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Industrial Development Board

Fifth Session

Vienna, 24 - 28 May 1971

SUMMARY RECORD OF THE ONE HUNDRED AND NINTH MEETING

Held at the Neue Hofburg, Vienna,
on Tuesday, 25 May 1971, at 10.50 a.m.

<u>President:</u>	Mr. ASANTIE (Ghana)
later	Mr. TRIVEDI (India)
<u>Rapporteurs:</u>	Mr. HARS (Hungary)

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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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REPORT OF THE WORKING GROUP ON PROGRAMME AND CO-ORDINATION OF PROJECTS
(ID/B/L.91 and Add.1 and Add.1/Corr.1; ID/B/80 and Add.1-4, ID/B/88,
ID/B/90, ID/B/89) (continued)

1. The CHAIRMAN stated that he had received a communication from the delegation of Israel relating to certain comments made before the Working Group and summarized in paragraph 30 of its report (ID/B/91). A copy of the communication would be transmitted to all delegations.
2. Mr. CASTEL (Algeria) said that a first reading of the Working Group's report had led him to wonder what the purpose of such a document could be. In particular, the presentation of the report, which recorded expressions of opinion by one, several or many delegations, seemed inadequate to provide the Executive Director with any meaningful frame of reference. No one could disagree with a document that reflected the views of everyone concerned, but how could it conceivably offer guidance? It could only complicate the task of the Directors by leaving them free to interpret the intentions of the Board and to angle their programmes accordingly. That seemed to contradict paragraph 7 (a) of General Assembly resolution 2152 (XXI).
3. As it stood, the report would impede rather than assist UNIDO in its task of promoting the industrialization of the developing countries. Perhaps there was no real will to achieve that goal. He therefore agreed with those speakers who had proposed that the Board be given time to consider the conclusions and recommendations of the Special Conference with a view to providing the Executive Director with guidelines for future action.
4. The CHAIRMAN, speaking as representative of Ghana, agreed with the points raised by the representative of Algeria regarding the form of the Working Group's report and the purpose of convening the Special Conference. As Chairman of the Board, however, he wished to suggest that those matters be brought up either under item 11 or item 8.
5. Mr. CASTEL (Algeria) concurred.

6. Mr. HESSEL (United Nations Development Programme) said he wished to try to dispel the unfortunate impression given by document ID/B/90 that there was a misunderstanding or inadequate understanding between UNIDO and UNDP on the subject of UNIDO's operational activities and the Special Industrial Services in particular. In that connexion he wished to recall that UNDP had been most active in launching and supporting the Special Fund projects which had given birth to UNIDO and was very pleased to note the headway they were gradually making in the developing countries. The Working Group's report clearly showed the progress that had been made and rightly emphasized the need for information systems. While recognizing the importance of co-ordination between UNIDO and the International Atomic Energy Agency in that field, he also wished to stress the need for co-ordination with the Inter-Organization Board for Information Systems and Related Activities. In this way some of the most significant recommendations of the Jackson Report could best be put into effect.
7. The question had also been raised of increasing UNIDO's share in UNDP resources. Of course, the ultimate decision lay with the developing countries themselves, since they alone were responsible for making requests and establishing priorities. Nevertheless, two elements in the existing situation gave grounds for hoping that UNIDO's share of UNDP resources might rise to 10, 15 or 20 per cent by the end of the Second Development Decade. In the first place, the new country programming procedures of UNDP seemed certain to result in an increased number of projects concerned with industrialization. Secondly, the new UNDP policy which had resulted in the establishment of the Planning Bureau and the Advisory Panel on Programme Policy, should help to strengthen the dialogue between the resident representatives and Governments, to perfect international development strategies, and to provide the most modern methods for overcoming obstacles hampering development. Already three fundamental priorities had been selected namely, the struggle against under-employment; the introduction of technological innovations best suited to the needs of developing countries, particularly pilot plants; and concentration on projects leading to increased production. Those three priorities tallied with the trends in UNIDO's field programme set forth in paragraphs 227 to 259 of the Working Group's report. In addition, he wished to single out the

excellent definition in paragraph 256 of the respective responsibilities of sovereign requesting countries and the international organizations responsible for implementing projects: namely, that member States were free to choose their own projects, while the Organization was free to analyse them, and, in implementing them, to try to extend their impact and usefulness beyond the scope of the direct recipient. That corresponded exactly to UNDP's current policy.

8. With regard to the respective roles of UNDP, technical agencies and financial institutions, he pointed out that the Administrator had an obligation to make a choice and to entrust projects to agencies best qualified to implement them. In the case of industrial projects, the problem of subsequent investment was so important that financial institutions had to be associated at the proper stage with those projects which depended on external investment. In order not to increase the external indebtedness of the developing countries, it was essential to be fully aware of market conditions and all financial and monetary factors. In that connexion, UNDP attached particular importance to projects undertaken jointly by several agencies which are designed to give developing countries a better idea of the advantages they could derive from the development of international trade.

9. With regard to country programming and its relations with general and sectoral programming, he thought that the studies carried out by UNIDO in 60 countries would be useful. Country programming would help to improve and accelerate current procedures, which he noticed had been criticized in the report. Once a country programme had been approved, it was important that the executing agency should be able to implement it rapidly.

10. Coming to perhaps the most important subject, that of the Special Industrial Services, UNDP fully understood the importance of this programme and the need for flexibility and speed. That was an area in which good results could be obtained with relatively modest resources. He wished to assure all representatives that in any case no limitations arising from lack of funds should restrain UNIDO or the other organizations concerned in the execution of their special industrial services programmes. UNDP's role was to ensure that such services were in harmony with industrial development plans. Hence the importance UNDP attached to the

appointment by UNIDO of field advisers with the necessary capacity to establish the required link between all UNIDO's work and UNDP programming as a whole.

