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INTERNATIONAL CO-OPERATION AND
CO-ORDINATION WITHIN THE
UNITED NATIONS SYSTEM

Analysis of the mandates of, and problems addressed by, the United Nations system in economic and technical co-operation among developing countries

Report of the Secretary-General

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* A/39/50.

** See Economic and Social Council decision 1984/101.

I. INTRODUCTION

1. At its twenty-second session, in 1982, the Committee for Programme and Co-ordination (CPC) decided that the area of economic and technical co-operation among developing countries should be the subject of a cross-organizational programme analysis at its twenty-fifth session, in 1985. 1/ The present report has been prepared in response to the Committee's subsequent decision, at its twenty-third session, in 1983, to consider an analysis of the mandates of, and problems addressed by, the United Nations system in economic and technical co-operation among developing countries, as the basis for preparation of the analysis. 2/ Subsequently, the Economic and Social Council, in its resolution 1983/50 of 28 July 1983, recommended that this initial report should be submitted to the General Assembly at its thirty-ninth session, through CPC, and requested the Secretary-General to ensure that the cross-organizational programme analysis itself was carried out with due regard to the support provided by the United Nations system towards the implementation of the Caracas Programme of Action, 3/ in accordance with the mandates adopted by the organizations of the system. In its resolution 38/227 B of 20 December 1983, the General Assembly endorsed Council resolution 1983/50 and requested the Council, as well as CPC, to consider the initial report.

II. ORIGINS OF THE CONCEPT OF ECONOMIC AND TECHNICAL CO-OPERATION AMONG DEVELOPING COUNTRIES

2. One of the most significant achievements during the years since the establishment of the United Nations in 1945 has been the achievement of independence from colonial and alien domination of a large number of peoples and nations, enabling them to take their rightful place in the community of free peoples. There has, however, been a growing awareness that political independence has not been accompanied by adequate progress towards eliminating the widening economic gap between developed and developing countries and efforts to deal with this situation have been a major focus of international attention, particularly through the organs of the United Nations system. Over time, there has been a growing perception that the problem must be addressed in a coherent and comprehensive fashion, which is reflected by a number of landmark events and decisions. Within the context of the United Nations, these included the convening in 1964 of the United Nations Conference on Trade and Development (UNCTAD) and its subsequent establishment as a permanent organ of the General Assembly, the adoption in 1970 of the International Development Strategy for the Second United Nations Development Decade, 4/ the adoption in 1974 of the Declaration 5/ and the Programme of Action 6/ on the Establishment of a New International Economic Order and of the Charter of Economic Rights and Duties of States, 7/ the adoption by the General Assembly in 1975 of resolution 3362 (S-VII) on development and international economic co-operation at its seventh special session and the adoption in 1980 of the International Development Strategy for the Third United Nations Development Decade. 8/ Collectively, these and related work have defined the agenda for the international economic debate and set clear guidelines for future action.

3. One aspect of the existing international economic order is a continuing unbalanced pattern of economic development, manifesting itself in part in distorted patterns of trade, transport and communications and flows of information and in institutional structures. In addition, the developed countries, the North, dominate the current international monetary and financial system. It has become increasingly apparent that real development on the basis of equity, sovereign equality, interdependence, common interest and co-operation among all States requires a reorientation of the international economic system away from the existing pattern of dependence of the South. In this context, the development of South-South co-operation and economic relations can clearly play an important role.
4. Side by side with developments within the United Nations system, developing countries have, for many years, been promoting co-operation among themselves at the subregional, regional and interregional levels. There are now two main groupings at the global level. The Group of 77, a broadly based group of developing countries formed at the first session of the United Nations Conference on Trade and Development in 1964, has emerged as a major instrument for its members to formulate and co-ordinate their positions in various international forums. The Movement of Non-Aligned Countries can trace its roots back to the Asian-African Conference at Bandung in 1955. It holds regular summit conferences, as well as lower-level meetings, and works to promote co-operation and solidarity among its members and other developing countries on political and economic questions of common concern.
5. The importance of economic and technical co-operation among developing countries has been increasingly recognized as a major instrument for development through the promotion of collective self-reliance and the reduction of southern dependence. While activities involving economic and technical co-operation among developing countries were clearly being undertaken before the subject became a major focus of international attention, the last two decades have seen a progressive elaboration of the concept. At the global intergovernmental level, this development has taken place concurrently in the Group of 77, the Movement of Non-Aligned Countries and the United Nations system. At the same time, owing in part to the large measure of overlap between the memberships of the three groupings, each of them has cognizance of and interacts with the work of the others, as is evidenced by extensive cross-referencing in their decisions and conclusions. For example, the Seventh Conference of Heads of State or Government (Seventh Summit Conference) of Non-Aligned Countries held at New Delhi from 7 to 12 March 1983 considered that the Action Programme of the non-aligned countries and the Caracas Programme of Action of the Group of 77 should be harmonized and co-ordinated so that they reinforced one another. 9/
6. Within this broad process of conceptual development, economic co-operation among developing countries (ECDC) is seen as an important element in a strategy of collective self-reliance by developing countries to take full advantage of existing and potential complementarities in their economies and strengthen co-operation and solidarity in order to promote their economic development and facilitate effective and meaningful negotiations with the developed countries on the establishment of a new international economic order. While ECDC is thus seen as an integral part of efforts to restructure international economic relations, it is not seen as a substitute for economic co-operation between developing and developed countries,

nor is it seen as diminishing the responsibilities of developed countries for establishing just and equitable economic relations with the developing countries and contributing to their development. 10/

7. Technical co-operation among developing countries (TDC) involves the deliberate and voluntary sharing of technical resources, skills and capabilities between two or more developing countries for their individual or mutual benefit and is initiated, organized and managed primarily by developing countries themselves; financing and other inputs are the primary responsibility of developing countries themselves, with contributions from developed countries, the United Nations Development Programme (UNDP) or other similar multilateral sources playing a supplementary and catalytic role. 11/

8. The legislative basis for the system's activities in economic and technical co-operation among developing countries largely derives from the results of a number of major meetings and related declarations. In table 1, a number of these are listed chronologically.

A. The Group of 77

9. As noted above, the Group of 77 was formed at the first session of the United Nations Conference on Trade and Development, in 1964. Subsequently, at its Third Ministerial Meeting at Manila in 1976, the Group of 77 adopted a programme of economic co-operation among developing countries, 12/ in the context of preparations for the fourth session of the United Nations Conference on Trade and Development, and decided to convene at Mexico City a Conference on Economic Co-operation among Developing Countries for the purpose of elaborating the programme. 13/ In 1979, at its Fourth Ministerial Meeting, as part of preparations for the fifth session of the United Nations Conference on Trade and Development, the Group adopted the Arusha Programme for Collective Self-Reliance and Framework for Negotiations, in which it set out its priorities in the field. 14/ In 1981, the Caracas Programme of Action was adopted by the High-level Conference on Economic Co-operation among Developing Countries. 3/ In addition to holding ministerial meetings, the Group of 77 takes advantage of the attendance of its representatives at meetings within the United Nations system to further their efforts in economic and technical co-operation among developing countries.

10. As also noted above, the Economic and Social Council, in its resolution 1983/50, requested the Secretary-General to ensure that the cross-organizational programme analysis of the activities of the United Nations system in the area of economic and technical co-operation among developing countries was carried out with due regard to the support provided by the United Nations system towards the implementation of the Caracas Programme of Action, in accordance with the mandates adopted by the organizations of the United Nations system. The Caracas Programme draws on the earlier conceptual development of ECDC, notably the Arusha Programme. Its structure is sectoral, and it includes a number of recommendations for each of the sectors identified, namely trade, technology, food and agriculture, energy, raw materials, finance, industrialization and technical co-operation among developing countries. These are briefly summarized in table 2. It should be noted that, in

Table 1. Some major meetings, declarations and policy guidelines related to economic and technical co-operation among developing countries

Year	United Nations system	Group of 77	Countries of the Non-Aligned Movement
1962			Cairo Declaration (Conference on the Problems of Economic Development)
1963			Second Summit Conference, Cairo
1964	UNCTAD I, Geneva		
1965			
1966			
1967			
1968	UNCTAD II, New Delhi		
1969			
1970	International Development Strategy for the Second United Nations Development Decade		Third Summit Conference, Lusaka
1971			
1972	UNCTAD III, Santiago	Second Ministerial Meeting, Lima	Conference of Ministers for Foreign Affairs, Georgetown
1973			Fourth Summit Conference, Algiers
1974	Declaration and Programme of Action on the Establishment of a New International Economic Order Charter of Economic Rights and Duties of States		
1975	Lima Declaration and Plan of Action on Industrial Development and Co-operation (UNIDO) General Assembly resolution 3362 (S-VII) on development and international economic co-operation		Conference of Ministers for Foreign Affairs, Lima
1976	UNCTAD IV, Nairobi Habitat: United Nations Conference on Human Settlements, Vancouver	Third Ministerial Meeting, Manila Conference on Economic Co-operation among Developing Countries, Mexico City	Fifth Summit Conference, Colombo
1977	Committee on ECDC (UNCTAD)		

Table 1 (continued)

Year	United Nations system	Group of 77	Countries of the Non-Aligned Movement
1978	United Nations Conference on Technical Co-operation among Developing Countries, Buenos Aires International Conference on Primary Health Care, Alma Ata (UNICEF/WHO) Committee on ECDC (UNCTAD) UNCTAD V, Manila	Fourth Ministerial Meeting, Arusha	Conference of Ministers for Foreign Affairs, Belgrade
1979	United Nations Conference on Science and Technology for Development, Vienna World Conference on Agrarian Reform and Rural Development, Rome (FAO) International Development Strategy for the Third United Nations Development Decade	Fourth Ministerial Meeting, Arusha	Sixth Summit Conference, Havana
1980	Third General Conference of UNIDO, New Delhi High-level Meeting on the Review of TCDC (UNDP)		
1981	Committee on ECDC (UNCTAD) United Nations Conference on New and Renewable Sources of Energy, Nairobi High-level Committee on the Review of TCDC (UNDP)	High-level Conference on Economic Co-operation among Developing Countries, Caracas	
1982	UNCTAD VI, Belgrade		Seventh Summit Conference, New Delhi
1983	High-level Committee on the Review of TCDC (UNDP) Committee on ECDC (UNCTAD)	Fifth Ministerial Meeting, Buenos Aires	

Table 2. Caracas Programme of Action adopted by the High-level Conference on Economic Co-operation Among Developing Countries, 13-19 May 1981

Sector	Recommended action
Trade	<p>Measures to promote trade among developing countries</p> <p>Launching negotiations for the Global System of Trade Preferences (GSTP) among developing countries</p> <p>Measures to promote co-operation among State trading organizations (STOs)</p> <p>Measures to promote multinational marketing enterprises (MMEs)</p> <p>Measures to assist in the establishment of national enterprises, joint ventures and improved utilization of existing capacities in the field of services</p> <p>Measures to promote TCDC in trade</p>
Technology	<p>Measures for strengthening national, subregional, regional and interregional technology institutions and linkages between them</p> <p>Measures to facilitate and increase the flow of technology among developing countries</p> <p>Promotion of the solution of specific technological problems through joint efforts and creation of networks of scientific and technological institutions</p> <p>Measures to promote exchange of information and experiences in technology</p> <p>Promotion of co-operation in technological innovation and research in advanced technologies</p> <p>Measures to promote co-operation in enhancing the negotiating power of developing countries in regard to technology suppliers</p> <p>Measures to overcome constraints to the transfer of technology among developing countries</p> <p>Measures to promote co-operation in research and development for new technology in energy</p>
Food and agriculture	<p>Promotion of co-operative action in food and agricultural production</p> <p>Promotion of co-operative action in food security</p> <p>Promotion of co-operation in the production and supply of agricultural inputs</p> <p>Promotion of co-operation in fisheries</p> <p>Promotion of co-operation in management of national resources</p> <p>Promotion of co-operation in research and development and transfer of technology in food and agriculture</p>

