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REPORT ON ACTIVITIES AND PROGRAMME OF WORK OF UNIDO

(d) DEVELOPMENT OF EXPORT-ORIENTED INDUSTRIES

The Executive Director transmits to the members of the Board the attached text of the report of the Group of Experts on United Nations Technical Assistance relating to Exports of Manufactures and Semi-manufactures from Developing Countries, which met in Geneva from 24 to 28 October 1966 under the joint auspices of UNCTAD and the CID (UNIDO).

We regret that some of the pages in the microfiche copy of this report may not be up to the proper legibility standards, even though the best possible copy was used for preparing the master fiche.

REPORT ON THE MEETING OF EXPERTS ON UNITED NATIONS TECHNICAL ASSISTANCE RELATING TO EXPORTS OF MANUFACTURES AND SEMI-MANUFACTURES FROM DEVELOPING COUNTRIES

(Geneva, 24-28 October 1966)

- 1. Taking into account the need for increased activities in the field of development and promotion of exports of manufactures and semi-manufactures which has been conveyed by Governments of developing countries to the United Nations Conference on Trade and Development and to the Centre for Industrial Development, the Secretary-General of UNCTAD and the Commissioner for Industrial Development invited a group of ten experts, in their personal capacity, to advise on the areas in which the United Nations should render technical assistance to the developing countries in this field.
- 2. The purpose of the meeting was, more specifically:
- (a) to identify areas and approaches to field work in expanding exports of manufactures and semi-manufactures from the developing countries;
- (b) to outline a set of proposals for action by the Centre for Industrial Development and its successor body, the United Nations Industrial Development Organization, and UNCTAD, in co-operation with the United Nations Development Programme, which could be brought to the attention of Governments and might assist them in the formulation of requests for technical assistance;
- (c) to suggest what information, studies and documentation are to be developed by UNCTAD and CID (UNIDO) to support their operational activities.
- 5. The group of experts was selected so as to reflect, within the limits set by the size of the group, the widest possible range of experience in the various fields of activity involved in the expansion of exports, and from the point of view of the requirements of different parts of the world. A representative of the United Nations Development Programme was also invited to participate in the meeting in order to bring the practical experience of the United Nations to bear on the consultations of the group.
- 4. The meeting took place in the Palais des Nations, Geneva, in eleven sessions, from 24 to 28 October 1966. The list of participants and the agerda of the meeting are reproduced as annexes I and II respectively. Mr. S. Vohra, Director, Manufactures Division of UNCTAD, and Mr. S. Lurié, Inter-Regional Economic Adviser of CID, made opening statements on behalf of the Secretary-General of UNCTAD and

the Commissioner for Industrial Development, respectively. Messrs. Vohra and Lurié chaired the meeting alternately.

- 5. The members of the group had before them an aide-mémoire prepared by UNCTAD and CID in which an outline was given of the main areas in which the United Nations could render technical assistance to the developing countries in the expansion of their exports of manufactures. This outline was submitted to the group for consideration and elaboration, so as to translate it into recommendations and proposals for technical assistance. A sum ary description of United Nations technical assistance programmes, their scope and mode of action was also submitted. Some of the participants also submitted introductory notes, statements and proposals on various of the subjects discussed later.
- 6. The meeting adopted the agenda proposed by the Secretariat as a general framework. In the course of the initial discussion of the major topics to which the meeting addressed itself one of the participants suggested a more elaborate specification of the various areas of possible technical assistance, grouped by main topics as follows:
 - Production
 - Quality control
 - Packaging
 - Export institutions
 - Export credit and insurance
 - Export information
 - Export assistance and government policies .
 - Marketing effort and prices
 - Transport and shipping.

This was adopted by the meeting as a useful guideline for the detailed discussions which followed.

I

7. The Committee considered that promotion of exports of manufactures and semimanufactures (to which increasing attention is being given by Governments of developing countries within their programmes of industrial development) is a relatively new area as regards the United Nations activities in the field of technical assistance. It felt that a greatly increased and adequate flow of technical assistance resources should be devoted to this area under the United Nations Development Programme to enable Governments to cope effectively with the needs.

