

**ADDENDUM  
TO THE  
MEDIUM - TERM PLAN  
FOR THE  
PERIOD 1984-1989**

**GENERAL ASSEMBLY**

**OFFICIAL RECORDS: THIRTY-SEVENTH SESSION**

**SUPPLEMENT No. 6C (A/37/6/Add.3)**



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New York, 1987

**NOTE**

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ADDENDUM TO THE MEDIUM-TERM PLAN FOR THE PERIOD 1984-1989

1. The following text includes the major programme on programme planning and co-ordination, chapter 31 of the medium-term plan for the period 1984-1989, 1/ submitted by the Secretary-General to the General Assembly at its forty-first session.
2. As indicated in the text on programme planning (see annex, paras. 31.6-31.28), it is to be read in conjunction with programme 4 of chapter 26 of the medium-term plan, Financial services, 2/ to which amendments are being introduced in the proposed revisions to the medium-term plan. 3/

Notes

1/ Official Records of the General Assembly, Thirty-seventh Session, Supplement No. 6 (A/37/6).

2/ Ibid., Supplement No. 6B (A/37/6/Add.2), paras. 26.27-26.44.

3/ Ibid., Forty-first Session, Supplement No. 6 (A/41/6).

ANNEX

PROPOSED MEDIUM-TERM PLAN FOR THE PERIOD 1984-1989

CHAPTER 31. PROGRAMME PLANNING AND CO-ORDINATION

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## CHAPTER 31. PROGRAMME PLANNING AND CO-ORDINATION

### I. GENERAL ORIENTATION OF THE MAJOR PROGRAMME

31.1 The major programme on programme planning and co-ordination has been evolved, within guidelines established by the General Assembly, in response to the perceived need for coherence in and co-ordination of the programmes of work of the United Nations and of the members of the United Nations system. Within the Organization, the goal of the major programmes is the establishment and refinement of an integrated system of programme planning, budgeting, performance monitoring and evaluation. In addition, its purpose is to assist the relevant intergovernmental bodies in ensuring that the work programmes of the United Nations and the members of the United Nations system are compatible and mutually complementary and are implemented with maximum regard for efficiency and effectiveness.

31.2 The programme on programme planning (see programme 1, paras. 31.6-31.28) is unique in that it depends upon contributions from every organizational unit in the Secretariat and makes an impact on every unit. While the Office of Financial Services and the Office for Programme Planning and Co-ordination have primary responsibilities for its implementation, including the provision of substantive secretariat services to the Committee for Programme and Co-ordination and the Programme Planning and Budgeting Board, programme managers at every duty station and at every level of responsibility are involved. The planning, budgeting, monitoring and evaluation system is conceived not solely as a sequential cycle, but also as a hierarchical one as, within each of the processes involved, information flows from section chiefs through the organizational structure to the Programme Planning and Budgeting Board, the Secretary-General, the Director-General for Development and International Economic Co-operation and the other senior officials who participate in the work of the Board, and back again. The inclusive nature of the programme is also reflected in the multiplicity of its links with intergovernmental bodies. The Committee for Programme and Co-ordination and the Advisory Committee on Administrative and Budgetary Questions are the principal bodies delegated roles in these processes by the General Assembly; however, the Economic and Social Council and the sectoral, functional and regional programme formulating organs are also expected to make major contributions.

31.3 The subprogrammes on planning and programming (subprogrammes 1 and 2 of programme 1), through the instrumentalities of the draft medium-term plan and the proposed programme budget, provide central and programme managers with the main management tools for the effective design of the Organization's programme of work in line with legislative mandates and priorities. The subprogramme on monitoring (subprogramme 3) similarly provides managers with an instrument for keeping track of the progress of programme implementation. The preparation of in-depth evaluations in selected areas and follow-ups thereto will continue to be central features of the subprogramme on evaluation (subprogramme 4); increasingly, however, emphasis is being given to devising procedures and guidelines and providing support for self-evaluations at the regional and sectoral levels. The outputs of each of these subprogrammes in turn, at various stages in the programme planning cycle, provide the intergovernmental bodies concerned with the elements for determining the programmes of work of the Organization and for controlling and assessing their implementation.