Table 2 (continued)

Sector	Recommended action
Energy	<p>Promotion of co-operation in rural development, including agrarian reform and people's participation</p> <p>Promotion of co-operative action in trade</p> <p>Co-operation in giving priority to energy supplies for developing countries, including exchange of energy between developing countries</p> <p>Co-operation in evaluation of energy potential in developing countries and joint efforts for exploration and exploitation of additional sources of energy in energy-importing countries</p> <p>Expansion of developing countries' capacities in transportation, refining, processing and other downstream activities</p> <p>Establishment of multinational enterprises in energy and energy-related capital equipment</p> <p>Promotion of development and exploitation of new and renewable sources of energy</p> <p>Co-operation in improving productivity in drilling, reservoir engineering and refining technology for hydrocarbons</p> <p>Co-operation in peaceful uses of nuclear energy</p> <p>Promotion of exchange of information and experiences in the energy sector</p> <p>Co-operation in manpower training in all fields of energy</p> <p>Action in support of the struggle against <u>apartheid</u> and racial discrimination</p>
Raw materials	<p>Co-operation in preventing fluctuations in the prices of raw materials</p> <p>Promotion of mutual assistance in developing, exploiting and processing developing countries' raw material resources</p> <p>Co-operation in giving priority in supplies of raw materials to developing countries</p>
Finance	<p>Assistance in alleviating the balance-of-payments problems of developing countries</p> <p>Promotion of financial support for development</p>
Industrialization	<p>Collation and dissemination of information</p> <p>Co-operation in the construction of new industrial projects and modernization of existing units</p> <p>Enhancement of industrial capacities through joint efforts</p> <p>Co-operation in the development of human resources for industrialization</p>

Table 2 (continued)

Sector	Recommended action
Technical co-operation among developing countries	Priority utilization of skills and opportunities available in developing countries Study to draw up a model contract for recruiting experts from developing countries Reinforcement of TCDC systems at the national level Increasing co-operation and co-ordination among national TCDC systems Convening of a biennial meeting of heads of national technical co-operation agencies of the Group of 77

Source: A/36/333 and Corr.1, annex.

the section on TCDC, its important role as an instrument for the promotion and implementation of ECDC is reaffirmed, as are the pertinent recommendations of the Buenos Aires Plan of Action for Promoting and Implementing Technical Co-operation among Developing Countries. 15/

11. The Caracas Programme specified mechanisms for co-ordination, monitoring, follow-up actions and evaluation. Review, policy-making and general follow-up were entrusted to an Intergovernmental Follow-up and Co-ordination Committee, which would meet annually, and to sectoral review meetings, which would be held biennially. In addition, the annual ministerial meetings of the Group of 77 held at the beginning of the regular sessions of the United Nations General Assembly would concentrate their attention, preferably every second year, on a thorough review and appraisal of ECDC activities. At the operational level, such mechanisms as expert groups, meetings of heads of national agencies, action committees and national research and training centres of multinational scope would be used.

12. The Caracas Programme of Action, although clearly directed towards developing countries, relates to the United Nations system at a number of points. Various recommendations note, or are tied to, activities of the United Nations system, such as the technological information systems of UNCTAD, UNIDO, UNDP, UNESCO and WIPO, the work of UNCTAD on the establishment of a global system of trade preferences among developing countries and the UNIDO System of Consultations. In addition, the Programme envisages support by the United Nations system for the process of ECDC and calls on the Group of 77 to seek appropriate decisions in the United Nations and other international organizations to ensure that they devote a specific part of their budgets to the support of ECDC programmes.

B. The Movement of Non-Aligned Countries

13. The Conferences of Heads of State or Government of Non-Aligned Countries, and before them the Asian-African Conference held at Bandung in 1955, have considered co-operation among developing countries along with other matters of concern. The Second Summit Conference, held at Cairo in 1964, adopted recommendations concerning international economic co-operation, including recommendations on economic co-operation among developing countries, which were further developed at the subsequent summit conferences at Lusaka in 1970, Algiers in 1973, Colombo in 1976, Havana in 1979 and New Delhi in 1983 as well as by a series of ministerial and working-level gatherings. Over time, the Action Programme for Economic Co-operation among Non-Aligned and Other Developing Countries emanating from these meetings has been considerably widened and now encompasses the 23 diverse spheres of co-operation listed in table 3. An important conceptual development has been the stress on self-reliance introduced at the Third Summit Conference at Lusaka.

14. Between summit meetings, work in individual spheres is entrusted to designated co-ordinating countries. The results of their work then feed into the progressive development of the Movement's programme, which is reviewed periodically at high-level meetings. In the period between the sixth and seventh summit conferences, for example, 46 meetings covering different spheres of co-operation were held.

15. As noted in paragraph 5 above, the Seventh Summit Conference (New Delhi) reiterated its conviction that the Action Programme of the non-aligned countries and the Caracas Programme of Action of the Group of 77 should be harmonized and co-ordinated so that they reinforced one another. In this context, the Conference welcomed the efforts made by the Chairmen of the Movement of Non-Aligned Countries and of the Group of 77 in New York and took note with interest their recommendations. It also "decided that the efforts towards harmonization and co-ordination of the two Programmes of Action should be pursued by the Co-ordinating Bureau of the Non-Aligned Movement with the assistance of the co-ordinators in different spheres of co-operation to the extent possible and by the Group of 77 in New York". 16/

C. Evolution of the response of the United Nations system

16. In view of the multidisciplinary and multidimensional character of economic and technical co-operation among developing countries, this area is within the remit of many intergovernmental bodies of the United Nations system. The mandates adopted by these bodies are examined in detail in chapter II below.

17. Many of the organizations of the United Nations system can trace concern for co-operation among developing countries to their basic constitutional texts, which call for promotion of such co-operation among member States. At the regional level, in particular, the regional commissions of the United Nations have been given an explicit mandate to promote economic and social co-operation among the countries of their respective regions, and many specialized agencies have established regional bodies and offices with a similar purpose.

Table 3. Action Programme for Economic Co-operation adopted by the Seventh Conference of Heads of State or Government of Non-Aligned Countries, 7-12 March 1983: spheres of co-operation

1. Raw materials
2. Trade, transport and industry
3. Monetary and financial co-operation
4. Insurance
5. Scientific and technological development
6. Technical co-operation and consultancy services
7. Food and agriculture
8. Fisheries
9. Health
10. Employment and human resources development
11. Tourism
12. Transnational corporations
13. Sports
14. Research and Information System
15. Role of women in development
16. Peaceful uses of nuclear energy
17. Telecommunications
18. Public enterprises
19. Solidarity Fund of the Non-Aligned Countries for Economic and Social Development
20. International co-operation for development
21. Housing
22. Education and culture
23. Standardization, measurement and quality control

Source: A/38/132 and Corr.1 and 2, annex.

18. In addition to the major events and decisions mentioned in paragraph 2 above, which helped to define the system's overall approach to economic and social development, there have been a number of key specialized events and decisions that have helped to elaborate aspects of the system's approach to economic and technical co-operation among developing countries. These include the United Nations World Population Conference held at Bucharest in 1974, which emphasized regional and international co-operation in population, and the Second General Conference of UNIDO in 1975, which adopted the Lima Declaration and Plan of Action on Industrial Development, 17/ including recommendations relating to co-operation among developing countries in industrial development.

19. Resolution 90 (IV) 18/ on institutional issues, adopted by the United Nations Conference on Trade and Development at its fourth session, at Nairobi in 1976, led to the establishment by the Trade and Development Board, by its decision 142 (XVI) of 23 October 1976, 19/ of the Committee on Economic Co-operation among Developing Countries as an open-ended main committee of the Board. The Committee is supported

by the Division for Economic Co-operation among Developing Countries within the secretariat of UNCTAD. It has held three regular sessions and one special session, the most recent from 12 September to 5 October 1983.

20. In 1978, the United Nations Conference on Technical Co-operation among Developing Countries held at Buenos Aires set the agenda for current work in the area of TCDC. Recommendation 37 of the Buenos Aires Plan of Action, as endorsed by General Assembly resolution 33/134 of 19 December 1978 entrusted review of work in the area of TCDC to a High-level Meeting - since renamed High-level Committee - on the Review of Technical Co-operation among Developing Countries. The Committee, which meets biennially, is supported by a the Special Unit for technical co-operation among developing countries in the secretariat of UNDP. It has held three sessions, the most recent from 31 May to 8 June 1983.

21. Also in 1978, the International Conference on Primary Health Care at Alma Ata considered means by which developing countries could support each other in the health field. In 1979, the World Conference on Agrarian Reform and Rural Development in Rome paid special attention to TCDC and ECDC; the United Nations Conference on Trade and Development at its fifth session at Manila provided further guidance to UNCTAD in its work; and the United Nations Conference on Science and Technology for Development at Vienna emphasized the endogenous development of science and technology, giving attention to co-operation among developing countries as one way of achieving this. In 1980, the third General Conference of UNIDO at New Delhi adopted the Declaration and Plan of Action on Industrialization of Developing Countries and International Co-operation for their Industrial Development, 20/ in which it gave high priority to co-operation among developing countries. In 1981, TCDC was featured prominently in the Nairobi Programme of Action for the Development and Utilization of New and Renewable Sources of Energy. 21/ The Substantial New Programme of Action for the 1980s for the Least Developed Countries, 22/ also adopted in 1981, emphasized ECDC and TCDC approaches with regard to least developed countries. In 1983, the United Nations Conference on Trade and Development at its sixth session at Belgrade gave further guidance to the organization in its work in ECDC and requested the Committee on Economic Co-operation among Developing Countries, inter alia, to give "due regard to the Arusha Action Plan and the Caracas Programme of Action" 23/ in its work.

III. MANDATES OF THE UNITED NATIONS SYSTEM

22. In preparing this report, a compilation was made of the legislative mandates of the United Nations system directly and specifically referring to co-operation among developing countries going back to 1964, the year in which the first United Nations Conference on Trade and Development was convened. These mandates for the United Nations system to provide support for economic and technical co-operation among developing countries range from comprehensive statements of broad policy to specific actions to be taken in narrowly defined fields. Taken together with constitutionally established responsibilities and other, broader mandates, they define the system's current tasks in the field. For the United Nations, a total of 402 mandates for action were identified, covering the United Nations Secretariat in general, as well as the Department of Technical Co-operation for Development, the

Centre for Science and Technology for Development, ESCAP, ECLA, ECA, ECWA, the regional commissions as a group, the World Food Council, the United Nations Centre for Human Settlements, UNCTAD, UNIDO, and UNDP in particular. In addition, a total of 40 resolutions adopted by the governing bodies of the specialized agencies relate directly and specifically to economic and technical co-operation among developing countries.