- 8. In the ensuing general discussion of the problems to which it would be necessary and desirable to apply the resources of United Nations technical assistance, the participants emphasized the importance of identifying the most urgent areas in which action should be taken, at the national as well as the regional or even broader level, to expand and diversify the exports of the developing countries. Since such action would gain greatly in effectiveness by being of a continuous nature, particular emphasis was placed on the need to provide appropriate institutional facilities.
- 9. The group stressed the importance, in all areas, of the developing countries' own efforts. Cutside assistance, such as that provided by the United Nations, could be no substitute for these efforts, and could only supplement them. Indeed, it was held that United Nations assistance should aim at encouraging and stimulating such national initiative. Since, ultimately, it would be up to each country itself to assess its own needs, the emphasis of United Nations assistance should always be placed on the training of national personnel, although scope would exist at the same time for assistance from foreign experts.
- 10. There was consensus in the group that in the field of export development and promotion, priority should be given to the dispatch of study missions which would consult with Governments and other institutions in the developing countries as to their requirements, and advise the requesting countries on the types of technical assistance they can obtain from the United Nations. The aim of such missions should be to assist countries in the development of integrated programmes of action.

 11. The group emphasized the need for a departure from traditional approaches so that efforts could be more closely directed to the changing requirements of industrial development in general. In the years to come, these changes will affect the relationships between the developing and the developed countries, and particularly expansion of exports from the former, within a wider pattern of international trade. In this context it was agreed that there was a need for considerably more direct United Nations initiative since the generation and

dissemination of the more general type of information and research required for this purpose could not be expected to result from action undertaken only in response to individual government requests.

12. The view was also expressed that the approach to problems of international trade in general, and in particular to those of exports from the developing countries, did not always reflect the needs and changes in present-day realities. It was necessary to put aside existing preconceptions with regard to the type of products in which the developing countries are commonly held to have comparative advantage or disadvantages. Closer examination often shows a picture very different from the conventional views. This becomes particularly apparent in a dynamic context when account is taken of the changing trends and technological advances both in the developed and the developing countries, and the structural changes that can consequently be expected.

II

- Nations should be active in rendering technical assistance, it was indicated that the developing countries were faced with a serious inadequacy of information on up-to-date methods in a wide range of fields, from technical know-how to marketing methods and managerial skills. The participants considered that the United Nations could perform an important role in filling such a gap since the information required was often not available in sufficient measure from private sources, or if available, at an extremely high cost.
- Was the identification of potential comparative advantages which are not immediately obvious. Studies should be made of these structural changes and of the modifications in production processes so as to facilitate their full utilization. Such studies, it was held, would help to reduce resistance to deviations from the traditional pattern of the international division of labour, even if in the last resort, other means would have to be found to overcome resistance due to conflicts of interest.
- 15. It was agreed by the group that in the provision of technical assistance great importance should be attached to procedures and techniques for selecting

industries producing manufactures and semi-manufactures with an export potential in order to provide Governments of developing countries with appropriate criteria for decision-making. It was held that developing countries would require United Nations assistance in the initial identification, selection and planning of the appropriate export industries and in advice on the formulation of over-all policies of export promotion. Together with this need, it was also urgently necessary to provide more information in a wide range of areas as an indispensable tool of development programming, policy formulation and decision-making, and as a support for more specific types of technical assistance.

- 16. In the light of the above, the group expressed the opinion that while the areas and forms in which technical assistance might usefully be rendered depended upon the specific circumstances and requirements of the various countries, the United Nations should act in an advisory capacity to assist Governments to formulate requests for technical assistance.
- 17. It was considered that special attention ought to be given to the possibilities of establishing complementary industries in the developing and developed countries and also in different developing countries. The participants held that United Nations assistance could be particularly useful in this field, and that studies should be undertaken to indicate the areas in which such opportunities for international co-operation might exist. Such research information should be made generally available and the United Nations should undertake such work on its own initiative.
- 18. With regard to joint ventures, it was pointed out that developing countries are, in practice, often faced with the necessity of entering into partnerships on highly unequal terms, partly as a result of inadequate information and partly as the consequence of the unequal economic strength of the partners. The United Nations should assist the developing countries by providing more information and advice on the formation and operation of such partnerships.
- 19. It was further pointed out that potential exporters in the developing countries are generally subject to a variety of structural disabilities, which prevent them from entering foreign markets, even where external obstacles to trade are not important. These weaknesses are largely a result of their inexperience, their small operational size, and their predominantly domestic-oriented approach. The United Nations could provide important assistance to overcome many of these difficulties. Among the different areas suggested, mention was made of training

