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UNIDO SYSTEM OF CONSULTATIONS AS AN INSTRUMENT  
FOR INDUSTRIAL RESTRUCTURING AND DEVELOPMENT \*/

Note by the UNIDO Secretariat prepared  
for regional meetings of Ministers of Industry  
in preparation for UNIDO III

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INDUSTRIAL DEVELOPMENT CENTRE FOR THE ARAB STATES

Fifth Industrial Development Conference of Arab States  
Algiers 18-25 November 1979

UNIDO SYSTEM OF CONSULTATIONS AS AN INSTRUMENT  
FOR INDUSTRIAL RESTRUCTURING AND DEVELOPMENT

Corrigendum

Paragraph 2, first sentence

Substitute

The Lima target of 25 per cent in terms of a trade target accepted by the Third World in the Arusha Declaration, February 1979 (Item 9, 2A(D)) corresponds to a 30 per cent share of world trade in manufactures and semi-manufactures by the year 2000.<sup>1/</sup>

Paragraph 15, sub-item (b)

Substitute

Global consultation on training of industrial manpower in 1981 and continued preparations for the first consultation on industrial financing to be held during the biennium 1982-1983.

Paragraph 17, last five lines on page 6

Substitute

activities on a long-term perspective and within a more comprehensive and inter-related framework could be planned. Secondly, the Secretariat could use the approved resources to respond to sudden changes or important developments in the world economy thus making the system more effective in the realization of its objectives. Thirdly, placing the System on a permanent basis would be a definite recognition that UNIDO

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<sup>1/</sup>Note however the Secretariat's proposal to UNIDO III that a trade target for the year 2000 be accepted by the international community. Such a manufacturing trade target would postulate that the value of manufactured imports made by the South from the industrialized countries should be covered to the extent of 50% by 1990 and 100% by the year 2000 by the value of exports of manufactures from the South to the industrialized countries. See proposal No. 8 Manufacturing Trade Target, pp. 43-45, Industry 2000 - New Perspectives, ID/CONF.4/3.

## THE UNIDO SYSTEM OF CONSULTATIONS

### The Mandate

The Second General Conference of UNIDO held in Lima (March 1975) adopted a Declaration and Plan of Action encompassing all the inter-related issues of industrialization and appropriate measures to be adopted. It recognized the role of industry as a dynamic instrument of growth essential to the rapid social and economic development of developing countries. Recognizing that at that time, the developing countries share of total world industrial production was only 7%, the Conference declared that "this share should be increased to the maximum possible extent and as far as possible to at least 25% of total world industrial production by the year 2000".

2. The Lima target of 25 per cent, in terms of an analysis made by UNCTAD corresponds to a 30 per cent share of world trade in manufactures and semi-manufactures by the year 2000. The present share of the developing countries in these two areas is about 8-9 per cent of industrial production and 11-12 per cent in industrial trade. A recent analysis on employment projections carried out by ILO mentioned that the workforce in the developing countries will have doubled by the year 2000 and that to achieve full employment no less than 1,000 million jobs will need to be created within the next two decades to add to the existing 400 million jobs.
3. It is self-evident that to endeavour to achieve these goals, international co-operation on an unprecedented scale is essential. Strategies and policies adopted would cover the entire spectrum of industrial and commercial activities aimed at increased industrial production and expansion of trade. This in turn implies concerted measures at international level and a continuous process of restructuring the present international economic relations which cannot be left entirely to the play of market forces.
4. In order to attain the new distribution of industrial activities envisaged in the target of 25 per cent and to ensure that industrialisation is pursued in such a way as to promote the global harmonious development of the countries of the international community,

the Lima Conference recommended that UNIDO should include among its activities a System of continuing Consultations at the global, regional and sectoral levels. This mechanism was designed to allow all parties concerned to discuss and agree to facilitate the redeployment of certain productive capacities existing in developed countries and to create new industrial facilities in developing countries. UNIDO should also serve as a forum for negotiation of agreements in the field of industry between developed and developing countries and among developing countries themselves at the request of the countries concerned. These recommendations were subsequently endorsed by the General Assembly at its seventh special session. (Please see annex 1).