23. A quantitative analysis of these mandates has obvious limitations in that it does not distinguish between complex mandates of fundamental importance and simpler ones of more limited scope. It can, however, show certain broad trends, if one assumes that resolutions are a good reflection of intergovernmental concerns. The disproportion in the number of mandates between the United Nations and the specialized agencies is clearly due, at least in part, to the greater importance attached to formal resolutions by the United Nations. The emphasis accorded to economic and technical co-operation among developing countries by the intergovernmental organs of the United Nations is manifested, however, by the fact that there is at least one United Nations mandate dealing with each of the major substantive areas used for this analysis, these areas reflecting the priorities defined by the Group of 77 and the Movement Non-Aligned Countries. The mandates of the specialized agencies differ from those of the United Nations in their focus and the way they have evolved over time. For the specialized agencies, for example, there is a strong emphasis on TCDC; only four mandates, of FAO and ICAO relate to ECDC. In contrast, one third of United Nations resolutions refer to ECDC. In the same way, all but one of the 40 specialized agency mandates considered were enacted after 1974, whereas some 17 per cent of United Nations mandates reviewed derived from resolutions adopted before 1974. Of the total of 445 mandates, most were deemed still valid as authority for action, with 10 per cent considered basic and permanent and 40 per cent having been adopted within the last five years. Only a quarter of the total number of mandates were deemed to have had action on them completed or to have been superseded by later mandates.

24. As shown in table 4, the number of mandates dealing with economic and technical co-operation among developing countries enacted in each biennium has increased steadily over time. While this can be partly explained by the fact that the total number of resolutions adopted by intergovernmental bodies increased,* the proportion dealing with economic and technical co-operation among developing countries increased as well. The emphasis has also changed over time, with relatively more resolutions involving both ECDC and TCDC or TCDC alone and relatively fewer dealing with ECDC alone or with neither specifically (see table 5).

25. Within the United Nations, the regional commissions have been the most active in providing mandates, especially before 1972. The resolutions adopted by the commissions differ significantly from those of both central United Nations organs and the specialized agencies in that a greater proportion of them involve both ECDC

* For example, the General Assembly adopted 228 resolutions in 1966-1967, 337 in 1974-1975 and 480 in 1982-1983, while the Economic and Social Council adopted 96 resolutions in 1976-1977, 150 in 1974-1975 and 149 in 1982-1983.

Table 4. Mandates of the United Nations system in economic and technical co-operation among developing countries, 1964-1983

	1964-1965	1966-1967	1968-1969	1970-1971	1972-1973	1974-1975	1976-1977	1978-1979	1980-1981	1982-1983	Total
Intergovernmental body	3	2	4	3	10	19	26	30	43	38	178
Central United Nations organ	21	7	8	11	10	19	45	39	36	31	227
Regional commission	-	-	2	-	-	1	9	18	3	7	40
Specialized agency	24	9	14	14	20	39	80	87	82	76	445

Table 5. Mandates of the United Nations system in economic and technical co-operation among developing countries, 1964-1983, by type of co-operation (Percentage)

Type of co-operation	1964-1965	1966-1967	1968-1969	1970-1971	1972-1973	1974-1975	1976-1977	1978-1979	1980-1981	1982-1983	Total
TCDC only	4.2	11.1	7.1	-	20.0	23.1	31.3	40.2	51.2	39.5	33.3
ECDC only	25.0	33.3	21.4	50.0	35.0	17.9	33.8	14.9	4.9	9.2	18.9
ECDC and TCDC	4.2	-	7.1	7.1	5.0	12.8	8.8	10.3	20.7	17.1	12.4
Type of co-operation not specified in text of mandate	66.7	55.6	64.3	42.9	40.0	46.2	26.3	34.5	23.2	34.2	35.5

and TCDC or do not specifically mention either (68 per cent) and that they put less emphasis on TCDC alone (only 13 per cent for the regional commissions as compared with 55 per cent for others).

A. United Nations

1. Global mandates

26. The General Assembly adopted resolutions focusing specifically on ECDC at each of its regular sessions from the twenty-eighth through the thirty-fourth (resolutions 3177 (XXVIII) of 17 December 1973, 3241 (XXIX) of 29 November 1974, 3442 (XXX) of 9 December 1975, 31/119 of 16 December 1976, 32/180 of 19 December 1977, 33/195 of 29 January 1979, 34/196 of 19 December 1979 and 34/202 of 19 December 1979). In resolution 3442 (XXX) the General Assembly urged specialized agencies and other organizations of the United Nations system to provide support for ECDC and specified the following areas: industry; agriculture; transport and communications; trade liberalization measures, including payments and clearing arrangements, covering primary commodities, manufactured goods and services such as banking, shipping, insurance and reinsurance; and transfer of technology. In addition, these resolutions contain broad injunctions to developing and developed countries as well as the United Nations system to support the promotion of ECDC and to the Secretary-General to ensure that the relevant activities within the United Nations system are effectively co-ordinated. In this connection, from the thirtieth session onwards, the Secretary-General was requested to include an intersectoral presentation of ECDC activities in the United Nations medium-term plan and to take "the necessary steps, in co-operation with the organizations of the United Nations system, to provide the same kind of intersectoral presentation on a system-wide basis."

27. A number of resolutions and decisions have also been adopted by the General Assembly and the Economic and Social Council concerning the United Nations Conference on Technical Co-operation among Developing Countries and actions in support of TCDC. In addition, prior to the Buenos Aires Conference, the Administrator of UNDP convened a Working Group on Technical Co-operation among Developing Countries in 1973 and 1974, whose report and recommendations 24/ guided work in TCDC prior to the adoption of the Buenos Aires Plan of Action. The General Assembly, in resolution 33/134 of 19 December 1978, endorsed the Buenos Aires Plan of Action as well as the resolutions adopted by the Conference and requested the organs, organizations and bodies of the United Nations development system, as well as other intergovernmental organizations, to promote the implementation of the Plan. The Assembly also recommended continued inter-agency consultation and co-ordination on TCDC and entrusted the overall intergovernmental review of TCDC within the United Nations system to a high-level meeting of all States participating in UNDP to be convened by the Administrator of UNDP. Subsequent resolutions adopted at the thirty-fourth through thirty-sixth sessions of the General Assembly (resolutions 34/117 of 14 December 1979, 35/202 of 16 December 1980 and 36/44 of 19 November 1981) and at sessions in 1980 and 1981 of the Economic and Social Council (resolutions 1980/64 of 25 July 1980 and 1981/58 of 22 July 1981) are of a broad nature and contain general endorsements or other

references to the deliberations of the High-level Committee on the Review of Technical Co-operation among Developing Countries. In addition, of course, the Buenos Aires Plan of Action itself constitutes a fundamental mandate for action and its 38 recommendations set out both general and specific measures of support for TCDC by the United Nations system.

28. In addition to mandates specifically focusing on ECDC or TCDC, the General Assembly and the Economic and Social Council have adopted resolutions and decisions, both broad and specialized, that include economic and technical co-operation among developing countries within their scope. Among the more specialized mandates are those dealing with such subjects as transport and communications, science and technology, energy, food problems and public administration and finance, while among the broader mandates are the seminal resolutions referred to earlier, relating to the International Development Strategies for the Second and Third United Nations Development Decades, the Declaration and Programme of Action on the Establishment of a New International Economic Order, the Charter of Economic Rights and Duties of States, and development and international economic co-operation.

29. Among mandates to specific United Nations organizations and organizational units, UNIDO has been enjoined to promote TCDC through, inter alia, the exchange of duly adapted technology, information and development assistance formulae in the field of industry, including small- and medium-scale industries, industrial programming and industrial financing, and through bilateral and multilateral arrangements. It has also been called on to promote co-operation among developing countries through regional and subregional energy plants and research centres for new techniques in energy and to intensify co-operation among developing countries in the establishment of joint industrial projects to cover the entire range of industrial production. The World Food Council has affirmed the importance of ECDC in the area of food and agriculture and declared its intention to be active in encouraging exploration of modalities of bringing together resources to increase food production and trade among developing countries. The future orientation of the work of the Department of Technical Co-operation for Development, including ways to increase the use of the regular programme of technical co-operation for TCDC 25/, has been endorsed by the Governing Council of UNDP. 26/ The United Nations Centre for Human Settlements (HABITAT) has been enjoined by the Economic and Social Council to take account of, and provide adequate support to, TCDC in formulating and implementing programmes in human settlements. The Centre for Science and Technology for Development is mandated to assist the Director-General for Development and International Economic Co-operation in, inter alia, promoting and co-ordinating within the United Nations system the operational plan for the implementation of the Vienna Programme of Action on Science and Technology for Development. 27/

30. Apart from these specialized mandates, the primary responsibility for economic and technical co-operation among developing countries within the United Nations at the global level has devolved upon two entities, UNCTAD for ECDC and UNDP for TCDC, and both have a number of detailed intergovernmental mandates beyond the broader ones provided by the General Assembly and the Economic and Social Council.

31. UNCTAD's relevant mandates comprise 34 resolutions of the Conference, the Trade and Development Board and the Committee on Economic Co-operation among Developing Countries. The subjects covered include trade promotion; strengthening of subregional, regional and interregional economic co-operation and integration; monetary and financial co-operation, including the question of a bank of the developing countries; the establishment of subregional, regional and interregional export credit and export credit guarantee schemes; the establishment of regional and subregional payments arrangements; co-operation in the areas of shipping, ports and multimodal transport and insurance and reinsurance; co-operation among countries producing raw materials; and promotion of technological co-operation.

32. UNDP is guided by the Buenos Aires Plan of Action and a total of 41 decisions adopted by the High-level Committee on the Review of Technical Co-operation among Developing Countries and the Governing Council of UNDP. Attention has been focused on actions to elaborate the concept of TCDC, through, initially, the Working Group on Technical Co-operation among Developing Countries and then the Buenos Aires Conference; and subsequently on practical steps to facilitate the reorientation of the Programme to promote TCDC. As the secretariat unit servicing the High-level Committee on the Review of Technical Co-operation among Developing Countries, UNDP is involved in a wide range of specific subjects, including transport and communications; participation of women in development; urbanization and poverty; potential financing sources for TCDC; rural-urban migration; and the establishment and strengthening of national research and training centres of multinational scope.

2. Regional mandates

33. Before the conceptual elaboration of economic and technical co-operation among developing countries, the importance of regional and subregional economic co-operation and integration as well as the role of the regional commissions in this regard was stressed in a number of resolutions. The role of the regional commissions has since been reaffirmed, most recently by the Economic and Social Council in resolution 1983/66 of 29 July 1983 on the promotion of interregional economic and technical co-operation among developing countries. In addition, the commissions' work is guided by a number of resolutions and decisions adopted by their respective legislative organs.

34. Since 1964, 214 resolutions of the regional commissions, as well as 13 resolutions of other bodies referring to the commissions, have provided direct and specific mandates for work in economic and technical co-operation among developing countries. Of these, one third call for action which has now been completed and another third are over five years old. While the details of the mandates vary between commissions, it is of interest to note that, taken as a whole, they cover each of the major substantive areas included in the analysis. In addition, each of the regional commissions and the Economic and Social Council have adopted resolutions in which they called for direct co-operation between and among the regional commissions to promote interregional co-operation among developing countries.

35. During the period under review, ESCAP adopted 186 resolutions covering a diverse range of subjects of which 22 were directly and specifically related to economic and technical co-operation among developing countries. These included trade promotion, support for commodity producers' associations, transport and communications, shipping, activities in support of women and the disabled, special measures of support for least developed, land-locked and island developing countries, transfer of technology, and the Asia and Pacific region's contribution to the formulation and implementation of the new international economic order and the International Development Strategy for the Third United Nations Development Decade.