domestic personnel in the necessary techniques, provision of experts for the solution of specific problems, help in the establishment of export companies specializing in particular areas and products. Discussion centred on the advantages of producers organizing themselves together for export through such institutions and arrangements as exporters' associations, chambers of commerce, producers' agreements for pooling production facilities to accommodate large export orders, co-ordination of marketing efforts, the umpiring of quality control, etc., and in so doing to achieve collectively what is not possible individually. Technical assistance to form such institutions or arrangements on a national or regional basis should be provided upon request.

- 20. Specific technical know-how is sometimes obtainable in conjunction with the purchase of the equipment. Often, the considerable expense of technical services is, however, included in the purchase price of the equipment, and therefore their actual cost cannot easily be determined. It was considered that the United Nations should carry out research on the real cost of such services, as well as on the similar problem of the real cost of tied loans, and should also explore the possibilities of reducing the cost of such services and provide advice in this area possibly in collaboration with financial institutions engaged in investment in developing countries.
- 21. The need was stressed for the more effective dissemination of information on facilities available for training in all fields. It was recommended that these facilities should be augmented through the creation of new training programmes and through enlisting more fully the co-operation of public institutions and industries in the advanced countries providing fellowships and, in particular, opportunities for on-the-job training.
- 22. The group discussed the problems of quality control and packaging, and emphasized the need for action both at the governmental and at the industry level. United Nations assistance should be applied at both levels for the purpose of establishing proper and viable procedures of pre-shipment inspection and control, and for the purpose of establishing methods of in-plant quality control. It was generally agreed that the shortcomings in respect of quality were such as to call for great effort and assistance to attain the highest level of quality demanded in international trade, even allowing for the acceptability of somewhat less than best

standards in certain markets. Some participants emphasized the importance of action and technical assistance in this area since in practice, while successful exportation required a high degree of concentration in distribution, this was not necessarily true of production. In many cases, it was held that the establishment of export companies, which would place orders with producers according to their own specifications, could be an effective means to ensure the fulfilment of the requirements of the export market. In this area there was therefore a wide field for United Nations technical assistance, both with respect to the organization of such export companies, and with respect to the training of national personnel required for them.

- There was an urgent need for the training of professional export managers, particularly since the small scale and the almost exclusively domestic orientation of existing producers prevents them from establishing their own export departments which would provide personnel sufficiently versed in foreign trade transactions. It would therefore be necessary to train a cadre of such export managers whose services would be made available to individual producers on a hirable basis. 24. With regard to export promotion measures and procedures, the group agreed that United Nations technical assistance could do much to bring about a simplification of existing procedures in a variety of fields, by making available knowledge about the methods adopted and found efficacious, not only by developed countries but also by the more advanced among the developing countries, and through the provision of experts and the arrangement of seminars in particular fields. 25. One of the ways in which the United Nations could render valuable assistance to the developing countries might be through the arrangement of meetings between the developing and the developed countries in order to discuss problems of fiscal policies in the field of direct and indirect taxation, with a view to aiding the export industries of the developing countries. The developing countries could further be aided substantially through the provision of information in the field of fiscal policies and usages, and in their revision. The forms in which technical assistance could be applied to this area range from research and seminars to the convening of such meetings.
- 26. With regard to the forms in which the United Nations technical assistance should be rendered, the group expressed the view that, while the adherence to well-

defined procedures was understandable and indispensable, the United Nations should endeavour to adopt the greatest permissible degree of flexibility in this new area. In this connexion great emphasis was placed upon the need for adequate institutional arrangements, including co-operation with trade and industrial organizations, where appropriate. The United Nations, and the Governments concerned, should enlist the co-operation and participation of appropriate non-governmental institutions, such as chambers of commerce and industry and development banks. The group expressed the opinion that, in addition to training of government officials in this field, attention should be paid to the training of persons and to giving assistance to organizations actually engaged in export activities. 28. It was pointed out that in the recruitment of experts it was similarly necessary to turn in large measure to personnel employed in industry and commerce. This could result in higher than usual costs of such expert services. Also, the release of personnel for service as international experts was often meeting with difficulties, since there were inadequate institutional arrangements for their release in most countries. This was particularly important in the case of the experts from the more advanced among the developing countries, which suffered, on the one hand, from shortages of skilled personnel and were thus reluctant to release them for service abroad. Their assistance was, on the other hand, especially valuable for other developing countries because of the similarity of problems and the experience gained in tackling such problems. The group suggested that the United Nations might strengthen the institutional arrangements for the flow of such services.

