

**REPORT
OF THE
JOINT INSPECTION UNIT**

GENERAL ASSEMBLY

OFFICIAL RECORDS: FORTIETH SESSION

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

[7 August 1985]

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I. INTRODUCTION

1. This report, the seventeenth prepared by the Joint Inspection Unit (JIU) since its creation on 1 January 1968, gives an account of the Unit's activities during the period 1 July 1984 to 30 June 1985. 1/

II. PARTICIPATING ORGANIZATIONS

2. The following are the participating organizations of JIU:

United Nations and its affiliated bodies

International Labour Organisation (ILO)

Food and Agriculture Organization of the United Nations (FAO)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

International Civil Aviation Organization (ICAO)

World Health Organization (WHO)

Universal Postal Union (UPU)

International Telecommunication Union (ITU)

World Meteorological Organization (WMO)

International Maritime Organization (IMO)

World Intellectual Property Organization (WIPO)

International Atomic Energy Agency (IAEA)

3. The International Fund for Agricultural Development (IFAD) has not yet accepted the statute of the Joint Inspection Unit. JIU looks forward to the participation of IFAD in the near future.

III. COMPOSITION OF THE UNIT

4. The composition of the Unit on 30 June 1985 was as follows:

Mr. M. Salah E. Ibrahim** (Egypt), Chairman
Mr. Alexander S. Efimov** (Union of Soviet Socialist Republics), Vice-Chairman
Mr. Maurice Bertrand* (France)
Mr. Alfred N. Forde* (Barbados)
Mr. Nasser Kaddour** (Syrian Arab Republic)
Mr. Moustapha Ould Khalifa* (Mauritania)
Mr. Kahono Martohadinegoro*** (Indonesia)
Mr. Siegfried Schumm** (Federal Republic of Germany)
Mr. Earl D. Sohm* (United States of America)
Mr. Miljenko Vuković* (Yugoslavia)
Mr. Norman Williams** (Panama)

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- * Term of office expires on 31 December 1985.
** Term of office expires on 31 December 1987.
*** Term of office expires on 31 December 1989.

5. In accordance with article 18 of its statute, the Unit elected Mr. M. Salah E. Ibrahim Chairman and Mr. Alexander S. Efimov Vice-Chairman for the calendar year ending 31 December 1985. During the year 1984, Mr. Alfred N. Forde and Mr. M. Salah E. Ibrahim were Chairman and Vice-Chairman, respectively.

6. At its thirty-ninth session, the General Assembly made the following appointments of Inspectors:

(a) Mr. Siegfried Schumm to fill the resulting vacancy from the resignation of Mr. Mark E. Allen (United Kingdom of Great Britain and Northern Ireland), whose term of office was to expire on 31 December 1987;

(b) Mr. Kahono Martohadinegoro to succeed Mr. Toman Hutaqaluna (Indonesia), who died on 19 December 1984 before his tenure ended on 31 December 1987;

(c) Mr. Enrique Ferrer Vieyra (Argentina), Mr. Alain Gourdon (France), Mr. Richard V. Hennes (United States of America), Mr. Ivan Kojić (Yugoslavia) and Mr. Kabongo Tunsala (Zaire) for five-year terms effective 1 January 1986, upon the departure of Mr. Bertrand, Mr. Forde, Mr. Khalifa, Mr. Sohm and Mr. Vuković on 31 December 1985 at the expiration of tenure.

IV. SECRETARIAT

7. The secretariat of the Unit comprises an Executive Secretary, 7 Professional staff and 11 General Service staff.

V. WORK PROGRAMME

8. The work programme for 1985, which was drawn up in accordance with article 9 of the Unit's statute, has been circulated to Member States and participating organizations by the Secretary-General of the United Nations in document A/40/137. In drawing up this work programme and bearing in mind the provisions of its statute, the Unit has heeded General Assembly resolution 39/242 of 18 December 1984, in which the Assembly, inter alia, requested the Unit, when preparing its annual programme of work, to concentrate, to the greatest extent possible, on those areas which were of greatest importance and relevance within the United Nations system. The Assembly also invited the Unit to include in its annual report to the Assembly on its programme of work the basis for the selection of each study. The information in paragraphs 9 to 13 below is provided in direct compliance with this invitation.

9. It may be useful to recall the relevant section of article 9 of the Units' statute:

"1. The Unit shall be responsible for preparing its annual programme of work. In doing so, it shall take into account, besides its own observations, experience and assessment of priorities as regards subjects for inspection, any requests of the competent organs of the organizations and suggestions received from the executive heads of the organizations and the bodies of the United Nations system concerned with budgetary control, investigation, co-ordination and evaluation."

Thus, the work programme is influenced, in some degree, by bodies external to the Unit. The study entitled "Field representation of organizations of the United Nations system", for example, was included at the request of the General Assembly in its resolution 38/171 of 19 December 1983.

10. The Unit, in establishing its work programme, first demarcates several broad areas of sectoral interest to the United Nations. For example, the 1985 work programme covers the following five areas: (a) restructuring of the economic and social sectors of the United Nations; (b) development co-operation; (c) management and co-ordination; (d) personnel; and (e) evaluation, which is specifically mentioned in article 5 of the statute and which forms the subject of a system-wide study in 1985 on the status of evaluation in the United Nations system.

11. Once these broad areas of sectoral interest are established, an attempt is made to achieve a degree of balance among sectors and to rank the studies in terms of their timeliness and their seeming importance to Member States and the United Nations system as a whole. This method of approach is reflected in 1985 in the selection of two timely studies in the area of development co-operation: (a) the support of the United Nations development system to technical co-operation among developing countries, which the Committee for Programme and Co-ordination, the High Level Committee on the Review of Technical Co-operation among Developing Countries, and the Governing Council of the United Nations Development Programme (UNDP) reviewed this spring; and (b) a study on the role of the Office of the United Nations High Commissioner for Refugees in Africa, which deals with a subject of critical importance on that continent. The widespread use of computers and the ensuing rapid changes in the business environment have led some organizations in

the system to request the Unit to address that problem. The subject forms the basis of a JIU report before the General Assembly at its current session (A/40/410).