36. The Economic Commission for Latin America (ECLA) has had a long-standing interest in promoting regional economic integration, which has permeated its work since its creation in 1948. This interest has been duly reflected in the content of resolutions over the history of the Commission. One analysis, for example, estimated that on average 43 per cent of the substantive content of ECLA resolutions between 1949 and 1969 concerned direct or indirect economic, social or political integration of the developing countries of the region. 28/ In the period 1965-1981, 52 resolutions out of a total of 197 made specific reference to economic or technical co-operation among developing countries; the number of resolutions adopted at each session increased steadily from two in 1965 to eleven in 1978. It should be noted, however, that in recent years there have tended to be one or two wide-ranging resolutions adopted at each session of the Commission 29/ that have determined the primary focus of ECLA's activities in support of economic and technical co-operation among developing countries. Other mandates have tended to be of a more specific and limited nature. A common thread running through resolutions adopted during the period has been a call for measures of support for and direct collaboration with regional and subregional integration groupings such as the Latin American Integration Association (formerly the Latin American Free Trade Association), the Andean Group, the Central American Common Market, the Caribbean Common Market and the Latin American Economic System. Support measures called for have included joint activities, provision of special studies, provision of secretariat support and servicing of meetings. In addition, ECLA has been mandated to work jointly with specific regional institutions such as the Permanent Secretariat of the General Treaty on Central American Economic Integration (SIECA), the Centre for Latin American Monetary Studies, and the Latin American Energy Organization (OLADE). In ECDC, the Commission has called on the secretariat to organize regional consultations in specific technical fields, and with respect to both ECDC and TCDC the Executive Secretary has been called upon to forge links with other regional commissions.

37. During the period in question, the work of the Economic Commission for Africa (ECA) was guided by no fewer than 124 resolutions directly relevant to economic and technical co-operation among developing countries, which were adopted by the Commission, the Conference of Ministers, the Economic and Social Council or the General Assembly. The 117 resolutions adopted by ECA's own legislative organs constitute one third of the total of 363 resolutions they adopted during this period. Virtually all major substantive areas are covered. Apart from general mandates to take action in support of economic and technical co-operation among developing countries, the specific area of activity dealt with most frequently was

transport and communications. This reflects not only the inherent importance of adequate transport and communications facilities for the development of the continent, but also the designation of, and work related to, the Transport and Communications Decade in Africa from 1978 to 1988. Other areas given particular prominence were trade, industry, energy and manpower training. In addition, a broad framework for action by ECA is contained in the Lagos Plan of Action for the Implementation of the Monrovia Strategy for the Economic Development of Africa and the Final Act of Lagos, 30/ adopted in 1980. In this context, two important subregional groupings have been established, the Preferential Trade Area for Eastern and Southern Africa and the Economic Community of Central African States.

38. In view of its relatively recent establishment, the Economic Commission for Western Asia (ECWA) does not have as extensive a legislative history in economic and technical co-operation among developing countries as some of the other regional commissions but has shown a steady concern with the subject for several years: 23 resolutions were relevant out of a total of 104 adopted. In addition to several general resolutions in which co-operation among developing countries was endorsed and action called for to support it, a number of resolutions make particular reference to the need to improve co-operation and co-ordination with existing regional and Arab organizations in order to promote economic and technical co-operation among developing countries. Co-operation with other regional commissions, as a means of promoting interregional economic and technical co-operation among developing countries, has been endorsed by the Commission, the Economic and Social Council and the General Assembly. Sectoral concerns highlighted as meriting particular attention include development of water resources, activities for the disabled, development finance, food security and development of an integrated transport system.

B. Specialized agencies

39. The activities of the International Labour Organisation (ILO) in support of TCDC were under way long before the Buenos Aires Conference. In 1950, the International Labour Conference adopted a recommendation, 31/ in which it called for co-operation between States in vocational training of adults, including the disabled. In 1978, the Governing Body endorsed the Buenos Aires Plan of Action and stressed the importance of the social as well as the economic aspects of development and of ensuring participation by Governments and workers' and employers' organizations in such development. Since then, the International Labour Conference and the Governing Body have continued to consider TCDC, emphasizing the need for it to permeate ILO's operational activities, and have urged action to encourage it, including strengthening the technical capacity of the field structure; encouraging subregional and regional economic integration organizations to establish joint programmes in such areas as migration, manpower data banks and multilateral social security schemes; strengthening regional projects in labour administration, vocational training and employment promotion; promoting co-operation among developing countries' national research and training institutions making greater use of developing countries' capabilities in implementing ILO programmes; encouraging co-operation and exchange of experience between workers' and employers' organizations; reinforcing the notion of TCDC in

ILO's operational activities; and encouraging TCDC through the International Centre for Advanced Technical and Vocational Training and other regional and interregional institutions and projects for employment, labour administration and vocational training. In addition, the ILO regional conferences have placed emphasis on TCDC within the wider context of technical co-operation. In 1983, the Asian and Pacific Labour Ministers Conference suggested establishing a regional TCDC fund, and the Sixth African Regional Conference called for the encouragement of TCDC through further decentralization, strengthening of major subregional and regional projects in Africa and greater use of experts recruited from the region.

40. The work of the Food and Agriculture Organization of the United Nations (FAO) in economic and technical co-operation among developing countries is primarily guided by detailed references under relevant programme areas of its biennial programmes of work and budgets, which, in turn, draw on deliberations and recommendations from many technical and regional advisory bodies. In addition, the subject has been considered at the global level by both the Conference and Council of FAO, as well as by the World Conference on Agrarian Reform and Rural Development, and eight specific mandates have been identified. The governing bodies of FAO have focused their attention on promoting economic and technical co-operation among developing countries through FAO's regular and field programmes. Among areas identified for action are promotion of intercountry programmes and projects, increased use of developing countries' capabilities in the implementation of programmes and projects, facilitation of sharing information, experiences and technology among developing countries and support for expansion of trade among developing countries. The FAO Council took note of the results of the United Nations Conference on technical co-operation among developing countries and considered that the greatest scope for TCDC in food and agriculture lay in co-operation between neighbouring countries sharing the same ecological, economic and social conditions. FAO was also urged to ensure that TCDC concepts permeated the programmes of the organization and was commended for establishing a TCDC focal point. The importance of co-operation and close links with other organizations of the United Nations system as well as with other subregional and regional organizations was stressed. A major source of guidance for furthering economic and technical co-operation among developing countries has been an important intergovernmental technical consultation on ECDC in food and agriculture held in 1979. Another such consultation is scheduled for 1985.

41. Co-operation among developing countries has been considered in recent years by both the General Conference and the Executive Board of UNESCO. In the four specific resolutions or recommendations emanating therefrom, satisfaction has been expressed with UNESCO's efforts to date and further action called for to promote such co-operation. The importance of TCDC was emphasized, in particular, as a tool for tackling the economic problems of developing countries. The activities in major programme VIII, entitled "Principles, methods and strategies of action for development", of the UNESCO programme and budget for 1984-1985 were singled out as being particularly suitable for helping to identify areas ripe for co-operation among developing countries and mobilizing the required resources.

42. The International Civil Aviation Organization (ICAO) carries out activities in support of economic and technical co-operation among developing countries primarily

based on mandates of a general nature, beginning with the 1944 Convention on International Civil Aviation, article 44 of which defined the objectives of the organization. Authority for such activities also derives from resolutions of the ICAO Assembly which, even though not specifically mentioning co-operation among developing countries, mandate activities that can further such co-operation. In addition, there are four resolutions of direct relevance, in which the ICAO Assembly has called for support and assistance for regional civil aviation commissions; a continuing programme of regional air transport studies to identify obstacles to development and suggest measures to overcome them; high priority for regional projects that include air transport projects for least developed and island developing countries; circulation to States of information on the joint operation of international air services; assistance, upon request, to States wishing to develop co-operative arrangements; and measures to help developing States with a community of interest to operate international air transport services. In other resolutions, the ICAO Assembly has assigned high priority to providing advice and assistance in the implementation of regional air navigation plans for the provision of air navigation facilities and services, including holding informal meetings among groups of interested States to seek measures to overcome implementation problems, and has endorsed the establishment of regional civil aviation training centres, which have proved to be an excellent example of co-operation among States for the provision of sophisticated and costly civil aviation training equipment in a cost-effective manner.

43. There are 15 resolutions of the World Health Assembly and the WHO Executive Board in which the importance of TCDC in health has been reaffirmed, especially for the development of health services and for research and training. Close collaboration with UNDP has been called for, and action by the regional committees has been stressed to promote regional and interregional TCDC. The World Health Assembly, in resolution 32.27 of May 1979, 32/ endorsed the Buenos Aires Plan of Action and urged a more equitable distribution of health resources through, inter alia, improvement of the structures of WHO, especially at the regional level, where focal points for TCDC should be established in the regional offices. In addition, mandates and activities stemming from the Declaration adopted by the International Conference on Primary Health Care at Alma-Ata in 1978 33/ include TCDC, explicitly or implicitly, as an important element in attaining the goal of health for all by the year 2000.

44. The Congress of the Universal Postal Union (UPU) adopted a resolution on TCDC in 1979 (resolution C 66), 34/ in which it endorsed TCDC as a means of helping developing countries to overcome their problems and called on UPU to increase the emphasis given to TCDC in its programmes of technical co-operation. In this context, it called for co-operation with UNDP in financing such activities and in assessing progress in the implementation of the Buenos Aires Plan of Action.

45. Although the activities of the International Telecommunications Union (ITU) in support of TCDC are not based on any mandates making specific reference to co-operation among developing countries, their legislative basis is implicit in article 4 of the International Telecommunication Convention (Revised), 1982, which states, inter alia, that the purposes of the Union include fostering international co-operation in the delivery of technical assistance to the developing countries

and the creation, development and improvement of telecommunication equipment and networks in developing countries by every means at its disposal, including through its participation in the relevant programmes of the United Nations and the use of its own resources, as appropriate.

46. The World Meteorological Congress has affirmed the importance of TCDC within its sphere of competence and has noted that the Voluntary Co-operation Programme of WMO is an appropriate mechanism for its promotion and support. It has also called on WMO's regional associations to take steps to promote TCDC, including the establishment of appropriate regional and interregional mechanisms. In addition, the Secretary-General of WMO was requested to take action in support of TCDC through, inter alia, continued co-operation with UNDP, collection and dissemination of information on developing countries' capacities and continuing monitoring and review of progress in TCDC efforts.

47. In its activities promoting economic and technical co-operation among developing countries, IMO is primarily guided by mandates of a more general nature, especially those relating to its programme of technical co-operation. In addition, during the period under review, the Council of IMO adopted two resolutions that were directly and specifically related to TCDC. In one the Council endorsed the report of the Secretary-General of IMO on the Buenos Aires Conference and in the other called for TCDC-related action by IMO in the context of the establishment by the Government of Brazil of a regional maritime training centre.

48. The Permanent Committee for Development Co-operation Related to Industrial Property of the World Intellectual Property Organization (WIPO) has indicated its concern with economic and technical co-operation among developing countries by deciding at its fourth session, in 1977, to include in its provisional agenda for each session an item entitled "Co-operation among developing countries: support and assistance measures".

C. Other organizations

49. The Board of Governors of IAEA discussed the subject of TCDC at its meeting in June 1983 in connection with the technical co-operation policy review. It endorsed the recommendations made in the policy review, thus enabling the secretariat to lend more support, both substantive and financial, to TCDC activities.