The characteristics of the System of Consultations

5. Under the guidance of the Industrial Development Board the UNIDO Secretariat has organized several consultation meetings since 1976. As of August 1979, consultations have already been convened at the sectoral level covering the iron and steel, fertilizer, petrochemical, leather and leather products, vegetable oil and fats and agricultural machinery industries. On an average, 50-60 developed and developing countries attend each Consultation Meeting at which participants number about 200 to 250 persons.

In 1980 and 1981, further consultation meetings will be convened on most of these sectors and on three additional sectors: the agro-based, capital goods and pharmaceutical industries; in addition, consultation meetings will be convened on training of industrial manpower and industrial financing, topics which have proved to be important in all sectors of industry and require a global discussion. (Please see annex 2).

6. In undertaking these activities UNIDO will, as in the past, continue to work closely with other UN agencies, in their areas of competence, which have a relevance to the System of Consultations e.g. with ILO and UNESCO in the area of training manpower, with FAO on fertilizers and agro-based industries, with UNCTAD on trade and trade related aspects of industrial collaboration and with inter-

governmental agencies such as the World Bank on industrial financing. Thus, it endeavours to utilize the accumulated knowledge and experience, within and outside the UN system, in its efforts to promote industrial collaboration on an international scale.

7. The System of Consultations provides for consultations among member countries and the participation of each member country may include officials of Governments as well as representatives of industry, labour, consumer groups, etc., as deemed appropriate by each Government. As it now operates, the System ensures a continuous dialogue between developed and developing countries on a given industrial sector or given topic.

8. The preparations for consultation meetings consist of a number of elements. Worldwide studies prepared by the UNIDO Secretariat giving a comprehensive picture of a particular industrial sector or common topic provide the basis for discussion with interested parties in order to identify the main problem areas and issues for discussion and to elaborate possible solutions for consideration and recommendation. Since the problems are identified by all parties concerned and the solutions to these problems are tested through expert group meetings involving wide geographical distribution and regional preparatory meetings, the measures designed to improve international economic co-operation have a better chance of being accepted and implemented. Preparations at the regional level help to involve developing countries more actively in the consultation process from the initial steps through the decision-making process and finally in the implementation stages.

9. It must be mentioned at this point that the consultation meetings are conducted in an atmosphere of frankness where concerns are expressed and also in an atmosphere of co-operation where mutually acceptable solutions are worked out to the problems encountered. It has to be noted also that understandings and agreements are by definition difficult to be obtained quickly in a first round of discussions and consultations because they are focussed on redeployment opportunities from developed to developing countries and on the creation of new industrial capacities in developing countries. Hence there are different viewpoints and interests to be accommodated which necessarily means a continuous process

of discussions, consultation and negotiation in order to arrive at the understanding of problems and of their solutions.

#### Results of the System

10. The Consultation Meeting on a particular industrial sector yields several results. Firstly, there is an assessment of the over-all context of a particular sector and the emerging trends in regard to demand, supply, prices, technology, etc. Secondly, indicative figures are worked out in relation to the increased share of developing countries in world production. Thirdly, consensus decisions are taken on the measures of international co-operation essential for the achievement of this target. Fourthly, measures promoting economic co-operation among developing countries are identified for implementation (please see Annex 5).

11. In the short term, the interests of the different participants are balanced and protected through agreements to pursue jointly possible solutions to specific problems that have arisen; for example, in the case of the fertilizer industry, petrochemical industry and pharmaceutical industry, the preparation of various types of model contracts is meant to balance better the different interests involved.

12. These are some of the practical results that the System has yielded in the four years of its operation. Apart from these specific results, the System has also made a significant contribution to creating a climate of confidence by involving all parties concerned thereby promoting more balanced and equitable international economic relations. Moreover, the fact that the System is providing for continuing consultation allows each member country to bring up at any time any problem of specific concern to it for discussion and possible solution (please see Annex 3).