- 29. A further area in which there was a serious gap in the available information related to trade agreements and other forms of co-operation in industry and trade among developing countries themselves, and particularly in relations with more developed countries. The United Nations should therefore collect, analyse and disseminate information of this kind and should furthermore provide training facilities for senior personnel engaged in these fields.
- 30. Turning to a discussion of the problem of market information, which the developing countries greatly need, and in which they have a limited ability to develop adequate information channels of their own, the group was of the view that the United Nations should make a major effort to assist the developing countries to establish such facilities at the national level, and should itself also provide general information services.

- The group felt that in relation to the export effort of the developing countries, it was of major importance that basic information should be available on the various matters which are relevant to exports of manufactures and semimanufactures. It was recognized that in these fields the effort has primarily to be generated and strengthened at the national level, and to this effect there is need to provide technical assistance from the United Nations. It was felt that there was need for supplementing the national effort in this field, and that UNCTAD and CID could usefully establish a central training, consultancy, and information service for exports, which could be supplanted by the establishment of regional and sub-regional centres where necessary. There was general agreement that such a service was indeed a major need and it was considered that a proposal embodying these objectives should be worked out as a matter of urgency. A start could be made by setting up a consultancy and training service for developing the personnel and to help businessmen in developing countries to build up their export marketing organizations, and to assist Governments and trade associations in their export promotion activities.
- 32. In concluding its detailed discussion of the various areas to which technical assistance should be applied in order to help in the promotion of exports and the development of new export industries, the group adopted the following list enumerating necessary areas of action as suggested by one of the participants and further elaborated in the discussion. The various forms of assistance relating to those areas are indicated in the table reproduced as annex III.

Specific areas for possible United Nations technical assistance

I. PRODUCTION:

Identification of products
Machinery and equipment
Design of products
Raw materials - indigenous and imported
Technical know-how - joint collaborations
Managerial know-how - productivity, joint collaborations
Manufacture of components and parts on sub-contracts
Processing of primary commodities
Investment programmes for development of export industries
Fuller utilization of existing capacity
Surpluses for export

II. EXPORT CREDIT AND INSURANCE:

Pre-shipment and post-shipment credit Availability of cheap credit Credit facilities for exports

III. QUALITY:

In-plant quality control
Pre-shipment quality inspection

IV. PACKAGING:

Packaging for consumer appeal Packaging for safe transit

V. EXPORT ASSISTANCE:

Incentives - fiscal and non-fiscal
Income tax relief
Drawbacks
Import entitlements
Transport assistance
Other facilities and assistance for sending trade delegations, study teams, inviting importers, participation in trade fairs and exhibitions, etc.

VI. PRICES:

Cost reduction programmes and productivity Incentives - subsidies Pricing policies

VII. EXPORT INFORMATION:

Information on market opportunities
Export specifications (designs, packaging, etc.)
Tariffs
Freights
Shipping services
Tenders issued by governments
Publications - commercial publicity
Information on technical know-how
Bonded production

VIII. MARKETING EFFORT:

Development of export management personnel and commercial representatives Training and commercial education within the country and training abroad Training in foreign languages Overseas market surveys Utilization of market surveys of other countries
Export publicity
Exhibitions, trade fairs and special weeks
Appointment of agents
After-sale service
Warehousing services
Export marketing groups
Settlement of disputes

IX. TRANSPORT AND SHIPPING:

Deficiencies in shipping Problems of freights Problems of ports

X. GOVERNMENT POLICIES:

Industrial development policies
General export promotion
Import substitution policies
Import and export control policies
Consciousness of exports
Development of institutions
Trade agreements
Simplification of documents

- 33. The group was of the opinion that all forms of technical assistance would have to be applied and used, and would have to be adapted to the specific problems calling for solution. There were, however, two forms of assistance which should be given special attention and emphasis. The first of these was an increased use of exploratory missions or study groups, the purpose of which would be to advise the Governments in the initial formulation of their export development programmes, and which would prepare the ground for the dispatch of teams of specialized experts or for the provision of other types of specific assistance.
- The second form of assistance which, in the opinion of the group, would have to be given greater emphasis, was in the establishment of institutional facilities as a functional or geographical basis. These were the instruments through which continuity of action in many fields would be ensured. Such institutions might be established on a national, regional and sub-regional basis, according to need, and they should be designed to fulfil well-defined functions, and answer concrete needs. In this effort, use should be made of the services, experience and co-operation of the regional economic commissions.