IV. FRAMEWORK FOR ANALYSIS OF THE ACTIVITIES OF THE UNITED NATIONS SYSTEM

50. As noted in section II, the United Nations is legislatively cognizant of the initiatives of the developing countries as expressed in the Caracas Programme of Action and earlier programmes of the Group of 77 as well as of the Movement of Non-Aligned Countries. Reference is made to policy statements of the Group of 77 in no fewer than 96 resolutions spanning 1972 to 1983, 10 of which refer to the Caracas Programme of Action. Similar initiatives of the Movement of Non-Aligned Countries are cited in 81 resolutions between 1973 and 1980. Such programmes,

reports and meetings have been regularly welcomed, given due regard, noted or borne in mind in preambular paragraphs of resolutions of the United Nations system. In addition, they are cited in the operative paragraphs of a number of resolutions. For the most part, these involve injunctions to the Secretary-General, the Secretary-General of UNCTAD or subsidiary committees, to study, bear in mind or take account of the Caracas Programme or its antecedents when preparing reports or framing proposals for action. A recent example of this, of direct relevance to this report, is Economic and Social Council resolution 1983/50, in which the Council requested the Secretary-General to ensure that the cross-organizational programme analysis of the activities of the United Nations system in economic and technical co-operation among developing countries, was carried out with due regard to the support provided by the United Nations system towards the implementation of the Caracas Programme of Action, in accordance with the mandates adopted by the organizations of the United Nations system. Another example is decision 3/11 of 6 June 1983 of the High-level Committee on the Review of Technical Co-operation among Developing Countries, 35/ in which the Committee requested the Administrator of UNDP to provide support for specialized TCDC meetings deriving from the Caracas Programme of Action and the report of the Tunis Meeting of Heads of National Agencies of Technical Co-operation among Developing Countries. In addition, as also noted in paragraph 21 above, the United Nations Conference on Trade and Development, in resolution 139 (VI) of 2 July 1983, 36/ requested the Committee on Economic Co-operation among Developing Countries to give due regard to the Arusha and Caracas Programmes. Apart from legislative references to specific meetings, there are a number of resolutions, in particular General Assembly resolutions 31/119, 32/180, 33/195, 34/202 and 35/56, and UNCTAD resolution 127 (V) of 3 June 1979, 37/ in which the organizations of the United Nations system are called on, in accordance with their established procedures and practices, to support measures of ECDC, including, as and when requested, the continued provision of the necessary secretariat support services and other suitable arrangements to facilitate the holding of meetings by the developing countries in pursuance of the objectives of ECDC.

51. From the above, it is clear that while the Caracas Programme of Action and its forbears are not in themselves mandates for action by the United Nations system, they rest at the base of the structure of the resolutions and decisions of the United Nations system's intergovernmental bodies that constitute the mandate for the system's activities in support of economic and technical co-operation among developing countries. With this in mind, it is not surprising that the two sets of policy guidelines are broadly in harmony, although the question of whether the system's mandate for action in the area is fully adequate in relation to the expressed needs of developing countries is one on which opinions vary. At the central intergovernmental level within the United Nations, the Buenos Aires Plan of Action, UNCTAD resolutions 127 (V) 37/ and 139 (VI) 38/ and resolutions 1 (I) of 9 May 1977 39/ and 2 (III) of 5 October 1983 40/ of the Committee on Economic Co-operation among Developing Countries are fundamental in defining UNCTAD's programme of work in economic and technical co-operation among developing countries. These resolutions follow on other resolutions and decisions and have, in some cases, been subsequently modified or re-emphasized, notably by other organs of UNCTAD and the High-level Committee on the Review of Technical Co-operation among Developing Countries, but they remain of fundamental importance.

52. It may be argued that among the most important general injunctions to the United Nations system emanating from its intergovernmental bodies are those that urge it to ensure that the principles of economic and technical co-operation among developing countries infuse its activities and that enjoin it to use the technical capabilities of the developing countries to the maximum possible extent in implementing programmes of technical co-operation. At the same time, these are matters that are extremely difficult to assess objectively within the methodology of a cross-organizational programme analysis.

A. Some major areas of activity of the United Nations system

53. The analysis of relevant mandates of the United Nations system, taken together with the Caracas Programme of Action and other action programmes of the Group of 77 and the Non-Aligned Countries, suggests a number of main substantive areas in which the United Nations system is called upon to act in support of economic and technical co-operation among developing countries. A number of these are described below. In addition, a number of examples of activities of the United Nations system are given. It should be stressed, however, that these examples are purely illustrative and that a presentation of the full range of the system's activities in the field must await the completion of the full analysis in 1985.

1. Trade

54. Trade is one area stressed by both the United Nations system, which makes reference to it in 97 resolutions, and the Group of 77. The pattern of world trade inherited from the colonial era is based on exports of primary commodities from south to north and exports of manufactured goods in the opposite direction, which has reinforced the dependence of the economies of the south, promoted unbalanced development and left many developing countries acutely vulnerable to the sometimes wild gyrations of primary commodity prices. Diversification of the economies of developing countries on the basis of north-south trade is hampered, not only because of the acquired comparative advantage of developed countries in manufactured goods and services, but also because of measures taken by them to restrict imports from developing countries when these prove competitive with, and hence detrimental to, their domestic industries. Promotion of trade between developing countries helps to overcome these problems, and thus reduce dependence of the south on the north, and promote collective self-reliance.

55. The period between 1950 and 1970 saw an increasing rate of growth in trade between developing countries, but owing to the faster growth rate of other trade flows, the share of developing countries in world trade fell from 6.2 per cent in 1955 to 3.5 per cent in 1970. This trend was dramatically reversed in the following decade, with average annual growth rates for trade between developing countries, or "intra-trade", of 36 per cent during the period 1970-1975 and 22.1 per cent in 1975-1980. As a result, the share of developing countries in world trade expanded to 6.9 per cent in 1980. This movement was partly due to accelerating world inflation and, in particular, the sharp rise in oil prices during the decade. Even when trade in mineral fuels is excluded, however,

intra-trade grew by over 20 per cent per annum during the decade 1970-1980 and the developing countries' share of world trade grew from 2.5 per cent in 1970 to 4.2 per cent in 1980. Provisional figures for 1981 and 1982 indicate a reversal of this positive trend, with lower oil prices a contributing factor. More generally, it would appear that intra-trade has suffered along with other elements of the world economy, although it is clearly much too soon to judge how serious this setback will prove to be in the longer run.

56. When the figures cited above are analysed by regional and other groupings, a more complex picture emerges. Interregional trade tended to grow faster than intraregional trade, but major differences between regions remained. In 1980, with petroleum trade excluded, the shares of intraregional trade within the totals for trade among developing countries were 81 per cent for Western Asia, 71 per cent for developing America, 62 per cent for South Asia and South-East Asia and 50 per cent for Africa. Another trend was the increasing share of exports in intra-trade of those developing countries whose per capita gross domestic product exceeded \$1,000 in 1978. The shares of both medium- and lower-income countries fell. This partly reflects a more dynamic growth of trade in manufactured goods than in raw materials and foodstuffs, which tend to loom larger in the exports of the lower-income countries. In this context, the share of food and agricultural raw materials in developing countries' exports to other developing countries fell from 70 per cent in 1955 to 33 per cent in 1980. 41/

57. Among measures proposed to promote trade between developing countries are: reducing trade barriers between them through, inter alia, establishment of a global system of trade preferences among developing countries (GSTP) (37 mandates); promoting links and co-operation between the state trading organizations of developing countries (9 mandates); improving trade information relating to import needs and export capacities of developing countries (11 mandates); establishment of multinational marketing enterprises (8 mandates); measures to help stabilize earnings from exports of raw materials (6 mandates) and co-operation in insurance and reinsurance (4 mandates).

58. UNCTAD is clearly the central actor in the efforts of the United Nations system to promote trade among developing countries, its mandates and activities in the area touching on each of the points mentioned above. In addition, however, a number of other organizations have important activities in this field. At the regional level, the regional commissions are naturally concerned with trade promotion. One example was the creation of a Latin American Association of Export Credit Insurance Organizations (ALESECE) in 1982 with support from ECLA. GATT is helping to expand trade among developing countries through the framework of the Protocol Relating to Trade Negotiations Among Developing Countries. The Protocol, which is open for accession to all developing countries, is an autonomous preferential trading arrangement providing for an exchange of mutually advantageous tariff and trade concessions among the participating countries. The GATT secretariat has also provided support, upon request, to ECDC-related activities in the context of regional integration arrangements. FAO, for its part, has, under the umbrella of its intergovernmental commodity groups, undertaken a number of studies, analysing the scope for trade expansion in a number of specific commodities, such as meat, oil-seeds and rice, which have been of value in wider

forums, such as the GSTP negotiations, support for which is a major activity of UNCTAD. FAO has likewise provided substantive support to the Integrated Programme for Commodities on a continuing basis. In addition, the FAO/WHO Codex Alimentarius Commission contributes to the reduction of non-tariff barriers to trade in food products by elaborating food standards and codes of practice in order to help harmonize national regulations with particular attention to the requirements of developing countries.

2. Monetary and financial co-operation

59. Another major area identified is monetary and financial co-operation among developing countries (46 mandates), since the current international monetary and financial system is essentially controlled and operated by the developed market economies. This co-operation covers such areas as trade-related financial questions, including payments and clearing arrangements and export credit and export credit guarantee schemes, and actual flows of long-term finance through, inter alia, multilateral development finance institutions of developing countries, as well as more general efforts to orient financial relationships towards co-operation with other developing countries.

60. Here again, UNCTAD is accorded a central role in the United Nations system's support. At the same time, monetary and financial co-operation among developing countries is one area in which the particular importance of action at the regional level has been recognized, and most of the relevant mandates identified relate either to UNCTAD or the regional commissions, notably ECA. In addition, FAO provides technical support to four regional agricultural credit associations; the FAO/Bankers Programme provides a forum for co-operation and exchange of information and experiences between national development finance institutions that support investment in the agricultural and rural sectors; and the FAO Scheme for Agricultural Credit Development (SACRED) supports co-operative action between credit institutions and central and development banks of developing countries.

3. Industrial development

61. The importance of industrial development in developing countries is highlighted in 47 mandates as an instrument for diversifying their economies, increasing value added and reducing dependence on the industrialized countries. It is also clear that there is considerable scope for both ECDC and TCDC activities to help promote the industrial development of the developing countries.

62. UNIDO has the central role in, and is responsible for reviewing and promoting the co-ordination of all activities of, the United Nations system in the field of industrial development. In the industrial sphere, UNIDO's work in the promotion of multinational production enterprises has been clearly defined in the programme budget of the United Nations, as adopted by the General Assembly at its thirty-eighth session. Between 1976 and 1983, 257 projects identified by UNIDO as contributing to economic and technical co-operation among developing countries - with a combined cost of \$9.3 million - were approved from the United Nations

Industrial Development Fund and regular budgetary resources. Elements of other activities were also relevant. One major activity was the organization of solidarity meetings at the ministerial level to foster co-operation among developing countries and identify suitable modalities. The UNIDO System of Consultations is designed to promote co-operation generally, including co-operation among developing countries, and a number of activities promoting or supporting economic and technical co-operation among developing countries have emerged therefrom. Other UNIDO activities, such as the Technological Information Exchange System (TIES), contribute to industrial co-operation among developing countries, and the organization has actively participated in a number of meetings convened within the framework of the Caracas Programme of Action. In addition, UNIDO co-operates with UNCTAD and the regional commissions in work promoting multinational production enterprises (9 mandates) and with FAO in the promotion of co-operation among developing countries in agro-based industries.