12. Two other formal studies, of particular importance to the United Nations, require special mention. They are: (a) the medium-term recruitment plan for the United Nations Secretariat, in which the response of the Organization is examined with regard to the concern of Member States for a recruitment policy that pays heed to directives concerning, inter alia, geographic distribution of staff members, in general, and the recruitment of women, in particular; and (b) prospects of administrative reform in the United Nations system, in which, facing the future, an attempt is made to determine the political and organizational conditions under which improvements in administrative structure and increases in productivity might be best attainable.

13. Finally, in order to judge the merit of studies that might be formally admitted to its work programme, the Unit, each year, undertakes a number of preliminary studies (seven in 1985) that are converted to full studies if they show promise of leading to recommendations useful to a single organization, some organizations of the United Nations system or the system as a whole. The Unit finds this process helpful in ensuring the relevance of its studies to the priority areas of work of its participating organizations.

VI. CONSULTATIONS

14. During the year under review, the Chairman and Vice-Chairman met with the executive heads of several participating organizations of the Unit in order to intensify relations with those organizations. The Unit continues to maintain contact with the Advisory Committee on Administrative and Budgetary Questions, the International Civil Service Commission, the Panel of External Auditors, the Consultative Committee on Administrative Questions and the management and audit services of several secretariats.

VII. SUMMARIES OF JIU REPORTS

15. The summaries of the reports issued by JIU from July 1984 to June 1985 appear below. The organization to which each report was sent for action is also indicated.

A. Report on competitive examinations in the United Nations (JIU/REP/84/11) 2/

16. The establishment of a staff policy aimed at providing the United Nations with the high quality staff it needs is a long-term undertaking. The staff policy reforms recommended by the Unit since 1971 have been implemented in part, sometimes cautiously, more often with a slowness that serves no purpose and can hardly be justified. Results of the implementation of policy reforms remain only relatively positive. Further work and a quicker pace would seem necessary.

17. The report shows that the balance sheet has the following on the credit side: the institution and systematic implementation of competitive examinations for external recruitments at P-1/P-2 levels and for promotion from the General Service to the Professional category; the definition of 14 occupational groups for the Professional category; the development and modernization of the recruitment rosters for Professional staff and project staff; the establishment of a long-term recruitment plan; the work done on preparing a career development plan for Professional staff; and a number of studies on the occupational groups for General Service staff.

18. The report also describes some phenomena that must be placed on the debit side: resistance to the wholesale application of external competitive examinations and the continuation at P-1 and P-2 levels of recruitment practices that are not objective and are at variance with General Assembly resolution 35/210 of 17 December 1980; difficulties in the implementation of a career development system for Professional staff; and the inadequacy of studies concerning General Service staff and the lack of a definition of a career development plan and an overall policy for this category.

19. The purpose of the report is to suggest to the General Assembly that it give the necessary stimulus to overcome those shortcomings. The main recommendations in this respect deal with the following:

(a) Recruitment at P-1/P-2 level, against any post (whether established, temporary or financed out of extrabudgetary funds, and whatever the grade), should be by competitive examination, apart from very specific exceptions authorized by the Assistant Secretary-General, Office of Personnel Services, on behalf of the Secretary-General, subject to precise limits and conditions that are laid down in the report;

(b) The list of successful candidates at the external national competitive examinations should be used in order to cope with difficulties arising from delays in recruitment;

(c) A plan for external national competitive examinations should be established for a minimum period of three years within the framework of the long-term recruitment plan;

(d) The General Assembly may wish to consider seeing to it that the creation of new posts in budgets includes a substantial proportion of P-1/P-2 posts so as to re-establish the normal pyramid of Professional grades. It may also wish to consider limiting or prohibiting the reclassification of P-2 posts at higher levels;

(e) After a period of gradual adaptation, competitive examinations and objective recruitment methods should be extended to cover the P-3 level;

(f) The Assembly may wish to consider the possibility of recommending the extension of the rules applicable to competitive examinations to UNDP, the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the Office of the United Nations High Commissioner for Refugees (UNHCR);

(g) The General Assembly may wish to consider the possibility of requesting the Secretary-General to provide a report on the situation of General Service staff in the United Nations, dealing in particular with recruitment, training, career development and promotion problems (including a possible modification of the present General Service to Professional promotion system).

20. The report was sent on 31 August 1984 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information. The Secretary-General has issued bulletin ST/SGB/210 dated 22 January 1985 in fulfilment of some of the recommendations.

B. Staff costs and some aspects of utilization of human
and financial resources in the United Nations
Secretariat (JIU/REP/84/12) 3/

21. The United Nations Secretariat, with a staff exceeding 16,000 and a biennial budget of over \$US 1.6 billion, has been an object of concern to Member States owing to increasing costs and to alleged declining efficiency in the performance of its tasks. The report deals with three aspects of the problem: the level of staff remuneration; the growth of staff in number; and the failure of the United Nations to establish clear priorities and to abandon ineffective projects.

22. Taking as a point of reference a 1982 recommendation of the Administrative Committee on Co-ordination to the International Civil Service Commission (ISCS) of a 5 per cent increase in salaries for staff in the Professional and higher categories, the Inspectors analysed the merit of this increase, bearing in mind the Noblemaire principle, which was adopted in 1921 to determine salary scales for the League of Nations staff. The report makes several calculations and comparisons and moves to demonstrate that a salary increase is not justified at present since salaries of the Professional and higher categories already compare favourably with "the highest paid national civil service", namely, the United States of America, and the "expatriation factor" is more than reasonably reflected in the scale of salaries.

23. The Inspectors make an extended comparison of total compensation levels of United Nations staff and United States federal civil servants in salaries and post adjustment levels, the right to annual and sick leave, number of official holidays, retirement benefits etc. The general conclusion drawn is that United Nations staff in the Professional and higher categories are largely overpaid compared to United States federal civil servants.

24. The second half of the report deals with performance levels of staff and raises some issues related to the efficiency of the Secretariat. An analysis of budgetary appropriations over the past 10 years would show that an increasing share of United Nations resources goes to pay "non-substantive" (i.e., managerial and administrative) activities. Redistribution of resources in favour of operational activities is advocated.