31.4 The programme on co-ordination (see programme 2, paras. 31.29-31.42) aims at promoting and facilitating concerted and coherent implementation by the bodies of the United Nations system of the policy guidelines, directives and priorities established by the General Assembly and the Economic and Social Council. The thrust of this programme is derived from the functions of the Director-General for Development and International Economic Co-operation who, inter alia, is in charge of exercising overall co-ordination within the system in order to ensure a multidisciplinary approach to the problems of development on a system-wide basis. At the intergovernmental level, the Committee for Programme and Co-ordination is the main subsidiary organ of the Economic and Social Council and the General Assembly for matters of co-ordination and of planning and programming. A central objective of the programme on co-ordination is to assist that Committee in discharging its functions both through the preparation of its conclusions and recommendations and in follow-up to those directives. At the inter-secretariat level, the Administrative Committee on Co-ordination is, under the leadership of the Secretary-General, the principal mechanism for inter-agency co-ordination. Its purpose is to integrate into a coherent whole the various activities of the organizations of the United Nations system. Activities under the programme on co-ordination will contribute to the efficient functioning of this inter-agency machinery.

31.5 It is necessary to promote the successive and related phases of the process of co-ordination, from the determination of needs and priorities to the implementation and monitoring of joint or co-operative activities. Activities under the subprogramme on the analysis of the state of co-ordination (subprogramme 1 of programme 2) will help to identify the domains where such co-operation takes place, to monitor the functioning of arrangements for co-ordination, diagnose problems and deficiencies, and to suggest areas and priorities for concerted efforts by the United Nations system in the light of legislative mandates and policy guidelines. This analysis will reflect a conception of co-ordination as a dynamic instrument whose raison d'être is to increase the relevance and efficacy of inter-secretariat activities in the context of the pursuit of common goals and of a large variety of policies and types of action. Activities under the subprogramme on the harmonization of policies, plans and programmes (subprogramme 2) will promote and implement actual arrangements for co-ordination, ranging from the formulation of system-wide medium-term plans in selected areas to the organization of prior consultation on proposed programme budgets. The concepts, methods and procedures through which different levels of co-ordination are best adjusted to different types of issues having a varying intersectoral dimension will also be developed. Substantive support will be provided through both subprogrammes, that on analysis and that on harmonization, to the Committee for Programme and Co-ordination and to the Economic and Social Council in respect of their responsibilities for co-ordination. Substantive support will also be given to the Administrative Committee on Co-ordination and its subsidiary machinery, particularly the Consultative Committee on Substantive Questions (Programme Matters), and to the annual series of joint meetings between the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination. Subprogramme 3, on the provision of system-wide information services, generates the necessary data and information for the analysis of co-ordination arrangements and provides the design of harmonized or joint policies, plans and programmes. It will also contribute to the development of co-ordinated information systems within the United Nations and the specialized agencies.



## II. PROGRAMMES

### PROGRAMME 1. PROGRAMME PLANNING

#### Subprogrammes

##### SUBPROGRAMME 1. PLANNING

###### (a) Legislative authority

31.6 The legislative authority for this subprogramme is General Assembly resolutions 32/197, annex, section VI, 34/224, 37/234, sections I and II and annex, article 3, and 39/238.

###### (b) Objectives

31.7 The objectives of this subprogramme are:

- (i) Intergovernmental objectives: to ensure that the programme of work of the Secretariat in both the substantive and servicing areas is prepared in accordance with the intentions and overall priorities of Member States as expressed in legislative mandates;
- (ii) General objectives of the Secretariat: to translate faithfully the legislative mandates of Member States into a coherent and effective programme structure and thereby to ensure the efficient and co-ordinated management of all activities of the United Nations.