63. Action to promote industrial co-operation among developing countries at the regional level has been emphasized in 21 of the mandates identified. Roughly half of these mandates relate to the regional commissions, especially ECLA and ECA. At the sectoral level, FAO supports intercountry co-operation for agro-based industries through support to regional networks. It is, for example, providing assistance in the establishment of direct industry contacts between Cameroon, Kenya and Malaysia for establishing palm-oil processing. A major contribution of ILO to TCDC in training for industrial manpower has been the establishment of regional vocational training centres: CINTERFOR (Inter-American), CIADFOR (African) and APSDEP (Asia and the Pacific). Two other ILO activities are also partially relevant: the Inter-regional Training Information System (IRTIS) and the International Centre for Advanced Technical and Vocational Training in Turin, Italy.

4. Transport and communications

64. Mandates concerned with other substantive areas tend to relate to TCDC rather than ECDC where one of the two is specified. The Buenos Aires Plan of Action, unlike the action programmes for ECDC, approaches co-operation among developing countries primarily through modalities for action rather than sectorally. One exception is its emphasis on the development of transport and communications, which is a subject of 81 of the mandates identified as relevant. Historically, transport and communications infrastructure in developing countries was developed to serve the pattern of economic relationships that developing countries are now trying to change. Better transport and communications links between developing countries are clearly essential to the successful promotion of trade among them.

65. In this connection, ECA, for example, has been active for several years in promoting the Transport and Communications Decade in Africa (1978-1988). A similar decade, initiated by ESCAP, is being launched for Asia and the Pacific (1985-1994).

66. UNCTAD's work in promoting co-operation among developing countries in the context of its continuing activities in shipping, ports and multimodal transport is also clearly relevant, and, in this connection, it may be noted that the Conference, in resolution 144 (VI) of 2 July 1983, 42/ requested the organization

to prepare a draft programme of action in this field. A concrete example of UNCTAD's work in this area is the TRAINMAR project, which is a system of regional and interregional co-operation for training in shipping, ports and multimodal transport.

67. IMO has co-operated with ECA and ESCAP in the maritime aspects of the work for their respective transport and communications decades. In Latin America, IMO and ECLA jointly sponsored and organized the first meeting on Regional Maritime Co-operation among South American Countries, Mexico and Panama, which was held at Santiago from 17 to 21 October 1983. In addition, IMO helps to promote TCDC through its programmes of training, seminars and fellowships. IMO's regional and interregional advisers help to increase general awareness of the importance of TCDC for national shipping and maritime programmes and of the need for co-ordinated and concerted development of maritime activities and harmonization of relevant national legislation. IMO also promotes regional co-operation, including co-operation among developing countries, in combating marine pollution and, in this connection, participates actively in the Regional Seas Programme of UNEP.

68. In the realm of telecommunications, ITU also collaborates with ECA in development of the programme for the Transport and Communications Decade in Africa. ITU maintains close liaison with the other regional commissions as well and with regional telecommunication and broadcasting organizations in the development of manpower and infrastructure. Through its technical co-operation programme, ITU works on a number of projects having a direct impact on TCDC.

5. Science and technology

69. The importance of co-operation among developing countries in the effective use of science and technology for development, which is addressed in over 54 of the mandates identified, has also been recognized in some of the broad policy guidelines mentioned above, as well as in specific recommendations adopted in the Buenos Aires Plan of Action.

70. The Vienna Programme of Action on Science and Technology for Development provides central policy guidance to the United Nations system in this area. It stresses strengthening developing countries' creative and innovative capacity, thus promoting their autonomous scientific and technological development. One of the eight major programme areas of the operational plan for the implementation of the Programme deals with strengthening co-operation among developing countries and building endogenous capacities through joint planning and programming among developing countries. Such co-operation among developing countries involves the exchange of experiences, pooling of resources and tackling of common scientific and technological problems through joint efforts so as to create, adapt, transfer and pool information and experience for their mutual benefit and individual and collective self-reliance. More recently, the United Nations Conference on Trade and Development, in resolution 143 (VI) of 2 July 1983, 43/ called for the promotion of technological co-operation through co-operative arrangements and interregional linkages among developing countries towards the technological transformation of the developing countries.

71. In order to promote work in this area, the Centre for Science and Technology for Development fosters institutional linkages at the national, regional and interregional levels through, inter alia, its network of national focal points. An example of this work is a meeting on the structures for science and technology policy formulation and implementation in Latin America and the Caribbean organized by the Centre at Mexico City in 1982. The Centre also maintains close co-operation with the regional commissions and regional intergovernmental organizations.

72. For UNESCO, the convening of regional conferences of ministers responsible for the application of science and technology to development facilitates the exchange of experimental data among countries of the same region and consolidation and expansion of regional inter-institutional resources sharing common objectives for the elaboration and implementation of science and technology policies. As an example of such co-operation, the ministerial meeting for the Asia region, CASTASIA II (March 1982), approved a plan for a Regional Network for the Exchange of Information and Experience in Science and Technology in Asia and the Pacific (ASTINFO). The plan, designed to intensify the exchange of information and expertise in the region and based on existing information systems and services, will encourage the establishment of new services where a need has been identified, as well as linkages between services with a view to the gradual development of an information network throughout the region. The major programmes Man and the Biosphere (MAB), the International Geological Correlation Programme (IGCP) and the International Hydrological Programme (IHP) are also relevant in part, as they are designed to facilitate the transfer and dissemination of scientific and technological knowledge and expertise between nations and encourage collaboration at the regional as well as international levels.

73. Among other organizations and organizational units, UNIDO's Technical Information Exchange System, mentioned above, is also clearly relevant in this area. ILO, as the lead agency for the African Regional Network for Agricultural Tools and Equipment, is publishing a comprehensive repertory of African technological institutions and is attempting to promote the creation of networks of national institutions active in the field, initially in Asia. FAO operates two international information systems on scientific and technological developments in food and agriculture, AGRIS and CARIS, which involve TCDC extensively as a part of their global scope.

6. Food and agriculture

74. In view of the importance of the food and agriculture sector for the economic development of developing countries, the extensive scope for economic and technical co-operation among developing countries in promoting collective self-reliance has been consistently emphasized in all major policy guidelines on the development of food and agriculture. Forty-five relevant mandates in this area have been identified. Moreover, co-operation in this area can be particularly appropriate and valuable, since many developing countries share the same climatic and ecological conditions, which can make the application of proved technical solutions attractive and immediately productive for neighbouring countries. As regards food security, the persistence of widespread malnutrition in most developing regions

makes it all the more imperative for developing countries to seek collective self-reliance through economic and technical co-operation among developing countries.

75. The importance of such co-operation has long been recognized by the governing bodies of FAO, which is the major organization in this sector in view of its constitutional mandates. Through its array of Special Action Programmes, which focus on specific development priorities and problems of developing countries, FAO seeks all opportunities to promote TCDC and ECDC, in particular through its Food Security Assistance Scheme, its programme of international co-operation to combat various pests and diseases (e.g., desert locusts and trypanosomiasis) and its programmes of assistance in the provision of essential inputs to agricultural production (e.g., fertilizers and seeds).

76. Other examples of activities related to food and agriculture have already been cited above in the contexts of trade, financial co-operation and industry. In addition, in accordance with UNCTAD resolution 105 (V) of 1 June 1979 44/ UNCTAD keeps all matters related to international food trade under regular review, examining its impact on production, consumption and food security in developing countries. FAO gives support to economic co-operation groupings such as the Central African Customs and Economic Union (UDEAC), the West African Rice Development Association (WARDA), and to economic groupings in Latin America and the Caribbean. It has prepared, in collaboration with ECA, a Regional Food Plan for Africa, which formed the basis for the food and agriculture chapter of the Lagos Plan of Action. Among other organizations, IAEA is helping to support a large-scale project of co-operation between Egypt and Mexico in training technical and professional staff required in the Egyptian Mediterranean Fruitfly Eradication Programme. At the regional level, ESCAP provides assistance to the operation of the Fertilizer Advisory, Development and Information Network for Asia and the Pacific (FADINAP) and helps to support the Agricultural Requisites Scheme for Asia and the Pacific (ARSAP).

7. Natural resources and energy

77. Among mandates relevant to economic and technical co-operation among developing countries, there are 55 dealing with the area of natural resources and energy, of which 23 deal with energy, 13 with the general development and management of natural resources, 12 with water, 12 with marine affairs, particularly coastal area development, and 10 with minerals.

78. The Department of Technical Co-operation for Development has a major interest in natural resources and energy, and its activities in the field cover infrastructure, conventional and non-conventional energy, minerals and water. These activities include strengthening national institutional capabilities that have multinational scope or that clearly foster co-operation among developing countries, and promoting the establishment of multilateral institutions and networks for such co-operation in specific areas. Examples include assistance to the Centre for Water in Zagreb, Yugoslavia, one of whose purposes is to promote TCDC, and to developing countries, in co-operation with ESCAP, for the creation in Asia of a network of national mini-hydro agencies.

79. The regional commissions also undertake a wide range of activities aimed at promoting regional co-operation in natural resources development. These include ESCAP's technical support for the Regional Mineral Resources Development Centre, the Southeast Asia Tin Research and Development Centre and the Committee for Co-ordination of Joint Prospecting for Mineral Resources in South Pacific Offshore Areas. For its part, ECLA is assisting in the preparation of an information system for the mining sector in Latin America (INFOMIN) and in the establishment of an information system to facilitate access by countries in the region to data on marine affairs.

80. Among relevant activities of other organizations in the development and management of natural resources, the FAO/UNEP pilot project on tropical forest cover monitoring in three West African countries involves, inter alia, seminars and workshops to intensify exchange of information and experiences with respect to the development of forestry resources. In the area of atomic energy, the International Atomic Energy Agency (IAEA) has identified institutions in developing countries that have reached the requisite level of technical capacity to co-operate with other developing countries. The information has been made available to the UNDP Information Referral System for Technical Co-operation among Developing Countries (INRES).

8. Development planning and administration

81. It is difficult to over-emphasize the importance of the effective and efficient administration of the government and public sector in promoting economic development. This is, therefore, another area in which exchange of information and experiences among developing countries, as well as other forms of co-operation, can play a useful role. This is reflected in 13 mandates identified as being relevant to economic and technical co-operation among developing countries that deal with development planning and administration.

82. The Department of Technical Co-operation for Development has numerous programmes of training and institution building that help to promote TCDC in this field. These include support for a number of multilateral institutions, such as the Arab Organization for Administrative Sciences, the African Training and Research Centre in Development Administration (CAFRAD) and the Latin American Centre for Development Administration (CIAD), in carrying out research and training of officials from their developing member States within a common framework. The Department has also assisted the secretariats of the African, Caribbean and Pacific Group of States and the Arab League in strengthening their management and operations. In training, the Department of Technical Co-operation for Development, is executing a project under the regular programme of technical co-operation to facilitate on-the-job training of statisticians from developing countries in the statistical offices of other developing countries. At the regional and subregional levels, the regional commissions have similar activities to promote TCDC in the field.