25. The report makes the point already asserted in an earlier report (JIU/REP/81/1) on "Methods of determining staff requirements", that the United Nations lacks accepted norms relating workload to staff requirements, which leads to inappropriate staffing patterns. Moreover, the Inspectors regret that almost no progress was registered to comply with JIU recommendations on this subject made in 1981 (see A/36/168, sect. IV).

26. Priority setting needs to be clear for any eventual release or redeployment of personnel. Programmes that are obsolete, ineffective or of marginal usefulness have to be identified and dropped to allow resources and staff to be channelled to higher priority activities. Although a programme review scheme has been established, termination of activities is insignificant (about 5 per cent) and takes place only at the programme element level, not at the sub-programme level. The Inspectors were unable to see any positive results of termination efforts. Since planning and monitoring devices and institutional steps exist, they must be scrupulously observed.

27. The report concludes that the present methodology of determining salaries, post adjustments and other benefits is not correct and needs reviewing and further development. The Inspectors recommend that:

(a) Salaries or post adjustments should not be increased until ICSC reconsiders the whole question of remuneration based on the considerations pointed out in the report;

(b) Since the Secretariat has sufficient human and financial reserves to undertake new tasks, new posts should not be established nor should transfers from extrabudgetary to regular budgetary financing be allowed for the next two budgetary periods;

(c) Once priority setting is established, existing staff should be redeployed to the benefit of "operational activities". Governing bodies should be informed regularly of human and financial resources made available by termination of activities and of their possible redeployment.

28. The report was sent on 20 September 1984 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

C. United Nations technical co-operation in Central America and the Caribbean - volume I (JIU/REP/84/14) 4/

29. The report constitutes the first part of a study on United Nations technical co-operation in Central America and the Caribbean. The main purpose of the study is to assess the extent to which the United Nations has been instrumental in enhancing national and regional self-reliance and in promoting technical

co-operation among these countries within the framework of technical co-operation among developing countries (TCDC).

30. Volume I is concerned with the isthmus countries of Central America, namely, Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. The study concentrates on institutional development and on activities related to population, demographic studies and other projects, funded either through UNDP or the United Nations Fund for Population Activities (UNFPA) and jointly executed by the Department of Technical Co-operation for Development and Governments. The report also makes reference to a few joint projects of the Department, where the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO), the World Health Organization (WHO) through Pan American Health Organization (PAHO), and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have participated to some extent and which came to light during field inspections. Approximately 63 projects were studied and/or inspected during the visit to the region. United Nations institutions concerned with these projects were also consulted. On the basis of these studies and inspections, the Inspectors make the following recommendations:

(a) Both national and regional programmes have improved significantly, as the study reveals. During the period studied, the orientation given and the co-ordinating efforts of the agencies have been instrumental in widening Governments' participation and in a more diligent attempt to channel United Nations and other technical assistance resources into needy areas. Nevertheless, in the development of the various activities targeted for external assistance funding, the need to strike a balance between economic and social development sectors in each of the areas was obvious, and the need to put more stress on one sector over another was ever present. It is recommended that there be a more cogent rationalization displayed in project selection, enabling all players full participation in the development process. The highlighting of women as an important development resource and of more vigorous programmes duly concerned with the poorer sectors of the population groups should be emphasized.

(b) United Nations technical assistance can and should be an effective tool in enhancing intersectoral relationships in national development programmes, but this must be emphasized by United Nations executing agencies themselves; there is a need for more co-ordination and a moving away from compartmentalization.

(c) Many of the projects have attained their short-term objectives while a few have made a real impact on the region. The latter include, especially, some of the maternal/child health and family planning programmes, the Institute of Public Administration, the Facultad Latino-Americana de Ciencias Sociales (FLACSO) etc. to the extent that some of the national and regional institutions can now serve as executing agencies for United Nations technical assistance projects. A number of countries are in the process of effecting administrative reform of public institutions in this connection enabling them to provide better services.

(d) Some of the projects have operated under difficult situations and only partially attained their objectives. Others have experienced operational difficulties arising from financial constraints in UNDP and/or UNFPA. The economic situation of individual countries, deficiencies in counterpart contributions including delays in the identification, and/or frequent changes in counterpart personnel, also present obstacles. While the international community must squarely and conscientiously seek to resolve the UNDP and UNFPA resources problem,

counterpart contributions, especially those of personnel, services and materials, can only be solved when the countries themselves aim at maximizing the benefit of external technical co-operation assistance.

(e) A great effort has been made in developing institutional and technical capabilities; most of the projects have included a training component. Nevertheless, there is still a high dependency on external expertise for the execution of national projects. In addition to increased emphasis on training, Governments themselves need to (i) work out schemes of services sufficiently attractive to counter "brain drain", (ii) develop, institute and utilize a trained manpower inventory and (iii) more careful selection of national counterpart and expert personnel for projects or for training. There should be a concentrated effort to avoid counterpart/expert changes during the course of external assistance and for the duration of the technical assistance.

(f) The purchase of sophisticated data-processing equipment must anticipate continued usage, maintenance, servicing and local availability of replacements, as well as the use of project transport especially for private purposes. Problems of this nature need to be carefully monitored.

(g) With regard to enhancing co-operation between countries, more than 20 years of co-operation between the United Nations and Member States have resulted in the existing viable regional institutions such as those for training in economics, communications and energy efforts; countries themselves are co-operating in joint programmes elsewhere, which signifies that there is a political will between countries to co-operate and attain regional self-reliance.

(h) United Nations technical co-operation should therefore aim at exploiting all available opportunities to strengthen regional co-operation within the framework of TCDC through joint programmes, pilot projects and improved exchange of information or dissemination of experience gained from activities supported by the organizations. The Permanent Secretariat of the General Treaty on Central American Economic Integration (SIECA), together with the Central American Bank for Economic Integration (BCIE), should expand co-operative links with other economic groupings such as the European Economic Community and the Council for Mutual Economic Assistance, and with Latin America and the Caribbean and other developing regions.

(i) Lastly, the report makes particular mention of energy development, especially that of hydroelectricity. In view of efforts now under way to develop less costly sources of electricity, there is a need to lay emphasis on the rationalization of the investments in this sub-sector. Institutions such as the Latin American Energy Organization (OLADE) and the Comisión para Energía de América Central (COMENER) should, within the framework of the regional energy programme, help countries in developing realistic strategies and electricity development programmes. If this is not done, in the Inspectors' opinion, a dangerous trend in over-investment could result.