#### Evaluation of the System

13. Thus, the System has already come to be regarded as a very useful forum and several developed and developing countries have contributed funds to host some of these consultation meetings whilst others have expressed a willingness to contribute funds in the future.<sup>1/</sup> This

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<sup>1/</sup> The following countries have given or promised assistance: Austria, Belgium, India, Italy, Mexico, Netherlands, Spain, Turkey, and the United Kingdom of Great Britain and Northern Ireland.

indicates that the System has in fact established itself as a forum where new initiatives are taken to promote new forms of industrial co-operation with a view to the redeployment of industry which had hitherto been left almost entirely to the operation of market forces. In this context the Board's decision that draft rules of procedure should be presented to it for consideration in November 1979 is a further element in strengthening the System with a view to establishing it on a permanent basis.

14. As a recognition of all this, participating Governments at the thirteenth session of the Industrial Development Board in May 1979 voiced general support for the System of Consultations and adopted the following conclusions:

"The System of Consultations offered member countries a valuable and unique framework for identifying problems associated with the industrialization of the developing countries, for considering ways and means to accelerate their industrialization, and for contributing to closer industrial co-operation among member countries, in accordance with the Lima Declaration and Plan of Action"

and

"The System of Consultations had become an important and established activity of UNIDO: it should be continued as an on-going activity of the Organization and strengthened so as to provide the greatest possible benefit to the developing countries". <sup>1/</sup>

15. In summary, the Industrial Development Board has authorized the following:

- (a) Sectoral consultations on nine industrial sectors, namely agricultural machinery, agro-based industries, capital goods, fertilizer, iron and steel, leather and leather products, petrochemical, pharmaceutical and vegetable oils and fats;
- (b) Global consultations on two common topics: industrial financing and training of industrial manpower;
- (c) Preparatory meetings and follow-up activities at the regional level on sectoral consultations;

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<sup>1/</sup> Report of the Industrial Development Board on the work of its thirteenth session (24 April to 4 May 1979), ID/B/232, paras 81-82.



(d) Consultation meetings at the regional and interregional level, subject to consideration by the Board.<sup>1/</sup>

16. At its thirteenth session, the Industrial Development Board also adopted the following conclusion:

"In order to ensure a larger participation of least developed countries in future consultation meetings, the participation of 50 representatives from least developed countries in the consultations to be held in 1980-1981 should be financed from sources to be determined by the General Assembly".<sup>2/</sup>

(Please see Annex 4 for scale of attendance of developing countries at consultation meetings.)

Issue for consideration by the Ministers

17. The preceding paragraphs which contain a brief analytical description of the System, its assessment by the Board and the programme of work for the period 1980-1983, provide the basis on which the Regional Meetings of Ministers of Industry are invited to consider and decide on the role that the System of Consultations is to play during the 1980s as a dynamic instrument for promoting industrial collaboration by establishing the System of Consultations on a permanent basis.

Since 1976, the System of Consultations has been functioning on an experimental basis in terms of the work programme approved by the Industrial Development Board at its annual meeting. It is felt that the experimental phase has to be terminated and that the System should be put on a permanent basis for the following reasons. Firstly, resources could be better managed so that the System could respond to developments and changing circumstances and function more efficiently. Secondly, activities on a long-term basis could be planned as consultations would take place on a continuing and permanent basis. Thirdly placing the System on a permanent basis would be a definite recognition that UNIDO

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<sup>1/</sup> Report of the Industrial Development Board on the work of its thirteenth session (24 April to 4 May 1979), ID/B/232, para. 84.

<sup>2/</sup> Report of the Industrial Development Board on the work of its thirteenth session (24 April to 4 May 1979), ID/B/232, para. 84.

is the forum for consultation and negotiation on industrial co-operation, redeployment opportunities and over-all industrial adjustment policies as envisaged at Lima. Fourthly, Governments of member countries would be more inclined to take a more active part in the discussions at consultation meetings and in the conclusions arrived at in those meetings. Fifthly, private enterprise participants would be more willing to pay greater attention to adjustment measures, to the definition of which they are contributing, when it is clearly agreed that UNIDO would serve as the only forum for such consultations and negotiations in the same manner as UNCTAD is the forum for negotiations on commodity agreements. Finally, making the System permanent will preserve the present flexibility whilst providing continuity and stability and thus promoting and improving the terms of industrial collaboration arrangements.

