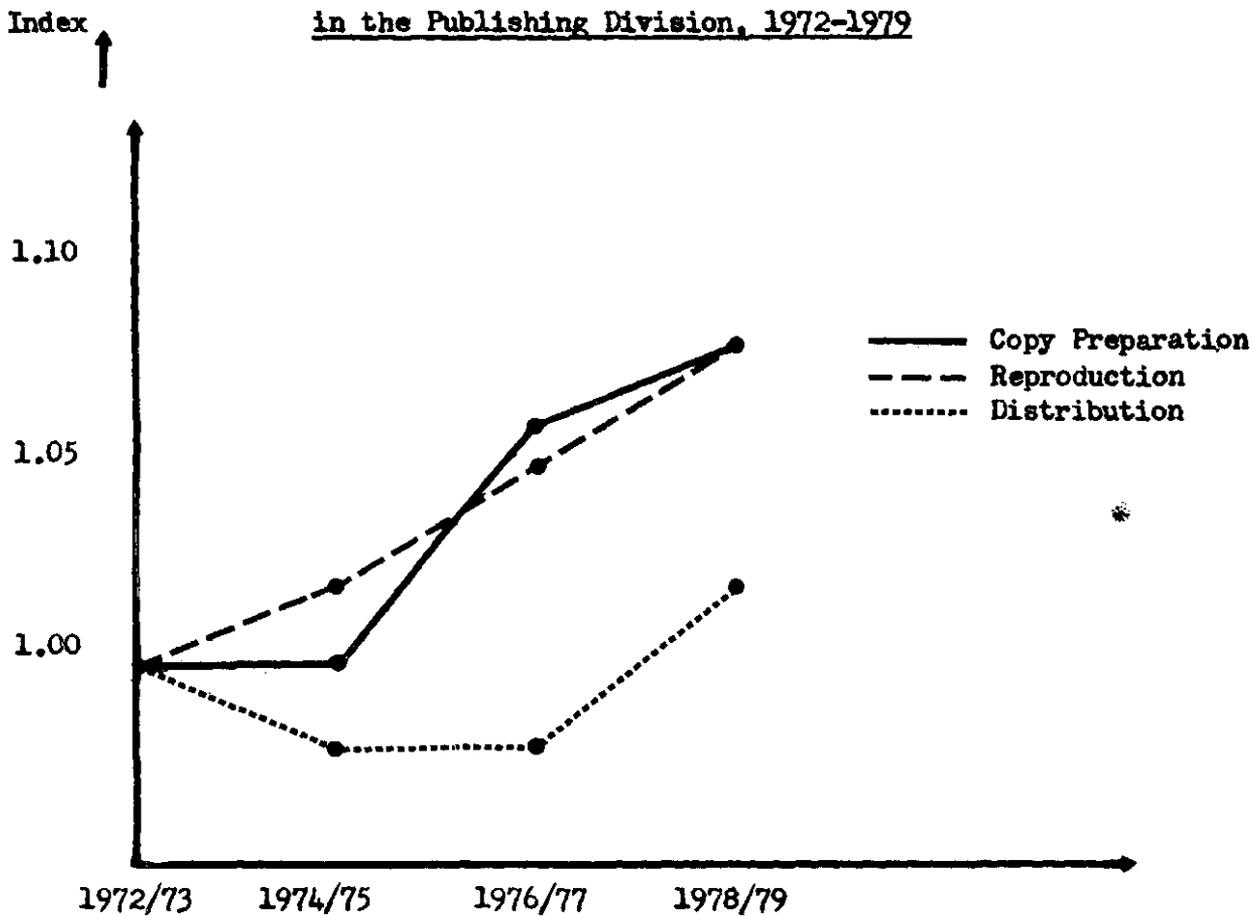
Physical productivity in the Headquarters Publishing Division

Organizational Unit	1972/73	1974/75	1976/77*	1978/79*	Increase over the period
Reproduction Section: million pages per staff member:	7.58	7.73	7.96	8.18	8 per cent
Copy Preparation Unit: thousand pages per staff member:	8.4	8.4	8.9	9.1	8 per cent
Distribution Section: thousand documents per staff member:	563	553	553	575	2 per cent

* Estimates.

Since the changes in productivity over time are not uniform it is also useful to show them graphically:

Physical Productivity Changes
in the Publishing Division, 1972-1979



(f) Cost accounting in the Printing Service

11. Until the introduction of a cost accounting system in the Printing Service it had been assumed that because of the special nature of the work, and the immediate proximity of the plant, the cost of printing internally was cheaper than external production. But the records which were kept were insufficient to test the validity of this basic assumption. For allocation purposes a figure for the value of internal work was sometimes needed, and this was based on an estimate of the cost of doing this work externally since, in the absence of a cost accounting system, the exact cost of the internal work was not known.

12. In 1972, a full-scale costing system based on the current records was carried out for the period 1971-1972. The results of its findings showed the necessity to apply it on a permanent basis in order to:

- (i) determine whether work is most economically produced externally or internally;
- (ii) indicate the areas where improvement in output can be achieved and where a more rational use of funds, manpower and equipment can be made.