31. This report was sent on 16 October 1984 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

D. Role of the Office of the United Nations High Commissioner
for Refugees in South-East Asia (1979-1983) (JIU/REP/84/15) 5/

32. The refugee population around the world, currently estimated at more than 10 million, has become a subject of major concern to the international community at large and even more so to the Office of the United Nations High Commissioner for Refugees (UNHCR), which has the mandate to provide international protection for refugees. The protection responsibilities and assistance programmes of UNHCR have expanded dramatically in the past decade as a result of the rising magnitude and complexity of refugee problems, particularly in the developing regions. This report focuses attention on South-East Asia and more specifically on the Indo-Chinese refugee problem, which attained emergency proportions in 1979/1980, prompting one of the most extensive international relief operations in recent memory.

33. The report provides a comprehensive analysis of the operations of UNHCR in South-East Asia between 1979 and 1983 in the light of its statute and the 1951 Convention 6/ and 1967 Protocol 7/ relating to the Status of Refugees. The report observes that UNHCR has indeed weathered a major refugee crisis in the region with the concerted support of the international community. Thanks to the manifold initiatives and operations undertaken by the Office since the eruption of the crisis, and despite challenging hurdles, close to one million Indo-Chinese refugees so far have found a permanent home, for the most part, in resettlement countries in North America and Western Europe. The report considers this success to be an impressive achievement, for it represents perhaps the most large-scale intercontinental movement of refugees in the history of UNHCR.

34. The Office has equally registered success in its resource mobilization endeavours. Since 1979 it has channelled a cumulative total of about \$US 700 million in emergency and multipurpose relief assistance to refugees in South-East Asia. In addition, it has attracted and tapped a variety of other sources of local and external refugee relief assistance, especially from non-governmental organizations whose devotion to the cause of refugees and active involvement in field-level operations have proved crucial to the effective discharge of UNHCR responsibilities in the region.

35. Because the Indo-Chinese refugee crisis was, originally, a highly complex unprecedented phenomenon, difficulties were bound to arise and to test the capacity of UNHCR to manage a large-scale emergency relief operation. Despite the impressive results achieved by the High Commissioner in galvanizing the necessary political and financial support for the resolution of the crisis, not all difficulties have been overcome. Some of these have had tragic dimensions, such as the loss of thousands of "boat people" at sea because of disembarkation obstacles, pirate attacks and abductions and the neglect of ships to rescue them. Further, the restrictive refugee admission policies of first asylum countries in the region have tended to obstruct if not impede the application of the fundamental principles for the protection of refugees and asylum seekers. Similarly, the increasing reluctance of potential resettlement countries to accept large quotas of refugees and the consequent severe tightening of procedures for the determination of refugee status have narrowed the options open to the High Commissioner in his search for durable solutions for the significant numbers of refugees still in camps.

36. Besides these problems of a political nature, some organizational and management deficiencies have been noted at the field level. Most of these stem

from the weak UNCHR field establishment in the region and the consequent extensive dependence of the Office on implementing agencies and non-governmental organizations to carry out its field responsibilities. The report notes that the administrative and management reforms recently instituted at UNHCR headquarters are not reflected in field office operations. The administrative function is performed predominantly by inexperienced local clerical staff with little training or experience in UNHCR administrative policies and procedures. Financial control systems are generally weak, while monitoring and co-ordination of field operations are ineffectual. The report concludes that the statutory leadership and co-ordinating role of UNHCR in refugee situations call for significant strengthening of its field establishment in the wake of a refugee problem.

37. In the light of these findings, the report offers recommendations aimed essentially at strengthening the organization and staffing of UNHCR field offices in order to equip them to perform the basic responsibilities and functions of the Office in the areas of international protection, programming and co-ordination of assistance activities, administrative and financial management and public information. Other recommended measures include, in particular, the need for a flexible field staffing policy allowing for decentralization, at short notice, of experienced headquarters staff to reinforce the field establishment when warranted by the magnitude of refugee problems; the reinforcement of the field regional structures of UNHCR to permit the articulation of an integrated regional perspective of refugee problems, as well as the pooling, at the regional level, of certain specialist functions such as legal services, public information, project evaluation, financial monitoring and control etc.; increased use of senior level national staff, where appropriate, for the solution of refugee problems; and the enhanced leadership role by UNHCR in seeking durable solutions for refugees, assisting Governments to establish reliable data on the scope of refugee problems and the material assistance required, and ensuring that its implementing partners comply with the terms of project agreements.

38. The report was sent on 13 November 1984 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

E. Drug abuse control activities in the United Nations system
(JIU/REP/84/16) 8/

39. The report broadens the scope of the earlier JIU study on the organization and management of drug abuse activities in the United Nations (JIU/REP/78/6), which focused on organization and management activities financed by the United Nations Fund for Drug Abuse Control, including the work of the Division of Narcotic Drugs. The deteriorating world situation regarding drug abuse has been an influence on the decision to prepare the report, which pays attention to the efforts of the United Nations to alleviate the situation both through its action programmes and through its public information campaigns. The adoption by the General Assembly in its resolution 36/168 of 16 December 1981 of the International Drug Abuse Control Strategy and the basic five-year programme of action 9/ forms part of that effort.

40. United Nations policies in the field of drug abuse control and co-ordination activities are formulated by the Economic and Social Council, assisted and advised by the Commission on Narcotic Drugs, which considers any changes that may be required in the existing machinery for the international control of narcotic drugs

and psychotropic substances, including preparation of international conventions. The International Narcotics Control Board (INCB), another link in the policy-making chain, was established by the Single Convention on Narcotic Drugs on 1961, 10/ as amended by the 1972 Protocol, 11/ and the Convention on Psychotropic Substances of 1971, 12/ to limit and ensure the availability of drugs. It administers a strict quota system for narcotic drugs and monitors detailed control requirements worldwide for the world production, manufacture, export and import of drugs, with a view to preventing leakages from licit sources into illicit channels.