Action requested: To this effect, Ministers of Industry are invited to consider the above-mentioned advantages and recommend to the General Conference of UNIDO that the System be established on a permanent basis.

THE SYSTEM OF CONSULTATIONS AS ENVISAGED BY THE SECOND GENERAL CONFERENCE OF UNIDO AND GENERAL ASSEMBLY AND AS IMPLEMENTED BY UNIDO

Recommendation of the Second General Conference of UNIDO, March 1975

The establishment of the system of continuing consultations in the field of industry was recommended by the Second General Conference of UNIDO convened at Lima, Peru, in March 1975, as follows:<sup>1/</sup>

"That in view of the low percentage share of the developing countries in total world industrial production, ... their share should be increased to the maximum possible extent and as far as possible to at least 25 per cent of total world industrial production by the year 2000 ..." (para.28)

"The new distribution of industrial activities envisaged in a New International Economic Order must make it possible for all developing countries to industrialize and to obtain an efficient instrument within the United Nations system to fulfil their aspirations." (para.63)

"Industrialization must be pursued in such a way as to promote the global harmonious development of the countries of the international community." (para.64)

"In order to attain the above objectives, UNIDO should ... include among its activities a system of continuing consultations at global, regional and sectoral levels, for the purposes set forth in paragraph 61(d) above. UNIDO should be prepared to serve as a forum for negotiation of agreements in the field of industry between developed and developing countries and among developing countries themselves at the request of the countries concerned." (para.66)

Co-operation between developing and developed countries should take the following form (among others):

"Urgent consultations, taking into account appropriate information with respect to the development of demand and supply, availability of production factors and their costs, the possibilities and conditions of investment and the availability of appropriate equipment and technologies, with a view to facilitating, within a dynamic context and in accord with authorities available to Governments, the redeployment of certain productive capacities existing in developed countries and the creation of new industrial facilities in developing countries. These consultations should in particular relate to industries processing raw materials exported by developing countries or which consume vast quantities of energy, and should result in concrete proposals for inclusion in the development programmes of participating developing countries;" (para.61(d))

The decision of the General Assembly, September 1975

At its seventh special session, the General Assembly, in its resolution 3362 (E-VII), endorsed the Lima Declaration and Plan of Action, and gave specific instructions to the Executive Director of UNIDO and the Industrial Development Board to establish the system of consultations:

"A system of consultations as provided for by the Lima Plan of Action should be established at the global, regional, interregional and sectoral levels within the United Nations Industrial Development Organization and within other appropriate international bodies, between developed and developing countries and among developing countries themselves, in order to facilitate the achievement of the goals set forth in the field of industrialization, including the redeployment of certain productive capacities existing in developed countries and the creation of new industrial facilities in developing countries. In this context, the United Nations Industrial Development Organization should serve as a forum of negotiation of agreements in the field of industry between developed and developing countries and among developing countries themselves, at the request of the countries concerned.

"The Executive Director of the United Nations Industrial Development Organization should take immediate action to ensure the readiness of that organization to serve as a forum for consultations and negotiation of agreements in the field of industry. In reporting to the next session of the Industrial Development Board on actions taken in this respect, the Executive Director should also include proposals for the establishment of a system of consultations. The Industrial Development Board is invited to draw up, at an early date, the rules of procedure according to which this system would operate."<sup>2/</sup>

<sup>1/</sup>Report of the Second General Conference of the United Nations Industrial Development Organization (A/10112), chap.IV, The Lima Declaration and Plan of Action on Industrial Development and Co-operation.

<sup>2/</sup>Chapter IV para 3 and 4 of General Assembly Resolutions 3362(E-VII).