In the areas where policy requires that the internal facilities be used irrespective of their relative cost advantage or disadvantage, the cost accounting system will show the cost of such a policy.

13. The system is established on the basis of the standard pattern used in the printing industry. It was adapted to the special conditions which apply to the facilities at Headquarters and is founded on the following main elements:

- (i) analysis of the production records by categories of activities;
- (ii) analysis of costs;
- (iii) apportionment of cost to each activity.

As of 1 January 1974, the Reproduction and Printing Sections were merged under Printing Service and the services reorganized to include a Costing and Planning Unit.

14. In addition to the analysis of the daily production sheets and study of the efficiency and utilization of equipment, steps have been taken to organize the printing budget under the new programme budgeting system.

15. The status of printing appropriations by programme is now being issued on a monthly basis. In addition, quarterly reports are prepared for the Publications Board. The first 10 months of experience already provides some useful information.

16. The introduction of this system has produced discrepancies of transition in budgetary and accounting data. For example during 1974 there was a discrepancy between appropriations, which were based on the old method of estimating the value

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of internal work, and calculation of the real cost of internal reproduction based on the new cost accounting system:

Discrepancies in United Nations Headquarters printing budget, 1974

	\$'000
Appropriations for 1974, based on old method of estimating	1,654
Real cost of commitments as of October	<u>3,483</u>
Apparent "overspending"	1,829

17. This difference between allotments and real cost in the value of internal printing is due to three different causes:

- (i) a sharp increase in actual cost of printing materials, especially paper:

Year	Tons of paper used	Cost per ton (\$)	Total cost (\$'000)
1972	1,805	285	514
1973	1,784	340	606
1974	1,816	516	937

- (ii) the recording in the cost accounting system of items which previously were not taken into account in the estimation of the value of internal reproduction. (For example by the end of October 1974 the value of work done by the Reproduction Section on jobs not taken into account in the estimates was \$554,000);

- (iii) the weaknesses of the old system in which this value was estimated on the basis of the external cost of "similar jobs".

18. As a result of this cost accounting exercise, the following improvements will be introduced in the United Nations budget presentation and implementation procedures:

- (i) a standard cost per unit of documentation will be developed; this cost will "average" the different actual costs applying to the various printing processes;
- (ii) the costs of internal printing will be notionally apportioned among the user programmes, and the actual work they originate will be charged against the notional allotment;
- (iii) the costs of external printing will represent only jobs which are expected

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to be contracted externally, so that the deduction for internal reproduction in the Budget Document will be dropped.

- (iv) the Publication Board will monitor the implementation of the internal printing programme as well as that of the external.

19. The advantages of the new procedure will be an increased effectiveness of the Publication Board in managing the printing programme as a whole, a greater awareness of, and involvement by, originating units regarding their budget for documentation, and a greater flexibility in the choice by the Printing Service between internal and external printing according to workload, comparative advantages, and deadlines.

B. The Documents Division of Geneva

20. The Geneva Office Documents Division accomplishes for organizational units located in Geneva the same task that the Publishing Division does at Headquarters. It is also responsible for the mailing, registry, and archives.

(a) Organization of the Division

- (i) The Reproduction Section reproduces by the most economical and flexible means all conference documents, working papers, and records of meetings held in Geneva by the United Nations and some specialized agencies, composes and prints internally United Nations publications selected by the Publications Board to be printed in the shop, composes and prints French Official Records of the General Assembly and composes and prints stationery upon request of the Purchase and Stores Section.
- (ii) The Distribution and Sales Section, in accordance with rules established by the Publications Board dispatches documents to official recipients, to delegates in the meeting rooms, and to authorized staff within the Secretariat. It also stores all United Nations documents and publications and operates the Diplomatic Pouch Unit as well as a microfiche Unit. Through its Sales Unit, the Section promotes and sells United Nations publications throughout Europe, Africa and the Middle East. It operates the Geneva Bookshop.
- (iii) The Printing Section plans the layout, copy-prepares and proofreads the publications done commercially in Europe or internally for the Geneva Office or on behalf of Headquarters, estimates costs, obtains bids and prepares contracts for printing, binding and related works, and checks invoices for payment.
- (iv) The Mailing Registry and Archives sorts, delivers and dispatches the official mail of the United Nations, FAO, GATT, HCR, ITC, UNCTAD, UNDP and UNICEF officers at Geneva, controls the official postal expenditures, and receives, opens and forwards the official correspondence to the appropriate offices. It also allocates code numbers to official

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correspondence, maintains and periodically discharges registry files, administers non-current records, and screens for disposal or for transfer to historical records.