41. Three main units are responsible with the United Nations Secretariat for drug abuse control activities: the Division of Narcotic Drugs, the United Nations Fund for Drug Abuse Control (UNFDAC) and the INCB secretariat. The Division of Narcotic Drugs is the central repository of professional and technical expertise in drug control. It performs executive, operational and administrative functions deriving from the existing international drug control agreements and the specific mandate included in resolutions of the General Assembly and the Economic and Social Council. It has recently intensified its co-operation with the specialized agencies. UNFDAC, financed by voluntary contributions, plays an important role in this field by developing programmes to combat the production, trafficking and use of illicit drugs and by financing projects to be carried out by the executing agencies. In 1983, its budget was \$US 9.5 million. These projects cover the entire range of narcotic control activities, including integrated rural development/crop substitution, treatment and rehabilitation of drug addicts, preventive education and information, law enforcement assistance and training and research. The report notes with interest the designation of the Under-Secretary-General for Political and General Assembly Affairs as responsible for overall co-ordination of all United Nations drug control-related activities.

42. Actions taken by the specialized agencies have also been reviewed. WHO has a specific programme, financed by both regular budget and extrabudgetary sources. Its Executive Board discusses the question of drug abuse on a regular basis. The increasing magnitude and serious nature of drug dependence and drug abuse has led the World Health Assembly to adopt several resolutions in relation to abuse of narcotics and psychotropic substances. WHO has published the "Guidelines for the Control of Narcotics and Psychotropic Substances in the Context of the International Treaties". As regards other specialized agencies, ILO works within the framework of vocational rehabilitation and social integration of drug-dependent people; FAO on agricultural aspects; UNESCO in the field of preventive education, including public information; and the Universal Postal Union (UPU) relating to conflicts between UPU treaties and the international drug control treaties with regard to mail in transit. UNDP is also active in the execution of projects of UNFDAC.

43. There has been no formal inter-secretariat co-ordination mechanism. The Administrative Committee on Co-ordination has not been very active in this area. However, at the initiative of the Division of Narcotic Drugs, ad hoc inter-agency meetings have been convened, which are found useful.

44. The Inspectors conclude that response to the appeals of the General Assembly for greater activity by the United Nations system in drug abuse control has not been satisfactory and they make the following recommendations:

(a) Drug abuse control needs to be considered at a high and responsible level in the inter-secretariat machinery;

(b) The specialized agencies should further develop specific drug control programmes and activities for consideration by their member Governments;

(c) Ad hoc inter-agency co-ordination meetings should be continued and should discuss individual reports of each organization concerning its plans and activities undertaken;

(d) The Under-Secretary-General for Political and General Assembly Affairs, who was designated as the overall co-ordinator of all United Nations drug control-related activities, should participate actively in the Commission on Narcotic Drugs and inter-agency meetings;

(e) Governments concerned should be encouraged to take positive steps on drug abuse controls and should use their own resources whenever possible.

45. The report was sent on 5 November 1984 to the executive heads of all participating organizations of JIU for action.

F. Report on the Economic and Social Commission for Asia and the Pacific (JIU/REP/85/1) 13/

46. The report is one of a series in which JIU has been examining the implementation of General Assembly resolution 32/197 of 20 December 1977 on the restructuring of the economic and social sectors of the United Nations system. In a region of great diversity, with many levels of social and economic conditions and a wide variety of development problems, the task of the Economic and Social Commission for Asia and the Pacific (ESCAP) is to serve the needs of the several countries in such a way as to promote their common good. To do this, the Commission has, in recent years, extended its traditional role of analysing problems and proposing solutions into the more active arena of operations. It has assumed a serious responsibility for executing programmes and projects in the manner of the specialized agencies. The Inspectors consider this new emphasis a very encouraging one and have noted positive signs that the Commission secretariat is adjusting to the demands of its new commitment.

47. The Commission has made positive efforts to improve its programming methods: in 1983 it established criteria to guide the selection of projects in priority. The secretariat has succeeded in implementing a reasonable percentage of its projects and the choice and number of the projects require a closer look from the conceptual angle. The new criteria should assist in refining these decisions. The extent of the Commission's involvement in the social and economic life of the region is evident in the range of meetings it hosts or otherwise aids in the pursuit of its programme: its ad hoc intergovernmental meetings on topics of special interest have provided a useful forum for co-operative action in industry, trade, transnational corporations and other areas. Its regional projects in mineral resources, agricultural machinery and technology transfer, to name only a few, point the way to regional networks serving and being served by member countries, proffering advice to those who need it and using expertise from those countries that have it.

48. There have been significant changes made in the organization of the secretariat in recent years, which have aimed at producing better co-ordination in rural development and environmental matters and, generally, in areas where a

multidisciplinary approach could improve the product delivered. While they have not all been equally successful, the Inspectors commend the efforts being made, but suggest that co-ordination which emerges from the act of planning, creating and sharing in the implementation of programmes and projects is likely to be more successful than the super imposition of co-ordination as a separate activity above and beyond the substantive one. It is important, for instance, that the Project Review Committee, which rightly seeks to ensure that projects conform to the criteria established, be an organic expression of the combined experience of division heads. The Inspectors believe the Project Co-ordination and Monitoring Office can be developed to play a stronger role in the multidisciplinary and co-ordinating effort.

49. On the subject of the Commission's meetings, the Inspectors noted suggestions made by member States to improve the focus of their deliberations. They have made some recommendations on the number of meetings, on the preparation of documentation and on the possible institution of a programme preparation and review committee, which would meet in advance of the Commission session and, by preliminary discussion of the many technical issues, refine the proposals and thus enable the Commission to reach its own decisions more expeditiously.

50. In chapter V, the Inspectors raise two issues that concern all regional commissions: the slow pace of decentralization and the duties and responsibilities of top executives in the commissions, with special reference to the post of Deputy Executive Secretary. Chapter VI offers a general assessment of the multidisciplinary work of ESCAP, leading to the recommendations in chapter VII on programme matters, organization and some aspects of the management of resources.

51. The report was sent on 10 April 1985 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

G. The changing use of computers in organizations of the United Nations system in Geneva: management issues
(JIU/REP/85/2) 14/

52. Computers have been a part of the substantive and administrative activities of the United Nations system for almost two decades. Over the years, the broad policy aims have been to promote international information exchange, particularly for development co-operation; to develop co-ordinated or at least compatible information systems within the system; and to develop and use computerized systems to improve organizational operations.