9. Health

83. Eighteen relevant mandates relate to health, including several resolutions in which the recommendations of the Buenos Aires Plan of Action were endorsed and amplified as they related to the health sector. WHO views TCDC as an integral part of technical co-operation and of its Global Strategy for Health for All by the Year 2000. ^{45/} It emphasizes joint programmes for the control of certain diseases; joint programmes for the production, procurement and distribution of essential drugs, medical equipment and supplies; use of TCDC to apply low-cost technology for water supply and waste disposal; and linkages in training, research and exchange of information.

10. Social development

84. There has been a continuing concern with the promotion of co-operation among developing countries in several key social areas in addition to health, as reflected in 41 mandates. Twelve of these are resolutions concerning co-operation among developing countries related to education and training, including, in particular, the use of TCDC in vocational training. UNESCO has established regional networks of educational innovation for development as mechanisms for the exchange of information on educational innovation. Among these, the Asian Programme of Educational Innovation for Development (APEID) is the foremost example and was the basis for the establishment of similar networks in Africa, the Arab States and the Caribbean. UNESCO also has a major project in the field of education in Latin American and the Caribbean, launched in 1981, to meet unsatisfied basic educational needs between now and the year 2000. The TCDC component of this project consists of a technical co-operation clearing-house, setting out, country by country, and for each of the main areas of the national strategies, the offers of, and requests for, horizontal technical co-operation. A similar programme to promote the elimination of illiteracy in Africa will be launched in 1983-1984.

85. Seventeen of the mandates identified relate to other aspects of social development, including the use of TCDC in work concerned with disabled persons, the advancement of women and strengthening co-operation in the context of social welfare. Activities of the United Nations and its regional commissions have included those following up the International Year of Disabled Persons, which place heavy emphasis on TCDC, as do many activities relating to the advancement of women.

11. Other areas

86. Other substantive areas touched on in mandates identified as directly and specifically related to economic and technical co-operation among developing countries include human settlements (7 mandates), tourism (6 mandates), meteorology (3 mandates), population (2 mandates), desertification (2 mandates), environment (2 mandates), and intellectual property (1 mandate).

87. UNFPA supports a number of activities involving co-operation among developing countries in the field of population. Examples of UNFPA assistance to facilitate TCDC included financing the travel of the Director of Statistics of Equatorial Guinea with two members of his staff to observe the operation of a national population and housing census in Peru prior to a similar census in his own country. UNFPA also financed the travel of two Panamanian experts to advise the Government of El Salvador on the establishment of a population documentation centre and to provide assistance in the analysis of demographic data. The Department of Technical Co-operation for Development is responsible for a variety of activities in training, demographic research and analysis and formulation of population policies in the context of development planning. The Department is able to use its field experience to encourage and facilitate co-operation among developing countries directly as well as through the exchange of information and experiences.

B. Nature of support by the United Nations system for economic and technical co-operation among developing countries

88. As the principles and process of economic and technical co-operation among developing countries have been progressively refined and institutionalized by the developing countries, the nature of the support expected from the United Nations system has become increasingly specific. The types of measures called for can be derived from an analysis of the mandates identified as relevant and of the problems to be addressed. These mandates, and examples of their implementation, suggest the range of direct actions expected, in addition to indirect activities such as promoting support of economic and technical co-operation among developing countries by developed countries. Whether these expectations are currently being met, as well as their longer-term feasibility, are questions which will be addressed by the cross-organizational programme analysis itself.

89. A first distinction that can be made between activities to promote or support economic and technical co-operation among developing countries is between "direct" catalytic support by the United Nations system of co-operation among developing countries and "promotional" activities of the system. An example of the first category is limited funding provided to facilitate such forms of co-operation as technical training of nationals of one developing country in institutions of another, while an example of promotional support is sponsorship of meetings of developing country institutions to foster co-operation between them.

90. Activities by the United Nations system to support economic and technical co-operation among developing countries can also be grouped into one or more of six categories. They can involve direct provision of services; direct support for multilateral negotiations among developing countries; support for multilateral institutions fostering co-operation among developing countries; support for co-operation between such multilateral institutions; direct support for co-operation between two or more developing countries; or support for national research and training centres that have multinational scope or that clearly foster co-operation among developing countries.

91. Direct provision of services by organizations of the United Nations system is called for in 45 per cent of the mandates identified. These direct services include such things as the operation of relevant information and referral systems, preparation of studies and reports, and substantive support and conference servicing of meetings designed to further economic and technical co-operation among developing countries. Practical examples of such activities include the preparation by ECA, in collaboration with UNIDO and FAO, of a technical compendium in the field of food processing, maintenance of the Information Referral System for TCDC by UNDP and preparation of a study on expanding trade among developing countries by FAO.

92. Support for negotiations among developing countries is a field of action gaining increasing prominence. For example, UNCTAD is called on in several resolutions to support negotiations among developing countries on the establishment of a global system of trade preferences among developing countries (GSTP). UNCTAD's activities in support of a GSTP are an important practical example of action in this field, although these activities also fall under direct provision of services.

93. Support for multilateral institutions of developing countries fostering co-operation between them was called for in 36 mandates and was a focus for attention by the regional commissions. In addition, ICAO has a mandate to support regional civil aviation training centres, whose aims include co-operation among developing countries, and UNIDO has been called on to promote industrial development, inter alia, through assisting regional industrial planning within the framework of regional and subregional economic groupings and through support for existing and new producers' associations. Practical examples of activities in this area include UNCTAD's support for the Association of State Trading Organizations of Developing Countries (ASTRO), producers' associations, such as the Union of Banana Exporting Countries (UPEB) and assistance in the establishment of COMUNBANA, the common marketing enterprise of UPEB. Other examples include FAO's direct assistance in agricultural economics and planning to the Mano River Union and the Central African Customs and Economic Union (UDEAC). A UNDP/FAO project provides assistance to the African Groundnut Council's programme on contamination of groundnuts, and ECA supports a variety of regional and subregional institutions, such as the African Regional Centre for Engineering Design and Manufacturing (ARCEDEM) and the African Regional Standards Organization (ARSO).

94. Co-operation between multilateral organizations fostering co-operation among developing countries is an important element in economic and technical co-operation among developing countries as outlined in the action programmes of the Group of 77 and the Movement of Non-Aligned Countries. Such co-operation has been called for in resolutions adopted by the Economic Commission for Latin America and more generally is supported by mandates of a broader scope. Practical instances of such support activities include UNCTAD's role as technical secretariat of the Co-ordination Committee on Multilateral Payments Arrangements and Monetary Co-operation among Developing Countries, which is examining the feasibility of linkages between existing clearing arrangements between groups of developing countries, and its preparation of a study entitled "Measures for strengthening economic integration and co-operation among developing countries at the

subregional, regional and interregional levels." 46/ In addition, UNCTAD has arranged a number of study visits for the executive heads of integration groupings to similar groupings in other developing regions and in response to an enhanced interest in exchanging experiences and intensifying co-operation among such groupings, has convened two sessions of the Working Party on Trade Expansion and Regional Economic Integration among Developing Countries. At the second session of the Working Party, in 1982, the secretariats of these groupings adopted a comprehensive Programme for Co-operation among Economic Co-operation and Integration Groupings of Developing Countries. 47/ Servicing of these meetings and preparation of the study are also examples of direct United Nations system activities. At the regional level, ECA sponsors the annual Conference of the Chief Executives of Regional Institutions for Training and Research.

95. Support for co-operation between two or more developing countries is directly mandated by 19 resolutions and is more generally supported in some of the broader mandates. In this area, the regional commissions also play an important role, and WHO is mandated to co-operate with national institutions in research and training programmes so as, inter alia, to stimulate TCDC. Among practical examples of activities of this nature is the FAO/Bankers Programme, mentioned earlier, which provides a forum for co-operation and exchange of information and experiences between national development finance institutions. Another major FAO undertaking is assistance, on request, in the establishment of co-operative arrangements and concerted policies in the field of fisheries, inter alia, through its programme for the development of exclusive economic zones under the new legal régime of the oceans. FAO also supports specific co-operation among countries in training and education related to food and agriculture. A meeting on the strengthening of science and technology capacities of African countries, organized by the Centre for Science and Technology for Development, in co-operation with the Government of the Congo, was held at Brazzaville in 1982 and emphasized the role of national focal points in the implementation of the Vienna Programme of Action and its operational plan, which, inter alia, stressed the role of co-operation among developing countries. Many other technical co-operation activities at the bilateral, subregional or regional level would fall into this category.

96. Finally, both the Buenos Aires Plan of Action and the action programmes of the Group of 77 and the Movement of Non-Aligned Countries place emphasis on the use of national centres having multinational scope as an instrument for promoting economic and technical co-operation among developing countries. While support for national centres that have multinational scope or that clearly foster co-operation among developing countries is cited directly in only three mandates other than the Buenos Aires Plan, such support is clearly perceived as a major instrument for future action, and measures by the system in this respect are clearly consistent with some of the broader mandates. Practical examples of activities in this vein include support by FAO to the Fertilizer Association of India as a training centre on distribution and utilization of fertilizers for nationals of neighbouring countries and African countries and the development of national microbiological centres as regional centres and their linkage through a UNESCO/UNEP-supported network.

V. CONCLUSIONS AND RECOMMENDATIONS

97. The main purpose of this paper is to recommend the most appropriate analytical framework for the cross-organizational programme analysis of activities of the United Nations system in the area of economic and technical co-operation among developing countries that will be submitted to the Committee for Programme and Co-ordination at its twenty-fifth session. The cross-organizational programme analysis should assist the CPC in its review of the consistency between mandates and activities and of any problems of overlapping, duplication or inadequate co-ordination between activities of the system. It should also prove of value in helping organizations of the system to respond to the requests of the General Assembly for a system-wide intersectoral presentation of activities in support of ECDC. The foregoing presentation has given some indication of the complexity of the subject-matter and the practical difficulties of satisfactorily analysing activities in a multisectoral, multidimensional area such as this.

A. Criteria for identifying activities to be included in the analysis

98. The first problem that must be addressed is finding operationally usable criteria for determining which United Nations system activities should be deemed to support economic and technical co-operation among developing countries and thus be included in the analysis. At one extreme, a broad definition might include any activity that supported co-operation among developing countries, either directly or indirectly, through enhancing those individual capacities of developing countries that could then be used to co-operate with others. The vagueness of this approach does not, however, recommend it, as it could lead to the inclusion in the analysis of virtually all the system's operational activities and most of its other economic and social programmes. At the other extreme, including only those activities whose explicit objective is ECDC, TCDC or economic and technical co-operation among developing countries would, in all likelihood, seriously understate the work of the system, since many other activities may also be relevant. In this connection, a major conclusion emerging from the analysis of mandates of and problems addressed by the United Nations system in the area is that support for economic and technical co-operation among developing countries involves helping to forge organized and purposive links among developing countries. It is therefore proposed that, drawing on the definition of TCDC given by the High-level Committee on the Review of Technical Co-operation among Developing Countries (see para. 7 above), which stressed the primary and initiating role of developing countries and the catalytic and supporting role of the United Nations system and other interested parties, the following criteria should be used. The first criterion should be whether a given activity clearly helps to establish or strengthen formal or informal linkages between developing countries through such means as strengthening national capacities or promoting co-operation. Where an activity does not clearly meet this test, a clear explicit intention to promote ECDC, TCDC or economic and technical co-operation among developing countries should be used as a second criterion for selection.