- 35. The emphasis given by the group to these two forms of technical assistance reflected the need for a proper initial definition of the particular problems in this new field, and for providing instruments through which continuity of effort could be ensured, together with the stimulation of individual initiative and co-operation. The problem of exports required action at the level of the individual firms, the industry as a whole, as well as at the level of Government, and this need, as well as the needs for training and information discussed earlier, all pointed to a much greater emphasis on institution-building than before.
- 36. In addition to the direct technical assistance, the group strongly urged that the UNCTAD and CID should increase their general supporting activities, for which a number of specific suggestions had already been made during the general discussion. Activities of this kind, such as general surveys and analyses of trade and industry, study missions, and expert groups, could usefully supplement requests for direct assistance from Governments and should be undertaken on the initiative of the two organizations. The group pointed out that while with respect to the more traditional economic problems technical assistance had been able to base itself upon a considerable body of knowledge accumulated over time through research and experience, this was not the case in the field of development and promotion of exports of manufactures and semi-manufactures. The two organizations should be able to provide the needed analyses and empirical information. 37. Farticular attention should be given in programmes of technical assistance to the special needs of those developing countries which depend on the further processing of their primary commodities for the diversification of their economic structure and their foreign trade. Such countries often meet with special difficulties in their industrialization efforts, both from the point of view of accessibility of the requisite technical and commercial know-how and from the point of view of their ability to enter into new markets. In view of the dependence of much of their industrialization efforts on their success in exports, the group was of the view that technical assistance should deal with this problem in an integrated manner, taking into account the various interrelated aspects of this problem.

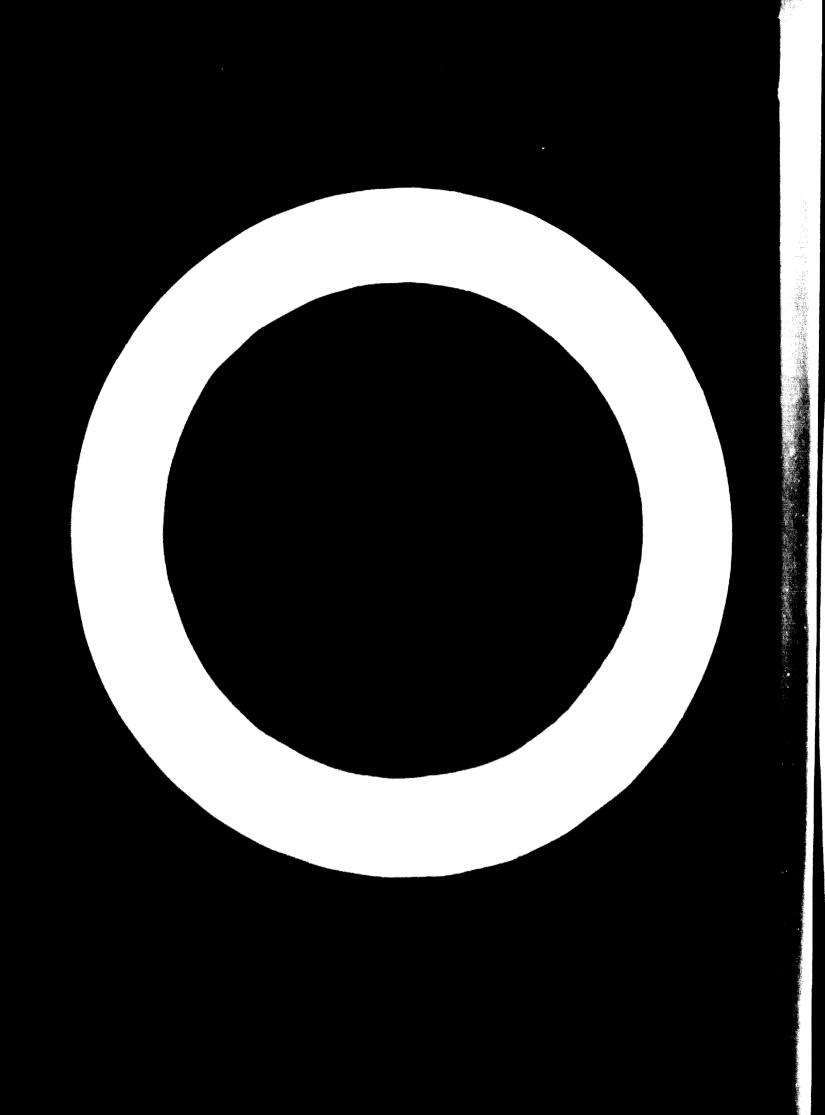
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38. In concluding its deliberations, the group pointed out that, although it had addressed itself only to the question of exports of manufactures and semimanufactures, there was a number of countries for which expansion of exports of primary commodities was of great importance as the means of improving their balance of payments and for their development efforts. The group considered that there was in reality no clear distinction between the problems of exports of primary commodities and of manufactures, and that many of the questions discussed in the meeting were common to both. The group also pointed out that those countries which were primarily dependent upon exports of primary products represented a special problem and would have to be given technical assistance along similar lines.