## PROGRAMME FOR CONSULTATION MEETINGS \*/

Consultation Meetings held 1977-1978 / to be held 1979	Consultation Meetings approved by 13th IDB for 1980-1981 (Tentative dates)	Preparation for Future Consultation Meetings 1982-1983
<p><u>1977</u></p> <p>First C.M. on Fertilizers Vienna, 17-21 January</p> <p>First C.M. on Iron and Steel Vienna, 7-11 February</p> <p>First C.M. on Leather/Leather Prod. Innsbruck, 7-11 November</p> <p>First C.M. on Vegetable Oils/Fats Madrid, 12-16 December</p>	<p><u>1980</u></p> <p>Second C.M. on Leather/Leather Products 9-13 June</p> <p>First C.M. on Food Processing 14-18 April</p> <p>First C.M. on Pharmaceuticals 8-12 December</p> <p>Third C.M. on Fertilizers 6-10 October</p>	<p><u>1982 - 1983</u></p> <p>Third C.M. on Iron and Steel</p> <p>Second C.M. on Agricultural Machinery</p> <p>First C.M. on Industrial Financing</p>
<p><u>1978</u></p> <p>Second C.M. on Fertilizers Innsbruck, 6-10 November</p> <p><u>1979</u></p> <p>Second C.M. on Iron and Steel New Delhi, 15-19 January</p> <p>First C.M. on Petrochemicals Mexico City, 12-16 March</p> <p>First C.M. on Agricultural Machinery Stresa (Italy), 15-19 October</p>	<p><u>1981</u></p> <p>Second C.M. on Petrochemicals</p> <p>Second C.M. on Vegetable Oils and Fats</p> <p>First C.M. on Capital Goods</p> <p>First C.M. on Training of Industrial Manpower</p>	

\*/ A sufficient interval between 1st and 2nd consultation meeting is allowed for adequate follow-up action and preparatory work.

ANNEX 3

Summary of issues considered by consultation meetings

Date	Production goals of developing countries	Supply of raw materials	Construction of plants	Financing of plants	Infrastructure required for plants	Operation of plants	Manpower training	Marketing and exchange of products	Co-operation among developing countries	Production facilities in LDCs	Capital goods required by the industry
Jan. 1977	Self-sufficient production as soon as possible. Surplus for export. World balance supply/demand	-	Contract procedures. Consequential losses arising from defects in plant/equipment	Priority already given to financing fertiliser plants	Infrastructure for production and distribution of fertilisers	-	-	-	UNIDO support for co-operative efforts	-	High cost of plants was recognized
Nov. 1978	Monitoring of UNIDO/IBRD/FAO Working Group on fertilisers	-	Model forms of contract Multilateral insurance scheme	Agreed guidelines for terms and conditions for financing infrastructure	Agreed guidelines for demarcation of responsibility for establishing infrastructure	-	-	-	Agreed programme of action and establishment of ad hoc Steering Committee	Opportunities to establish facilities in 20 LDCs considered	Have to reduce costs discussed; equipment standardization etc.
Feb. 1977	Feasibility of producing 30% of world steel output by 2000 recognized	Need to examine future supply problems on iron ore and coking coal	-	Terms and conditions suitable for steel plant financing	-	Measures to economize on use of coking coal	Examine scope and size of training needed	-	-	-	Recommendation on capital goods
Jan. 1979	Need to elaborate scenarios for production capacities up to 1990 recognized	Model long-term supply contracts. Joint exploration of iron ore deposits	Criteria for assessing new steel and ore projects require discussion	Examine financing requirements to 1990	-	-	Proposals for training management and technologists	Need to examine market structure was recognized	Exchange of experience on criteria to assess new plants	-	-
Nov. 1977	Co-operation agreed for increased production for internal markets	Supply of leather recognized as major constraint on industry's development	-	Directory of potential partners for joint ventures needed	Local production of tanning chemicals	Programme of action to improve quality of leather and leather goods	Establishment of regional centres recommended	Recognition of trade barriers and need to develop fashion intelligence	Exchange of information and technology through regional centres	Opportunities to establish plants in LDCs were reviewed	Need to develop facilities to manufacture accessories
Dec. 1977	Co-operation agreed to increase processing capacities for internal markets	Developing countries face competition from temperate zone oil seeds	Co-operation for later stages of processing of oil seeds agreed	-	-	Need for guidelines for co-operation recognized	-	Scope recognized for regional marketing between developing countries with surplus or deficit	Establishment of co-ordination committees	Potential to establish facilities in 12 LDCs recommended	Potential to establish facilities to manufacture spare parts and equipment