###### (c) Problem addressed

31.8 The numerous requests to the Secretariat for activities emanate from a large number of intergovernmental bodies. Those requests reflect their respective concerns and priorities and cover a wide range of diverse and complex issues. Member States need a planning and programming system that enables them to review the programme proposals of the Secretary-General for coherence and co-ordination and to determine if those proposals are in accordance with legislative intent and overall priorities. Similarly, the Secretary-General, as Chief Administrative Officer, needs such a system for exercising managerial direction and control over the formulation and implementation of the programme of work of the Organization.

###### (d) Strategy for the plan period 1984-1989

31.9 During the plan period, methodologies and procedures for medium-term planning will continue to be developed. The rules pertaining to article 3 of the Regulations Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (General Assembly resolution 37/234, annex) will be reviewed and, as necessary, revised. Programme managers will be assisted and guided in their planning and programming tasks. Under the guidance of the Programme Planning and Budgeting Board, the proposed medium-term plan for the period 1990-1995 will be prepared and submitted to the Committee for Programme and Co-ordination and subsequently to the General Assembly. Special attention will be given to the full incorporation of support services in the planning and programming process.

## SUBPROGRAMME 2. PROGRAMMING

### (a) Legislative authority

31.10 The legislative authority for this subprogramme is General Assembly resolutions 32/197, annex, section VI, 37/234, section II and annex, article 4, 38/227 A, section II, and 40/240.

### (b) Objectives

31.11 The objectives of this subprogramme are:

- (i) To ensure that the strategy set out in the medium-term plan is implemented in terms of specific outputs and services according to legislative intent and that this is being done with the most effective and efficient utilization of resources;
- (ii) To specify, on a biennial basis, programme elements and related outputs and services to be delivered for the implementation of the strategy of each subprogramme of the medium-term plan, to propose priorities among programme elements and to determine the resources necessary for carrying out the proposed activities (for related objectives, see A/37/6/Add.2, para. 26.28).

### (c) Problem addressed

31.12 All Member States face the issue of finite financial resources in their public sectors. As a consequence, they expect that their contribution to the budget of the United Nations is allocated in the most efficient and cost-effective manner and is consistent with the established legislative mandates and priorities. There is a need, therefore, for a mechanism by which the expenditures both in the biennial programme budget and in all subsequent requests for additional appropriations are carefully scrutinized and fully justified on programmatic grounds.

### (d) Strategy for the plan period 1984-1989

31.13 During the plan period, the proposed programme budgets for the 1988-1989 and 1990-1991 bienniums will be prepared under the guidance of the Programme Planning and Budgeting Board and presented to the Committee on Programme and Co-ordination and the General Assembly. Further efforts will be made to present the narratives in programmatic terms in as many budget sections as feasible. Special attention will be paid to the setting of priorities in accordance with the established regulations and rules and to the identification of activities that have not proved to be sufficiently effective or useful and can, therefore, be proposed for curtailment or termination. A new format of the programme budget will be introduced to facilitate programme budget review by intergovernmental bodies.

31.14 The rules pertaining to article 4 of the Regulations Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation will be reviewed and, as necessary, revised. The provision of statements of programme budget implications of draft resolutions submitted to the General Assembly will be fully in effect. Consideration will be given to the provision of similar statements to the Economic and Social Council and other organs and bodies of the United Nations system (for related strategy, see A/37/6/Add.2, paras. 26.32 and 26.33).

### SUBPROGRAMME 3. MONITORING

#### (a) Legislative authority

31.15 The legislative authority for this subprogramme is General Assembly resolutions 33/118, 34/224, 36/228 A, section I, 37/234 and annex, article 5, and 39/238.

#### (b) Objectives

31.16 The objectives of this subprogramme are:

- (i) To ensure that the programme of work of the Secretariat in both the substantive and servicing areas, as contained in the approved programme budget, is implemented in accordance with the mandates and priorities of Member States;
- (ii) To provide the necessary data on actual programme performance for decision-making during the course of implementation for input in subsequent stages of formulation and review of the programme planning cycle and for reporting to intergovernmental bodies.