ANNEX I

List of Participants

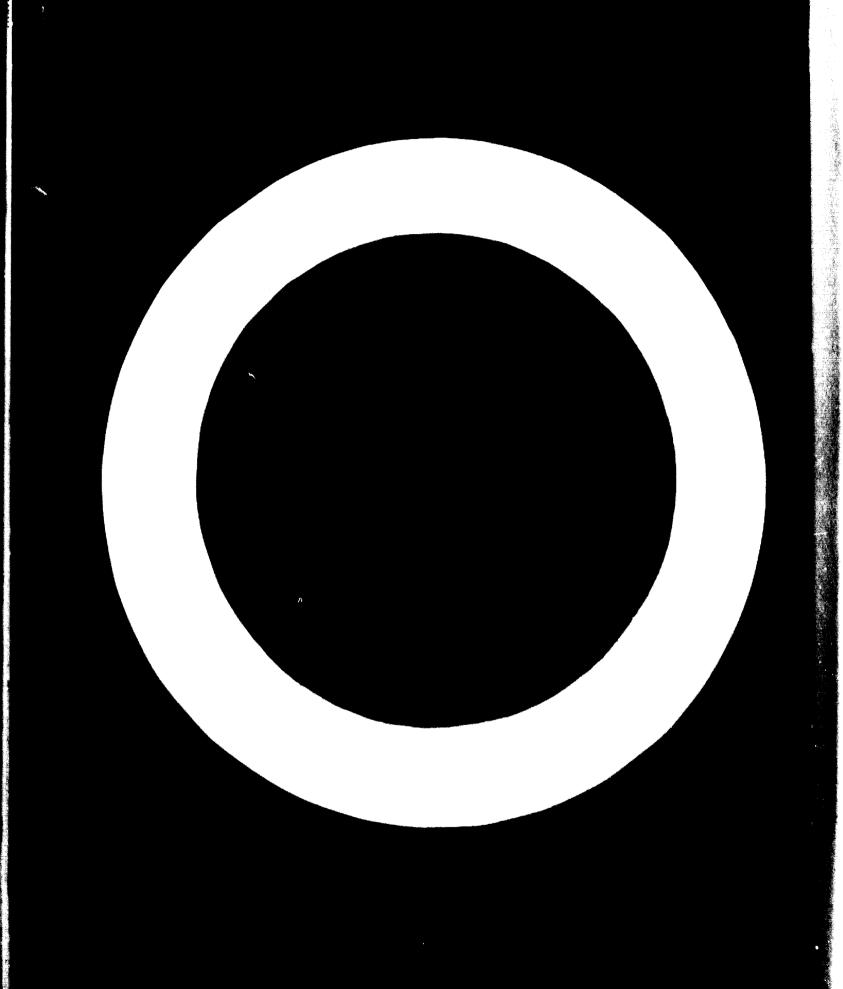
- Mr. N.A. CX-GECRGE, Head, Trade, Fiscal and Monetary Division, U.N. Economic Commission for Africa
- Mr. Israel GAL-ETE, Lirector-General, Ministry of Levelopment of Israel
- Mr. Heinrich C. HILBERT, Head of the Foreign Trade Branch of the Senator of Economics and Foreign Trade, Breman, U.N. Technical Assistance Adviser to the Government of the Philippines
- Mr. Charles F. KNCX (Jr.), U.S. Consultant in Trade Development
- Mr. J.H. MENSAH, Head, Division of Economic Co-operation, U.N. Economic Commission for Africa
- Mr. Carlos QUINTANA, Manager, Industrial Programming Division, Nacional Financiera, Mexico
- Mr. Mohamed Ali RIFAAT, Member of the Board of the Federation of Egyptian Industries
- Mr. Leon RIF, State Councillor, Federal Executive Council of Yugoslavia, Adviser to the Ethiopian Government on Planning Problems
- Mr. H.D. SHCURIE, Director-General of the Indian Institute of Foreign Trade
- Mr. Lauge STETTING, Professor, Copenhagen School of Economics and Business Administration, Director of the UN Group Training Programme in Trade Promotion to be held in Demmark in 1967
- Representative of the Secretary-General of UNCTAD: Mr. S. VOHRA, Pirector, Manufactures Division
- Representative of the Commissioner for Industrial Development: Mr. Samuel LURIE, Inter-Regional Economic Adviser
- Representative of the United Nations Development Programme: Mr. R. COOMA-RASWAMY, Assistant Administrator of the UNEP and Director of the Eureeu of Evaluation and Reports
- Secretary: Mr. Robert MULLER, Special Adviser on Technical Assistance Co-ordination, Office of the Secretary-General of UNCTAD
- Repporteur: Mr. M. MERHAV, Chief, Export Industries Section, Centre for Industrial Development
- Mr. H. CORNIL, Development of Trade Division, Economic Commission for Europe