## PARTICIPATION OF DEVELOPING COUNTRIES IN CONSULTATION MEETINGS

Consultation Meetings Date and place	AFRICA			MIDDLE EAST			ASIA			LATIN AMERICA		
	Total number of countries in the region	Total number of countries participating	Total number of countries in the region	Total number of countries participating	Total number of countries participating	Total number of countries in the region	Total number of countries participating	Total number of countries in the region	Total number of countries participating	Total number of countries in the region	Total number of countries participating	Total number of countries in the region
First C.M. on the Fertilizer Industry Vienna, 17-21/1/1977	50	15	13	5	24	8	27	10				
Second C.M. on the Fertilizer Industry Innsbruck, 6-10/11/1978	50	18	13	5	24	11	27	6				
First C.M. on the Iron and Steel Ind. Vienna, 7-11/2/1977	50	11	13	5	24	9	27	11				
Second C.M. on the Iron and Steel Ind. New Delhi, 15-19/1/1979	50	9	13	2	24	9	27	6				
First C.M. on the Leather and L. Ind. Innsbruck, 7-11/11/1977	50	12	13	2	24	7	27	5				
First C.M. on the Vegetable Oils + Fats Madrid, 12-16/12/1977	50	14	13	3	24	6	27	3				
First C.M. on the Petrochemical Ind. Mexico, 12-16/3/1979	50	7	13	5	24	6	27	10				