#### (c) Problem addressed

31.17 While the principle of programme performance reporting has been established, much remains to be done to broaden both its utility and its utilization. In addition to methodological improvements, greater emphasis needs to be given to wider dissemination of the programme performance reports and to better integration of the results of those reports in the programme planning cycle.

#### (d) Strategy for the plan period 1984-1989

31.18 The submission of biennial programme performance reports to the General Assembly through the Committee on Programme and Co-ordination will be considered as the first step in a sequence of reporting to intergovernmental bodies. At their subsequent sessions the attention of sectoral and regional programming bodies will be drawn to the relevant portions of the reports and to the comments and recommendations thereon by the Committee on Programme and Co-ordination and the General Assembly. Systematic research will continue into methods of linking the programme budget and programme performance reports.

31.19 The design of a computerized information system will be completed, allowing for easier data entry and faster access to information for decision purposes. While considerable progress has been made in establishing the format and methodology of performance reporting for the economic and social activities of the Organization, methods for reporting both implementation rates and operational activities will require further refinement. Reporting techniques for common and support services will also be evolved.

31.20 Standardized methods and procedures will be developed to assist programme managers in integrating monitoring into their programme planning process and in minimizing the resources required for reporting. The Internal Audit Division will review the monitoring process and carry out detailed audits of output delivery as part of its overall audit of substantive programmes.

#### SUBPROGRAMME 4. EVALUATION OF UNITED NATIONS PROGRAMMES

##### (a) Legislative authority

31.21 The legislative authority for this subprogramme is General Assembly resolutions 32/197, annex, section VI, 36/228 B, 37/234, annex, article VI, 38/227 A, sections II, III and IV, 39/238 and 40/240.

##### (b) Objectives

31.22 The objectives of this subprogramme are:

- (i) Intergovernmental objective: to determine systematically the relevance, effectiveness and impact of the activities of the United Nations system in the light of the goals and objectives of Member States and, based on such determination, to review and revise, as necessary, the programmes of the Organization with a view to maximizing their contribution to the achievement of those goals and objectives;
- (ii) General objectives of the Secretariat: to develop, implement and maintain an internal evaluation system as an integrated component of the planning, programming and budgeting process and to complete by the end of the plan period all the major adjustments required to make the system fully functional as a regular feature of the management process for all activities and sectors of the Organization.

##### (c) Problem addressed

31.23 A considerable amount of experience has been built up with respect to the evaluation of field projects under technical co-operation. Overall, however, the evaluation process in other areas of the United Nations system is still at a relatively early stage of development. Programme evaluation, for instance, has consisted mainly of in-depth evaluation exercises relating to selected programmes or programme areas for review by the Committee for Programme and Co-ordination and its results have not always been systematically applied. In sum, there is a need to establish and maintain an internal evaluation system that would: (a) take account of all major types of activity in the area of research and analysis as well as in technical co-operation areas throughout all sectors and organizational entities of the United Nations system; (b) enable the evaluation process to function as a built-in regular feature of the management decision-making system; (c) provide an objective basis for action at both management and policy levels; and (d) ensure that evaluation findings are communicated both to intergovernmental bodies and to the Secretariat in order to facilitate effective follow-up on application of those findings.

##### (d) Strategy for plan period 1984-1989

31.24 Following the adoption of the Regulations Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, the establishment of the Central Evaluation Unit and the strengthening of evaluation capacity at the regional and sectoral levels and of the definition of roles and responsibilities in the system as contained in the evaluation manual, the next phase of development of the internal evaluation system will focus on the implementation of the following two basic components of the system: self-evaluation by programme managers and in-depth evaluation.

(i) Self-evaluation by programme managers

31.25 Based on the guidelines provided in the evaluation manual and additional guidelines determined as the need arises, self-evaluation will be introduced and tested between 1986 and 1988 for selected subprogrammes under each programme in all sectors. Programme managers will be assisted through organized training activities such as workshops and seminars, informal meetings, newsletters, correspondence and routine discussion and will follow an on-the-job-training approach. Such training activities should ideally be undertaken in conjunction with those relating to programme planning, budgeting and monitoring.