53. In the past few years, the pace of change has increased dramatically owing to new computer-based communications systems world wide, small "personal" or "micro" computers, expansion of computer networks within the organizations, and computer software packages, all of which provide powerful new tools to improve services and help staff to carry out their work. The Economic and Social Council has recently stressed the value of the information resource and the importance of responding to the information needs of Member States. The Administrative Committee on Co-ordination has similarly stated that the organizations are in the information business and that information activities, which cost hundreds of millions of dollars annually, are a major function which must be well managed to provide high quality information goods and services.

54. There has not been a broad study of computer use in the system since the mid-1970s. The report surveys 17 organizations located at Geneva that have sharply increased their computer use since a survey was made in 1977. All 17 organizations now use computers and 14 have their own. The number of computers (including personal computers) rose from 4 in 1977 to 427 in mid-1984, while computer terminals increased from 132 to 1,867.
55. To properly manage this growth each organization needs a carefully considered planning and control process with clear-cut responsibilities for coherent information systems development and use. The report reviews the positive initiatives taken by eight of the organizations and certain key elements and basic components which each organization should incorporate.
56. The report then summarizes applications, initiatives, possibilities and hazards that are emerging in eight major areas of "office automation" in the organizations, including substantive data bases, substantive analysis, technical co-operation, communication, records management and archives, word processing, printing and publications, and administrative and management systems.
57. Fitting these areas harmoniously together is a complex, continuing task, which requires careful attention to coherent networks, an overall systems development strategy, software requirements and availability, and inter-agency co-operation and exchange of experience. The new technologies also provide a significant management opportunity to analyse and re-think operations and tasks in order to improve programmes and services to Member States and to enhance organizational productivity.
58. People are the key factor required for effective use of these new technologies. Particular attention should be given to work environments, to establishing well-rounded staff training programmes and to active staff participation in the process of computerized systems development. Top management guidance and oversight are essential, and administrative support units must carefully consider long-term procurement, security and maintenance requirements. Good management systems staff are important to help maximize operational improvements through computerization, and adequately staffed computer systems units have a critical role to play in supporting the other groups through systems development, user service and control functions.
59. Problems in the development of computerized systems in the United Nations indicate a need to establish a comprehensive and consultative planning and review process for information systems development, to reconsider needs and activities of systems development in offices away from headquarters, and to upgrade computer systems development work in the United Nations Office at Geneva. In addition, a significant inter-agency effort that deserves all possible support is now under way to review computer-based communications use, plans and resources in the system. Furthermore, cost savings could be achieved by extending to the specialized agencies certain telecommunications rights presently granted only to the United Nations.
60. The organizations of the United Nations system are at an early stage of widespread computer use and many have made a good start, but decisions made now will have a major impact on future operations. The organizations are already spending considerable amounts on computerization to better meet their international information and operational responsibilities. To make this process cost effective,

each organization must have sound, sustained and professional information systems management. The Inspector makes several recommendations concerning planning and control of information systems development and the development of the human resource skills and participation needed to make these systems work well.

61. The report was sent on 11 April 1985 for action to the Secretaries-General of the United Nations, ITU and WMO, and the Directors-General of ILO, WHO and WIPO, as well as to the other participating organizations of JIU for information.

H. United Nations development system support to the
implementation of the Buenos Aires Plan of Action
on Technical Co-operation among Developing
Countries (JIU/REP/85/3)

62. The United Nations Conference on Technical Co-operation among Developing Countries, held at Buenos Aires from 30 August to 12 September 1978, unanimously adopted the Buenos Aires Plan of Action for Promoting and Implementing Technical Co-operation among Developing Countries. ^{15/} This Plan of Action, which was subsequently endorsed by the General Assembly in its resolution 33/134 of 19 December 1978, as well as by virtually all other organizations of the United Nations system, places great emphasis on the utilization of the increasing technical capabilities of developing countries to advance their social and economic development. The Plan of Action recognizes that developing countries themselves bear primary responsibility for promoting and implementing TCDC, but it nevertheless confers important catalytic functions and responsibilities on organizations of the United Nations system, more particularly on UNDP. The report discusses what has been done by organizations of the system to discharge their TCDC responsibilities under the Plan of Action.

63. The report highlights, in the first place, some legislative and conceptual issues relating to technical and economic co-operation among developing countries (TCDC/ECDC). Both forms of co-operation have been the subject of some 250 resolutions adopted by intergovernmental bodies of the United Nations system since the Plan of Action was launched in 1978. Analysis of this stream of legislative mandates suggests that they do not focus on priority objectives to be pursued by the organizations of the system in their support of TCDC/ECDC in general and the Plan of Action in particular. The lack of a progressively articulated order of priorities in the numerous intergovernmental directives on the subject, and the increasing blurring of the distinction between TCDC and ECDC, which too often results in vague and ineffectual legislative guidance, have definitely not contributed to galvanizing United Nations system organizations in support of the Plan of Action.

64. There is also, throughout the system, an insufficient grasp of the TCDC concept and of what makes it distinct from "traditional" technical co-operation. For many, there is very little or no difference, and the general tendency is to mix the two indiscriminately. Equally little understood is the distinction between, on the one hand, promotional TCDC activities, which aim at strengthening the capacities of developing countries to initiate, organize and manage TCDC projects, and, on the other, operational TCDC activities, which involve the actual sharing and exchange of technical resources and skills between two or more developing countries. Further, "the basic guidelines of TCDC" contained in the UNDP Policies and Procedures Manual properly emphasize the primary role of Governments of

developing countries with respect to TCDC projects, but omit to spell out the supportive catalytic role expected from organizations of the United Nations system in accordance with recommendations of the Plan of Action.

65. Those shortcomings have given rise to different interpretations of TCDC and of the role of organizations of the United Nations system in applying the concept at the field level. As a result, very few organizations have taken steps to meet their TCDC responsibilities as provided in the Plan of Action.

66. A review of the institutional measures taken by the organizations pursuant to pertinent recommendations of the Plan of Action leads to the following conclusion. UNDP has instituted some significant internal adjustments to promote the objectives of the Plan of Action, notwithstanding the reduction of the staffing strength of its Special Unit for TCDC and delays in the development of the Information Referral System. Many of the measures were adopted only very recently, however, following several years of hesitation and few concrete results. With respect to the rest of the United Nations system, only three organizations (FAO, UNIDO and ESCAP) have established full-time TCDC focal points with clear authority to promote greater awareness of the TCDC principle and to ensure that it pervades their substantive programmes.