ILLUSTRATIVE EXAMPLES OF REGIONAL CO-OPERATION SCHEMES IDENTIFIED AT CONSULTATION MEETINGS

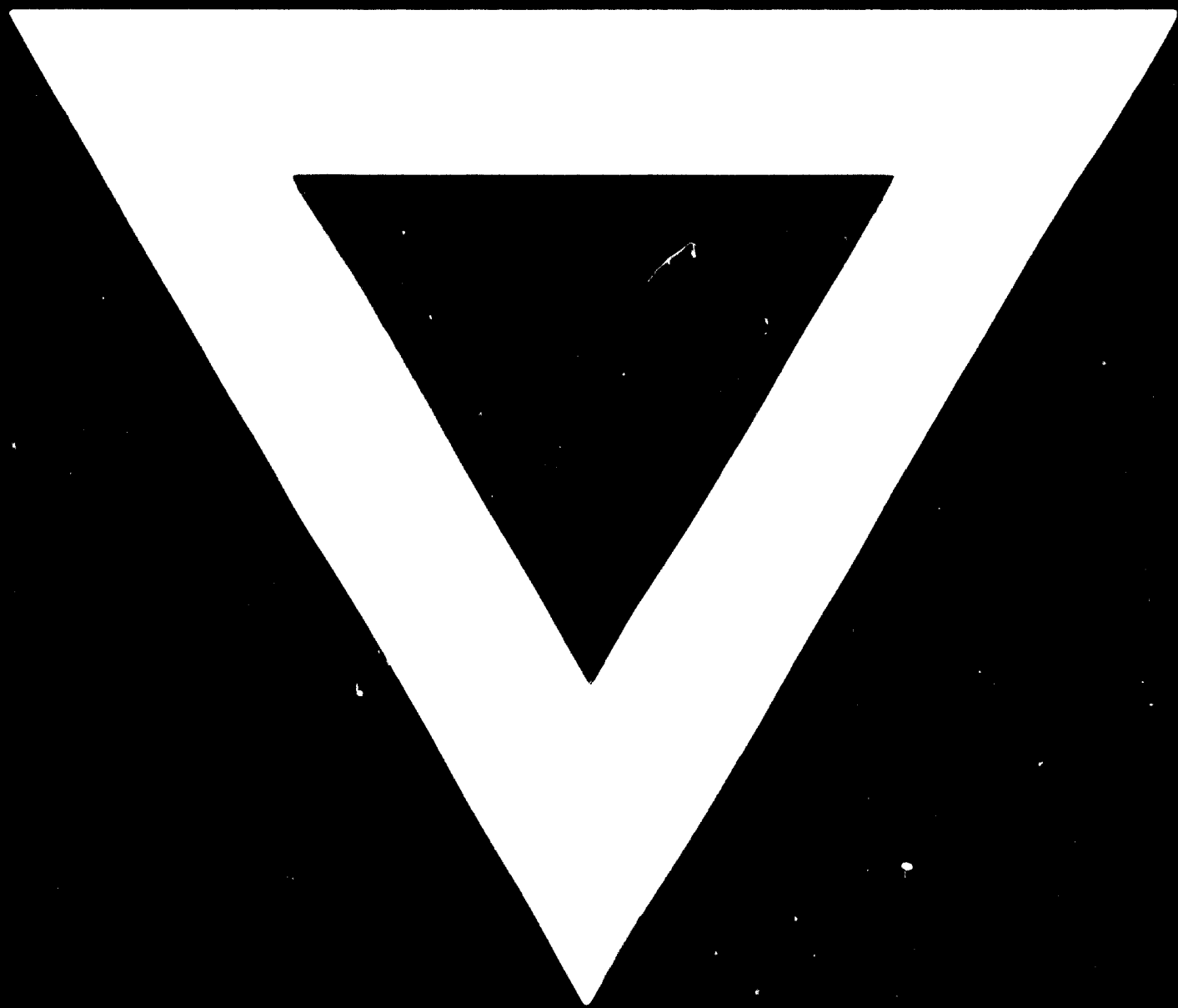
ANNEX 5

Sector	Recommendations	Follow-up Programme Envisaged During 79-80
<p><u>Fertilizer</u></p>	<p>(a) To strengthen cooperation among developing countries on sub-regional, regional and inter-regional levels, UNIDO should assist and cooperate closely with existing federations of fertilizer enterprises and fertilizer industry development centres;</p> <p>(b) Establishment of regional fertilizer industry research and development centres, federations or associations of fertilizer enterprises in the respective regions.</p>	<p>(a) UNIDO to arrange for the organization of annual meetings of sub-regional, regional and inter-regional fertilizer associations, federations, development centres. Meetings will consider supply and demand situation in respective regions, plans for new fertilizer factory establishments;</p> <p>(b) Formation of new regional groups such as the establishment of Fertilizer Development Centre in Africa;</p> <p>(c) Establishment of ad hoc Committee for Co-operation between Developing Countries in the Fertilizer Industry.</p>
<p><u>Leather and Leather Products</u></p>	<p>To establish two Regional Leather Centres in each of Africa and Asia for the exchange of information on technology, marketing, production; the Centres should be attached to production units and cater to the needs of developing countries in the regions concerned on basic technology, machinery and processing materials, designs, products and markets.</p>	<p>UNIDO has initiated action to strengthen and expand the capability of four existing National Centres to respond to regional needs:</p> <ul style="list-style-type: none"> <li>• <u>Central Leather Research Institute, Madras:</u> Proposed UNIDO project assistance US\$1.4 million.</li> <li>• <u>Leather Research Institute, Yogyakarta:</u> Still under discussions with Government authorities.</li> <li>• <u>Leather Research Institute, Zaria, Nigeria:</u> Proposed UNIDO project assistance US\$686,000.</li> <li>• <u>Centre National du Cuir et de la Chaussure, Tunis:</u> Still under discussions with Government authorities.</li> </ul>
<p><u>Iron and Steel</u></p>	<p>To identify instances throughout the world for possible cooperation between neighbouring countries in the exploitation of shared ore deposits.</p>	<p>UNIDO Secretariat initiating geological assessment of possible areas of regional cooperation for exploiting appropriate ore deposits for local use among producers and for exports: possible examples to be investigated are in West Africa and South America.</p>

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



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