ANNEX II

AGENDA

- What are the most important and most urgent needs and problems of the developing countries as regards exports of manufactures and semi-manufactures?
- 2. How can these needs be met?
- 3. What would be the best ways of using United Nations technical assistance?
- 4. What other action could be taken by the Secretariat (information, studies, expert meetings, etc.) to support the technical assistance efforts?

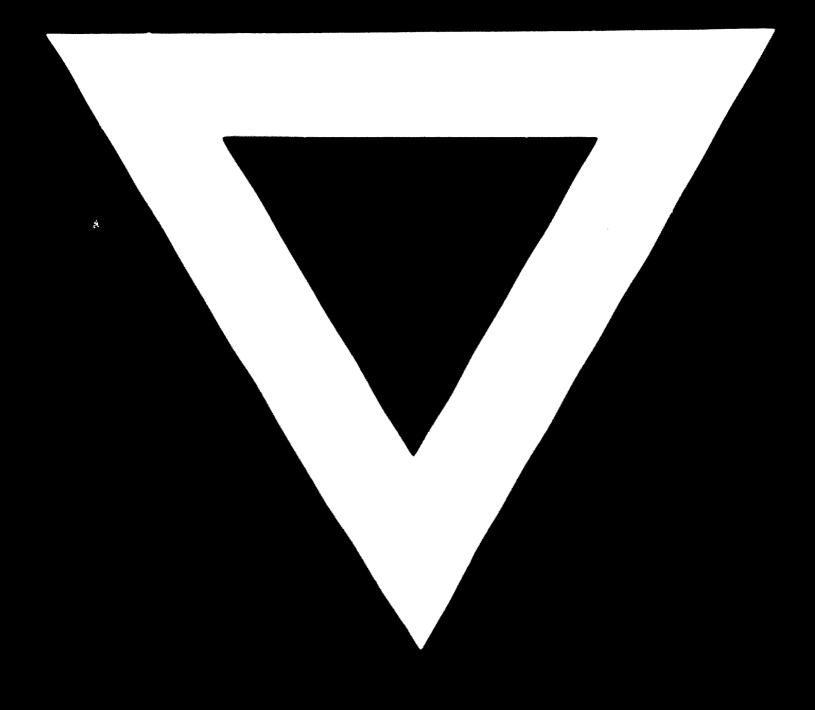


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