67. Although the technical co-operation programming exercises of the organizations of the system may be considered ideal vehicles for translating the TCDC principle into operational terms, the report finds that that is hardly the case. TCDC has not yet found full expression in the UNDP programming system at the country, regional, interregional and global levels and is very rarely reflected in the work plans and programme budgets of other organizations. Support for TCDC is expressed in declaratory and vague terms, without corresponding budgetary allocations. Throughout the system, emphasis is placed on promotional TCDC activities, such as workshops, study tours, seminars and inter-country training institutions, closely interwoven with the traditional modality of technical co-operation. As such, operational TCDC activities have so far received only very limited support.

68. A reason frequently advanced by the organizations of the United Nations system to explain their limited TCDC initiatives has to do with the resource constraints experienced by the United Nations development system. The report finds, however, that the organizations have not made genuine efforts either to economize on scarce development resources through the application of demonstrably less costly modalities of technical co-operation, such as TCDC, government execution, increased use of national expertise etc., or to explore and mobilize additional sources for financing TCDC projects as recommended by the Plan of Action.

69. The general conclusion that emerges is that the organizations' support for TCDC is uncertain, uneven and lags far behind what is reported periodically to the governing bodies of the system. TCDC has scarcely begun to be used as a modality for stretching the limited technical co-operation resources of the United Nations development system.

70. In order to overcome the present impasse and give impetus to operational TCDC activities and projects, the report offers several recommendations that may be summarized as follows: (a) the Plan of Action should be considered as a binding legislative framework for TCDC activities; (b) TCDC and ECDC should be addressed separately in resolutions as well as in reporting and accountability requirements; (c) in their support for TCDC, the organizations should be guided by the three

following typical TCDC elements: (i) an agreement, to be reflected in project documents, involving two or more developing country Governments participating in a TCDC activity and highlighting specific TCDC techniques to be employed, (ii) the use of government execution arrangements with the participation of United Nations system organizations limited to the identification of TCDC solutions, bringing parties together and provision of project elements not available under TCDC arrangements, and (iii) provision by the organizations of limited financial support of foreign exchange components such as travel expenses outside the host country and the cost of foreign equipment and supplies; (d) the TCDC focal points of the organizations should be strengthened and given explicit authority to disseminate the TCDC principle throughout the organizations' substantive and operational programmes; (e) the staffing strength of the UNDP Special Unit for TCDC should be upgraded; (f) the country, regional, interregional and global programmes of UNDP should be given an enhanced TCDC orientation; (g) inter-country institutions supported by the organizations should be transformed into effective instruments of TCDC and used increasingly as executing agents of inter-country activities either directly or through sub-contract arrangements with organizations of the United Nations system; and (h) at least 10 per cent of the organizations' technical co-operation resources should be earmarked for TCDC, which should be expressly introduced in medium-term plans and programme budgets as a separate sub-programme of technical co-operation.

71. The report was sent on 12 June 1985 to all participating organizations of JIU for action.

I. Report on the Transport and Communications Decade
in Africa (JIU/REP/85/4)

72. The end of 1983 marked the conclusion of the first phase of the Transport and Communications Decade in Africa (1978-1988). The Decade, for which the lead agency is the Economic Commission for Africa (ECA), is a unique experiment in that it concerns a single region, whereas previous United Nations "years" and "decades" have involved the international community as a whole. In taking the decision to proclaim a decade for a single region, the General Assembly wished to emphasize the gravity of the transport and communications situation in Africa and of the consequent constraints that that situation imposes on the economic and social development of African countries and their regional integration.

73. The Unit considered it important to analyse the Decade's conception and operation. The report attempts to assess as objectively as possible the execution of the first phase of the Decade and the preparations for the second phase in order to examine the effectiveness of the strategy and methods adopted and to draw lessons from it that might be of use to the United Nations system in launching similar operations in the future.

74. Accordingly, the report describes the operation of the Decade and of the machinery set up by ECA, the specialized agencies and African regional organizations concerned and States. The report then examines the results achieved during the first phase both from an overall point of view and in terms of the individual objectives of the Decade, taking into account both the constraints of a financial nature that resulted in a shortfall of resources for transport and communications projects and the organizational and other difficulties that have hampered the execution of the Decade programme (e.g., lack of precision in the

mandate given to ECA, difficulties in obtaining reliable information on the state of financing and execution of the myriad national projects comprising the Decade programme).

75. In the absence of any in-depth evaluation studies on the execution and impact of its constituent projects, any overall assessment of the Decade would be approximate. The Inspector, however, concludes that the implementation of first-phase projects showed that the results achieved fell far short of the hopes raised by the Decade. Obviously, the problems encountered were partly the result of the international economic situation, which made it impossible to mobilize the financial resources anticipated. However, the relative lack of success of the first phase is also due to deficiencies of an organizational nature resulting from lack of experience, particularly as far as the role and dynamism of ECA are concerned. These deficiencies were partly corrected towards the end of the first phase, and the preparation of the second phase programme was undertaken under more favourable circumstances. However, in terms of the internal organization in ECA, serious inadequacies still remain and, above all, the inevitable conclusion from the scant success achieved so far in large-scale regional and sub-regional projects, which are the raison d'être of the Decade, is that the various actors - Governments, organizations of the United Nations system and lenders - have not yet been in a position to put forward the necessary resources for the realization of the ambitious objectives of the Decade.

76. The Inspector feels that an approach different from the one so far adopted could be considered, namely:

(a) To focus the Decade to a greater extent on increasing global awareness of Africa's needs in transport and communications and to seek to define those needs clearly, rather than focusing on the financing of a completely heterogeneous collection of individual projects;

(b) To concentrate the co-ordination role of ECA on the identification and execution of regional and sub-regional projects, to the exclusion of projects which are solely national (regardless of the means of financing).