31.26 Following the trial period, the experiences, problems and difficulties of the self-evaluation system will be examined in 1989 by an expert group that will assess not only the technical quality of the guidelines and procedures adopted, but also their effectiveness under the complexity of United Nations activities.

(ii) In-depth evaluation

31.27 The procedural and methodological guidelines provided in the evaluation manual reflect the experience that the Central Evaluation Unit has thus far acquired in undertaking in-depth evaluations. The Unit will assist evaluation units at the regional and sectoral levels in applying those guidelines in evaluation activities requested by the relevant intergovernmental bodies.

31.28 During the 1987-1989 period, as requested by the Committee on Programme and Co-ordination, evaluation studies will be carried out for three programmes and, as a follow-up on the application of the findings of earlier evaluations, three triennial reviews will be made of the implementation of the recommendations of that Committee.

PROGRAMME 2. CO-ORDINATION

Subprogrammes

SUBPROGRAMME 1. ANALYSIS OF THE STATE OF CO-ORDINATION

(a) Legislative authority

31.29 The legislative authority for this subprogramme is General Assembly resolution 32/197, annex, sections VII and VIII, and Economic and Social Council resolutions 1982/50 and 1985/76, sections II, IV and V.

(b) Objectives

31.30 The objectives of this subprogramme are:

- (i) Intergovernmental objective: to determine how the various bodies of the United Nations system co-operate to implement legislative policy guidelines, directives and priorities, particularly in multisectoral areas of international concern, and to formulate and monitor recommendations for changes in the thrust and practice of co-ordination;

- (ii) General objective of the Secretariat: to assist in consideration by intergovernmental bodies of the state of inter-agency co-operation in selected fields by collecting, analysing and presenting findings on relevant intergovernmental mandates, plans, programmes and activities of organizations and the existing state of co-ordination; to facilitate the formulation of precise intergovernmental recommendations for enhancement of the effectiveness of the efforts of the United Nations system through improved co-ordination based on a thorough appreciation of the existing situation.

(c) Problem addressed

31.31 In exercising their responsibilities for co-ordination within the United Nations system, the Committee for Programme and Co-ordination and the Economic and Social Council do not generally have readily available to them comprehensive information concerning the activities of the system in a given domain and the existing forms and extent of co-operation and co-ordination. This is especially true of complex and multisectoral domains of activity in which a wide range of organizations are involved. Even where information does exist on an organization-by-organization basis, it is often presented in a variety of styles and levels of detail, thereby complicating the process of compilation and comparison. In addition, the complexity of certain issues leads to a diversity of interpretation among different organizations. Furthermore, the volume and range of intergovernmental mandates of potential application to multisectoral domains of activity require careful synthesis in order to identify the objectives towards which co-ordination and co-operation should be directed.

(d) Strategy for the plan period 1984-1989

31.32 Work will proceed on the updating and refining of inventories of co-ordinating arrangements in the United Nations system and on the preparation of cross-organizational programme analyses and reviews in the domains selected by the Committee for Programme and Co-ordination and the Economic and Social Council. The results of the consideration by the General Assembly of the study on all aspects of co-ordination requested by the Assembly in its resolution 40/177 will shape the contours and thrust of this work. This applies also to subprogramme 2 below.

SUBPROGRAMME 2. HARMONIZATION OF POLICIES, PLANS AND PROGRAMMES

(a) Legislative authority

31.33 The legislative authority for this subprogramme is General Assembly resolution 32/197, annex.

(b) Objectives

31.34 The objectives of this subprogramme are:

- (i) Intergovernmental objective: to ensure coherent implementation by the United Nations system of policy decisions and recommendations of the General Assembly and the Economic and Social Council;

- (ii) General objective of the Secretariat: to establish and develop procedures for achieving concerted implementation by the United Nations system of policy guidelines, directives and priorities emanating from the General Assembly and the Economic and Social Council and for integrating into a coherent whole the relevant expertise and inputs of the organizations of the system; and to facilitate the improved functioning of the machinery of the Administrative Committee on Co-ordination and of the Committee for Programme and Co-ordination in respect of its responsibilities for co-ordination.