(b) Modernization

- (i) In recent years, there has been a considerable increase in requests for offset printing in a limited number of copies. For this reason an Instant Reproduction group was created in the existing shop in 1969/1970. Reproduction in Chinese and Arabic (with small runs) strengthens the trend for using such equipment. Instant reproduction has to be reinforced, mainly by replacing some light machines by more sturdy, efficient, and highly automated machines that can be used by non-professional operators.
- (ii) Due to the heavy workload, bad running conditions, and the age of the material, an important programme of replacement had to be set up. The modernization of the photo-offset laboratory will continue from 1974/1975 in order to meet the workload in offset process.
- (iii) The IMB composition equipment, bought in 1968, calls for replacement in the biennium 1976/1977: it was intended to serve seven years before replacement. Failure of this complex equipment may jeopardize the output and cost a great deal more than replacement.
- (iv) A technical change in the heavy offset equipment will be required in the biennium 1976/1977 to cope with a change in the size of paper used for documents (size A/4 instead of standard 8 1/2 X 11"). Two offset presses will have to be replaced for this reason.

(c) Workload and productivity

Reproduction of documents in the Geneva Office

Biennium	Number of jobs	Average number of pages per job	Average number of copies	Total of page-units (millions)
1968/69	52,583	13.2	614	425.5
1970/71	53,299	14.0	614	458.9
1972/73	57,977	11.5	664	442.5

- (i) Due to the transfer of Human Rights Division to Geneva, the opening of 10 additional conference rooms with a subsequent upward trend in the number of meetings to be serviced, together with the lengthening of communications between storage areas, meeting rooms and distribution centres, it is expected that the number of staff, which includes man-year equivalents of temporary assistance, will increase significantly in the next four years:

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Number of staff in three sections of the Geneva Document Division

Organizational Unit	1972/73	1974/75	1976/77*	1978/79*	Increase during the period
Printing Section (Copy Preparation Unit)	24	24	26	26	8 per cent
Reproduction Section (including Composition Unit)	84**	84**	91**	86**	1 per cent
Distribution Section (including Pouch and Microform Unit)	53**	53**	61**	63	20 per cent
Total	161**	161**	178**	175**	8 per cent

* Estimates.

** Including temporary staff.

(ii) Over the Medium-Term Plan period, the total volume of output is not expected to increase drastically:

Physical output (workload) in the Geneva Documents Division

Organizational Unit	1972/73	1974/75	1976/77*	1978/79*	Increase during the period
<u>Printing Section (Copy Preparation)</u>					
- Number of jobs	514	534	534	534	4 per cent
- Number of standard pages prepared (thousand)	166.5	187.5	187.5	187.5	12.5 per cent
<u>Distribution Unit</u>					
- Million documents distributed	35.6	40.4	43.9 <u>1/</u>	44.5	25 per cent
- Number of pouch bags handled (thousand)	26.3	29.6	31.4 <u>1/</u>	32.0	22 per cent
<u>Reproduction Section (including Composition Unit)</u>					
- Million pages	442	447	486 <u>1/</u>	460	4 per cent

* Estimates.

1/ Impact of UNCTAD IV Conference.

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- (iii) Although some increase in the number of pages of documents reproduced per staff member is expected in 1974/1975 no further productivity improvement is anticipated.

Physical productivity in the Geneva Documents Division

Organizational Unit	1972/73	1974/75	1976/77*	1978/79*	Increase over the period
Printing (Copy Preparation)					
Thousand pages per staff member	6.9	7.2	7.2	7.2	5 per cent
<u>Distribution:</u>					
- Thousand documents per staff member	791 <u>1/</u>	748 <u>1/</u>	783 <u>1/</u>	794 <u>1/</u>	0.5 per cent
- Pouch bags handled per staff member (thousand)	13.1	9.9	10.4	10.6	-
<u>Reproduction:</u>					
- Million pages per staff member	5.26	5.33	5.34	5.35	2 per cent

* Estimates.

1/ Excluding microform and pouch staff.

C. Comparison of Headquarters and Geneva

21. Benefits could surely be derived from a detailed comparison of the results achieved by the two units. But there are differences that make it impossible to draw definite conclusions from this sketch: the Headquarters unit is twice as large as that at Geneva and the responsibilities of the Documents Division at Geneva go beyond those of the Headquarters Publishing Division and include mailing registry and Archives. However, the output per staff member in the document reproduction units is significantly higher in the New York shop (7.7 million per biennium) than in Geneva (5.4 million per biennium).

22. The explanations for this gap can be many: the over-all economy of size, the type of machines used, the average size and number of copies of the documents reproduced, the fact that in Geneva a larger use is being made of temporary (and consequently less qualified) staff etc.

23. Whatever the causes, the discrepancy appears to be significant enough to warrant investigation by specialists. Perhaps, however, this study should be delayed until the Headquarters cost accounting system has yielded sufficient information for a comparison with printing efficiency outside the United Nations to be made as well.

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24. It may also be of interest to note that while both shops are expecting an increase in the total volume of reproduction work the Geneva estimate is more conservative. At Headquarters, notwithstanding the restrictive policy set forth by the Secretary-General concerning document growth, the growth rate anticipated in volume of printed paper to be produced is on the order of 4 per cent per biennium. This may also be worth a small study.