77. In the recommendations appearing at the end of the report, the Inspector proposes a number of measures directed at reorienting the conception and methodology for the implementation of the Decade programme and at increasing the effectiveness of the activities of the ECA secretariat in the field of transport and communications in the coming years. These recommendations cover such aspects as:

(a) The need to redefine the co-ordination role of the ECA secretariat within the framework of a more clearly defined mandate;

(b) The search for new solutions to the difficulties encountered so far in fund raising and implementing regional and sub-regional projects;

(c) The preparation of a medium- and long-term plan that would clearly define the role of ECA and the activities to be undertaken by the various actors concerned after the end of the Decade;

(d) The advisability of a two-year period of reflection at the end of the Decade during which an in-depth evaluation of the implementation of the Decade and

the medium- and long-term plan mentioned above could be studied by the appropriate intergovernmental bodies, before taking a final decision on the possible launching of a second Decade;

(e) The strengthening of the evaluation capability within the ECA secretariat;

(f) The need for an institutional framework for co-operation in the fields of Transport and Communications between the regional commissions.

78. The report was sent on 4 June 1985 to the Secretary-General of the United Nations and to the executive heads of ICAO, IMO, ITU, UNESCO and UPU for action, and to the other participating organizations of JIU for information.

J. Contribution of the United Nations system to conservation
and management of cultural and natural heritage in Africa
(JIU/REP/85/5)

79. The report is the third in a series devoted to the contribution of the United Nations system to the preservation and management of cultural and natural heritage. That contribution consists of the preparation of programmes at headquarters and in the implementation of projects in the field for raising funds (international campaigns, UNDP funds, voluntary contributions, regular programme and special funds), safeguarding archaeological monuments, building museums, restoring libraries, safeguarding medinas, establishing national archives and national galleries, collecting and developing oral traditions and making them known (literature, songs, dances, folklore), safeguarding, preserving and developing flora and fauna, and conserving natural resources.

80. The areas of intervention by the organizations of the United Nations system are therefore extensive and cover virtually all the sectors of preservation of cultural and natural heritage. What does need to be strengthened and developed, however, is the effort being made to raise additional funds, train more national personnel, provide more equipment, and co-ordinate and harmonize United Nations system activities with those of the non-governmental organizations and the donor countries.

81. The approach adopted by the report relates the programmes and projects implemented in co-operation with organizations of the United Nations system to the economic development policies of recipient countries. It concentrates on the problems faced by the organizations at the field level and endeavours to present recommendations directed towards making their field activities more efficient and more responsive to the needs and priorities of Member States.

82. The report deals with the campaigns launched by UNESCO to safeguard archaeological monuments and sites in Africa, which have constituted some of the most important activities of that organization and have sometimes been among the most successful. Treasures of civilization have been saved for the benefit of all mankind. Nevertheless, it would seem that the activities of the United Nations system in this field could be more effective if greater efforts were made to ensure increased publicity prior to the launching of the campaigns and to ensure a more effective presence in the field.

83. The safeguarding of the inner precincts of ancient cities (medinas) is another major area of co-operation between many African countries and UNESCO. Significant results have been obtained in this field where complex activities have had to be undertaken simultaneously. Co-operation by the United Nations system would be strengthened and would have greater impact if the organizations concerned were to co-operate with the countries involved, not only in securing additional external financing and in finding reliable and substantial sources of self-financing, but also in helping to clarify the legal status of property in the medinas.

84. The report reviews also the contribution of the United Nations system to the conservation and management of natural heritage which, in a broad sense, covers fauna, flora and natural resources. Several organizations of the United Nations system are co-operating in the implementation of major projects in African countries. For instance, the United Nations is helping many countries to draw up master plans for land use and to strengthen national services capable of carrying them out. The report recommends that the organizations of the United Nations system should make available to those African countries, which so desire, the resources and expertise necessary for the implementation of master plans for land use aimed at making the best possible use of land and ensuring its conservation. Programmes to assist African countries in the formulation of national soil policies should be promoted to ensure sound land use and conservation.

85. The report also recommends that the organizations of the United Nations system should give high priority to those projects whose object is the preservation and management of natural and cultural heritage, through the creation of sources of income for their populations, the renovation of dwellings and of administrative or cultural premises, the training of specialists, the creation of employment opportunities, the encouragement of local saving and the strengthening of development activities generally.

86. The report was sent on 1 July 1985 to the Secretary-General of the United Nations and to the executive heads of FAO and UNESCO for action, and to the other participating organizations of JIU for information.

Notes

1/ The reports of previous years were distributed by the Secretary-General as the following documents: A/C.5/1241; A/C.5/1304; A/C.5/1368; A/C.5/1433; A/C.5/1115; A/C.5/1598; A/C.5/1676; A/C.5/31/1; A/C.5/32/6; A/C.5/33/5; A/C.5/34/1; Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 34 (A/35/34); ibid., Thirty-sixth Session, Supplement No. 34 (A/36/34); ibid., Thirty-seventh Session, Supplement No. 34 (A/37/34); ibid., Thirty-eighth Session, Supplement No. 34 (A/38/34); and ibid., Thirty-ninth Session, Supplement No. 34 (A/39/34).

2/ Circulated to the members of the General Assembly under the symbol A/39/483.

3/ Circulated to the members of the General Assembly under the symbol A/39/522 and Corr.1 and Add.1 and 2.

4/ Circulated to the members of the Economic and Social Council under the symbol E/1985/3.

Notes (continued)

5/ Circulated to the members of the General Assembly under the symbol A/40/135.

6/ United Nations, Treaty Series, vol. 189, No. 2545, p. 137.

7/ Ibid., vol. 606, No. 8791, p. 267.

8/ Circulated to the members of the General Assembly under the symbol A/39/646.

9/ Official Records of the Economic and Social Council, 1981, Supplement No. 4 (E/1981/24), annex II.

10/ United Nations, Treaty Series, vol. 520, No. 7517, p. 204.

11/ United Nations publication, Sales No. E.77.XI.3, p. 13.

12/ United Nations publication, Sales No. E.78.XI.3, p. 7.

13/ Circulated under the symbol A/40/295-E/1985/72.

14/ Circulated to the members of the General Assembly under the symbol A/40/410.

15/ Report of the United Nations Conference on Technical Co-operation among Developing Countries (United Nations publication, Sales No. E.78.II.A.11 and corrigendum), part one, chap. I.