(c) Problem addressed

31.35 Because of the decentralized nature of the United Nations system broad policy goals are pursued under the aegis of a complex structure of mandates emanating from a variety of autonomous and semi-autonomous intergovernmental bodies. Possible differences of emphasis resulting from this situation militate against a coherent and comprehensive approach to attaining various major policy goals. Clearly articulated goals and strategies for the system do not exist in many fields, and information on proposed plans and programmes is not always exchanged in time to allow significant changes in them in order to achieve a more harmonized approach in specific areas of work. The range and complexity of subjects considered by the machinery of the Administrative Committee on Co-ordination demand substantive support both in terms of the information required and of the effective implementation of agreed lines of action. In exercising its responsibilities for co-ordination, the Committee for Programme and Co-ordination interacts with the Administrative Committee on Co-ordination, including through an annual series of joint meetings. Effective discharge of the former Committee's responsibilities also requires substantive support.

(d) Strategy for the plan period 1984-1989

31.36 Work will proceed on the completion of prior consultations on medium-term plan proposals for the period 1990-1995 and on the initiation and completion of prior consultations on programme budget proposals for the biennium 1990-1991. The process of prior consultations will continue to be reviewed through the machinery of the Administrative Committee on Co-ordination with a view to improving its effectiveness as an instrument for the harmonization of policies. The existing exercise in system-wide medium-term planning in the area of women and development will be kept under review and similar exercises will be launched if requested by central intergovernmental bodies. Other possibilities for jointly planned programmes will be considered and appropriate joint action promoted.

**SUBPROGRAMME 3. DEVELOPMENT AND MAINTENANCE OF INFORMATION SYSTEMS FOR PROGRAMME AND CO-ORDINATION**

(a) Legislative authority

31.37 The legislative authority for this subprogramme is General Assembly resolutions 32/197, annex, 36/237, 38/234, section XIV, 37/137 and 37/229.

(b) Objectives

31.38 The objectives of this subprogramme are:

- (i) To obtain information on the mandates, activities and outputs of the programmes of the United Nations and the United Nations system in the most expeditious and cost-effective manner;
- (ii) To provide information system support for the implementation of a comprehensive system of programme planning, budgeting, performance monitoring and evaluation and for the production of analyses involving a large number of organizations in the United Nations system; and to provide access to technical and research information and data produced by or for the Secretariat or relevant to its work in support of development activities.

(c) Problem addressed

31.39 While an integrated system of programming, planning, monitoring and evaluation has to a large extent been established, procedures need to be streamlined in the collection, analysis and reporting of information on the status of programme activities, resources and outputs. Retrieval of information for cross-organizational programme analyses has been hampered by the absence of commonly accepted indexing vocabularies and other means of cross-referencing in the United Nations system. Finally, there is a need to consolidate the presentation of certain types of information that exist only partially in individual organizations, such as that relating to harmful products banned in international trade.

(d) Strategy for the plan period 1984-1989

31.40 A computer-based programme performance reporting system will be set up as a component of an integrated computer-based information system to support and facilitate planning, programming, monitoring and evaluation in the United Nations and programme co-ordination throughout the United Nations system. Further development of the integrated system will be undertaken to provide qualitative and quantitative information essential to effective programme planning and co-ordination.

31.41 The computerized Development Information System (DIS) will continue to provide access for Member States and the Secretariat to information relevant to development activities contained in technical and research reports of the United Nations. The updating and maintenance of the Macrothesaurus will continue, as will input to the effort of the Advisory Committee for the Co-ordination of Information Systems to develop a system-wide common indexing vocabulary.

31.42 The Consolidated List of Products whose consumption and/or sale have been banned, withdrawn, severely restricted or not approved by Governments will be further developed.





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