B. Relationship between ECDC and TCDC

99. Concern was expressed during the Joint Meetings of the CPC and ACC in 1978 about the lack of a clear distinction between ECDC and TCDC. 48/ Another task, therefore, should be to see whether an analysis of activities in this area can help to clarify the distinction. The importance of this task is suggested by the divergence of views between those who stress the conceptual and practical significance and utility of maintaining the distinction and those who question it. In this context, for example, the ECA Conference of Ministers, in resolution 355 (XIV) of 27 March 1979 on economic and technical co-operation among developing countries, appealed to the Secretary-General "to eliminate the very fine line of distinction between economic co-operation and technical co-operation by reviewing the present institutional machinery designed to deal with these areas of activity". 49/

100. One basis for perceiving a distinction is the way in which policy guidance for the two areas is structured. For TCDC, for example, the recommendations of the Buenos Aires Plan of Action focus on modalities for action, while for ECDC, the focus of attention is on subject areas. Another prima facie reason for assuming an important distinction between ECDC and TCDC is the institutional division between the two as noted above.

101. On the other hand, the apparent distinction between ECDC and TCDC may arise from their presentation rather than from issues of real substance, since modalities of action for TCDC generally relate to a given sector or sectors and activities in support of ECDC within a given sector employ suitable modalities for action. More importantly, the philosophical foundations of work in both ECDC and TCDC derive from the same basic approach to development issues. This is reflected in common preambular references, both in action programmes of the Group of 77 and the Non-Aligned Movement and in resolutions of the United Nations system, to such basic policy guidelines as the Programme of Action on the Establishment of a New International Economic Order, the Charter of Economic Rights and Duties of States, and the International Development Strategy for the Third United Nations Development Decade. In addition, 213 of the 445 mandates identified either refer to both ECDC and TCDC or refer to neither specifically, and there is a clear trend in intergovernmental forums of the United Nations system to consider ECDC and TCDC together. Since the 1976-1977 biennium, the proportion of resolutions that deal with both has risen from one third to over one half. Similarly, 48 out of the 148 mandates relating solely to TCDC refer to ECDC programmes of action and other source material, while 5 out of the 84 mandates relating solely to ECDC refer to the Buenos Aires Plan of Action and other TCDC source material. In addition, in the Buenos Aires Plan of Action it was recognized that the basic objectives of TCDC reinforced those of closely related forms of co-operation, including ECDC, for which TCDC is a key instrument. By the same token, in the Arusha Programme it was recalled that TCDC was a fundamental instrument in promoting ECDC. The Arusha Programme, as well as the Caracas Programme of Action and the Action Programme for Economic Co-operation adopted at the Seventh Summit Conference of Non-Aligned Countries, also refer to the Buenos Aires Plan of Action and incorporate TCDC within the framework of overall proposals and recommendations. The close connection between ECDC and TCDC has also been recognized by UNDP and UNCTAD, which

have agreed to launch together a Programme of Economic and Technical Co-operation among Developing Countries in order to strengthen their interrelationships.

102. While it is thus clear that there is no difference between the goals of ECDC and TCDC, it must be recognized that the two have been considered separately in the forums of the United Nations system. Consequently, the cross-organizational programme analysis should attempt to determine whether there is a significant functional distinction between those activities addressing ECDC and those addressing TCDC. To this end, it is proposed that the classification of each activity should indicate whether or not it is clearly identified as ECDC or TCDC.

C. Classification structure for analysis of activities

103. In order to be able to structure the disparate elements of the system's activities into a clear and comprehensive whole for analysis, it is proposed that the content of each activity should be classified using several different categories. The two key elements of this proposed classification structure are the main and subsidiary areas of activity covered (see sect. IV.A above) and the nature of United Nations system support for economic and technical co-operation among developing countries (see sect. IV.B above). As indicated, many activities may fall into more than one category, and, in such cases, multiple classification will be used.

104. Another dimension of the classification structure will be the means of action employed in carrying out each activity. These will be chosen from a detailed list covering such activities as meetings, reports and publications, information exchange, research and training, model legislation, co-ordination, technical co-operation and financial assistance.

105. As has been noted, economic and technical co-operation among developing countries is multidimensional as well as multidisciplinary. It is thus of interest to know what the pattern of activities supported by the United Nations system actually is. In this context, it is proposed first to indicate for each activity whether it is bilateral or multilateral and then whether it takes place within a single region or is interregional or global in scope.

106. The special needs of the least developed and land-locked and island developing countries have been recognized repeatedly in policy statements on economic and technical co-operation among developing countries. In this context, for example, reference may be made to both the Buenos Aires Plan of Action, and the Caracas Programme of Action. It is proposed to identify which operational activities of the United Nations system are intended for the specific benefit of one or more countries within these categories or, for regular programmes, which activities have the explicit aim of assisting one or more of these groups of countries.

107. The actions of the United Nations system related to economic and technical co-operation seem most frequently to be components of activities with a broader focus. While there are many cases of activities that are entirely devoted to economic and technical co-operation among developing countries, most activities

deal with it only as part of their scope. The two types of activities are somewhat different, and it is proposed to structure the analysis in such a way as to distinguish clearly between them and to determine the extent to which they differ in approach.

108. In addition, it is proposed that the information collected on each activity include such things as its estimated biennial cost for 1982-1983 and for 1984-1985, its source of funding and the nature of co-operation with other organizations of the United Nations system as well as those outside the system and in its execution. The basic level for reporting programme expenditure in the United Nations system is the subprogramme. As in most previous cross-organizational programme analyses, it is proposed that the subprogramme should be used as the basic unit of analysis for programme activities, except for those subprogrammes entirely or predominantly devoted to economic and technical co-operation among developing countries, which would be analysed at the programme element level. For operational activities, the project level is proposed as the basic unit of analysis.

Notes

1/ Official Records of the General Assembly, Thirty-seventh Session, Supplement No. 38 (A/37/38), para. 381.

2/ A/38/38 (Part I), para. 19 (e); to be issued as Official Records of the General Assembly, Thirty-eighth Session, Supplement No. 38 (A/38/38).

3/ See A/36/333 and Corr.1, annex.

4/ General Assembly resolution 2626 (XXV).

5/ General Assembly resolution 3201 (S-VI).

6/ General Assembly resolution 3202 (S-VI).

7/ General Assembly resolution 3281 (XXIX).

8/ General Assembly resolution 35/56.

9/ See A/38/132 and Corr.1 and 2, annex, p. 110.

10/ See, for example, General Assembly resolution 31/119.

11/ See decision 2/9 of the High-level Committee on the Review of Technical Co-operation among Developing Countries (see Official Records of the General Assembly, Thirty-sixth Session, Supplement No. 39 (A/36/39), annex I); and decision 81/31 of the Governing Council of UNDP (see Official Records of the Economic and Social Council, 1981, Supplement No. 11 (E/1981/61/Rev.1), annex I).

Notes (continued)

12/ See Proceedings of the United Nations Conference on Trade and Development, Fourth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.76.II.D.10 and corrigendum), annex V, annex I, resolution 1.

13/ For the report of the Conference, see Official Records of the Trade and Development Board, Sixteenth Session, Second Part, Annexes, document TD/B/628.

14/ Proceedings of the United Nations Conference on Trade and Development, Fifth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.79.II.D.14), annex VI.

15/ Report of the United Nations Conference on Technical Co-operation among Developing Countries, Buenos Aires, 30 August to 12 September 1978 (United Nations publication, Sales No. E.78.II.A.11 and corrigendum), chap. I.

16/ A/38/132 and Corr.1 and 2, annex, p. 110.

17/ See A/10112, chap. IV.

18/ See Proceedings of the United Nations Conference on Trade and Development, Fourth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.76.II.D.10 and corrigendum), part one, sect. A.

19/ See Official Records of the General Assembly, Thirty-first Session, Supplement No. 15 (A/31/15), vol. II, annex I.

20/ ID/CONF.4/22 and Corr.1, chap. VI.

21/ Report of the United Nations Conference on New and Renewable Sources of Energy, Nairobi, 10 to 21 August 1981 (United Nations publication, Sales No. E.81.I.24), chap. I, sect. A.

22/ Report of the United Nations Conference on the Least Developed Countries, Paris, 1-14 September 1981 (United Nations publication, Sales No. E.82.I.8), part one, sect. A.

23/ See TD/325, part one, sect. A, resolution 139 (VI), to be issued in Proceedings of the United Nations Conference on Trade and Development, Sixth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.83.II.D.6).

24/ DP/69.

25/ See DP/RP/21, paras. 28-32.

26/ See Official Records of the Economic and Social Council, 1980, Supplement No. 12 (E/1980/42/Rev.1), decision 1980/42.

Notes (continued)

27/ Report of the United Nations Conference on Science and Technology for Development, Vienna, 20-31 August 1979 (United Nations publication, Sales No. E.79.I.21 and corrigenda), chap. VII.

28/ See J. R. Mathiason, chap. XVI in Richard Merritt, ed., Communication in International Politics (Urbana, University of Illinois Press, 1972), pp. 396 and 397.

29/ For example, ECLA resolutions 316 (XV), 354 (XVI), 363 (XVII), 387 (XVIII), 438 (XIX) and 439 (XIX).

30/ See A/S-11/14.

31/ Vocational Training (Adults) Recommendation, 1950 (No. 88) (see International Labour Conventions and Recommendations, 1919-1981 (Geneva, International Labour Office, 1982)).

32/ See Handbook of Resolutions and Decisions of the World Health Assembly and the Executive Board, vol. II, fourth edition (1973-1982) (Geneva, World Health Organization, 1983).

33/ See Primary Health Care: Report of the International Conference on Primary Health Care, Alma-Ata, USSR, 6-12 September 1978 (Geneva, World Health Organization, 1978).

34/ See Documents of the 1979 Rio de Janeiro Congress, vol. 3 (Berne, International Bureau of the Universal Postal Union, 1980), p. 925.

35/ See Official Records of the General Assembly, Thirty-eighth Session, Supplement No. 39 (A/38/39), annex I.

36/ See TD/325, part one, sect. A; to be issued in Proceedings of the United Nations Conference on Trade and Development, Sixth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.83.II.D.6).

37/ See Proceedings of the United Nations Conference on Trade and Development, Fifth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.79.II.D.14), part one, sect. A.

38/ See TD/325, part one, sect. A; to be issued in Proceedings of the United Nations Conference on Trade and Development, Sixth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.83.II.D.6).

39/ See Official Records of the Trade and Development Board, Seventeenth Session, Supplement No. 2 (TD/B/652), annex I.

40/ See TD/B/974, annex I; to be issued as Official Records of the Trade and Development Board, Twenty-eighth Session, Supplement No. 2 (TD/B/974).

Notes (continued)

41/ For further information see "Trade and development report, 1983" (UNCTAD/TDR/3 (part II)); to be issued as a United Nations sales publication.

42/ See TD/325, part one, sect. A, to be issued in Proceedings of the United Nations Conference on Trade and Development, Sixth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.83.II.D.6).

43/ Ibid.

44/ See Proceedings of the United Nations Conference on Trade and Development, Fifth Session, vol. I, Report and Annexes (United Nations publication, Sales No. E.79.II.D.14).

45/ Global Strategy for Health For All by the Year 2000, "Health for All" Series, No. 3 (Geneva, World Health Organization, 1981) and corrigenda.

46/ UNCTAD/ST/ECDC/17.

47/ TD/B/C.7/55, part two.

48/ See E/1978/93.

49/ See Official Records of the Economic and Social Council, 1979, Supplement No. 15 (E/1979/50 and corrigendum), part two, sect. D.