11. He hoped that his statement would put all anxieties to rest. The problems that had arisen were not the fault of any organization but the result of such factors as the slowness of industrial development, the reluctance of investors and the owners of technological resources, and the difficulty of creating a climate in the developing countries favourable to joint industrial enterprises. Those problems existed, and it was the task of both organizations to work together to overcome them.

12. The CHAIRMAN thanked the representative of UNDP and said that the misunderstandings to which he had referred were more apparent than real. The criticisms that had been voiced were not directed at UNDP, whose collaboration with UNIDO was deeply appreciated, but at a system that allowed decisions to be taken without providing the means to implement them.

13. Mr. VAFA (Iran) proposed that the full text of the statement made by the representative of UNDP should be circulated.

14. Mr. VEGA (Philippines), supporting that proposal, suggested that UNDP might be able to meet the cost of distributing its statement in the working languages.

15. Mr. DELGADO (Senegal) recalled his country's long interest in the activities of UNDP and the questions it had raised concerning co-operation with UNIDO, and in particular the subject of pilot plants. While relatively satisfied with the statement that had just been made, he would like an opportunity to analyse it more closely and therefore agreed with the proposal put forward by the representative of Iran.

16. Mr. MIRZA (Pakistan) thought that the comments made by the representative of UNDP were highly relevant to the work of the Special Conference, and he also supported the proposal by the representative of Iran.

17. Mr. SANTOS (Brazil) suggested that, in addition to circulating a text of the statement, the secretariat should ensure that it received full coverage in the summary record.
18. The CHAIRMAN pointed out that the financial implications of the proposal to circulate the statement in the four working languages would amount to an additional expenditure of \$400. He wondered whether UNDP could help to meet that cost.
19. Mr. HESSEL (United Nations Development Programme) thanked delegates for their interest in his statement and said he felt sure that UNDP would be ready to alleviate the financial burden involved in distributing the text.
20. The CHAIRMAN said he understood that, in the light of the comment made by the representative of UNDP, the Board wished to note the financial implications of the proposal by the representative of Iran and to have the UNDP statement circulated in the four working languages.
21. It was so decided.
22. Mr. ATEN (Food and Agriculture Organization of the United Nations) said that the concept of agro-industrial development, a field in which FAO would continue to co-operate fully with UNIDO, was based on the close relationship - all too frequently neglected - between the agricultural and industrial aspects of the development process. Agriculture and industry were, indeed, closely linked and to a great extent inter-dependent, particularly where industry relied on agricultural, fishery and forest products as raw materials, and where agriculture in turn relied on industry for the equipment, material inputs and other prerequisites of production. For that reason, co-ordination between UNIDO and FAO in support of national efforts towards development was not only desirable but essential. That was particularly true at a moment when international action was about to be intensified through the launching of the Second Development Decade and the international development strategy. Moreover, the United Nations Administrative Committee on Co-ordination had analysed the opportunities offered by the "Green Revolution", and had prepared a paper showing the role that United Nations agencies could play, both individually and jointly, in assisting Governments to further

the spread of the new kinds of technology that were proving successful. After pointing to some of the important elements of that exercise which were of particular relevance to co-operation between UNIDO and FAO, and which included promotion of the fertilizer industry, the development of safe pesticides and insecticides, and the creation of equipment for effective water management, he showed how industrial development and the growth of agro-allied industries could act as catalysts in the process of extending a monetary economy in rural areas. A further example from the wide range of activities in which there was scope for co-operation between FAO and UNIDO was the social and economic research necessary for determining the optimum scale, type and location of plant required to develop suitable equipment and manufacturing techniques for the developing countries. UNIDO and FAO had already initiated joint action in the elaboration of a well-conceived policy on farm mechanization, without which the greater possibilities of employment in the rural sector, realized through the application of new techniques, could not be fully utilized; and a programme of fruitful co-operation would - it was hoped - result from that initial action. The diversification of diets, the creation of "semi-conventional" protein foods, and the development of production technology (which required simultaneous attention to market introduction and promotion programmes) would provide further opportunities for collaboration between UNIDO and FAO.

23. Agricultural and industrial development must be the subject of integrated planning if each was to make a full contribution to the targets of the Second Development Decade. A key question in that connexion was the extent to which it was possible for developing countries to select industrial technologies better suited to their resources than the modern capital intensive methods which had evolved in the developed countries; and, in particular, the extent to which industries using agricultural raw materials could lend themselves to such a choice. Another major problem for the developing countries was the expansion of their foreign exchange earnings from exports of processed products, in competition with established industries in the developed countries. That problem led in turn to the question of the relationship between agricultural production and the facilities for processing agricultural products, and to the related matter of the siting of processing industries.

24. The problems of economic and social development were becoming increasingly interdependent, and their solution required a global perspective which could only be attained if the members of the United Nations family drew closer together. The specialized knowledge of individual members must be pooled and effectively harmonized in order to meet the technological challenge of the age. It was in that context that FAO viewed the Agreement with UNIDO as an effective instrument for co-operation in promoting a balanced development of agriculture and industry.

25. Mr. BLAISSE (Netherlands) addressed himself to document ID/B/88, on the role of co-operatives in the industrial development of individual countries. Since the turn of the century, co-operatives had made a considerable contribution to the industrialization of the Netherlands, and in particular to the development of some of its least-favoured regions. At the present time, agricultural co-operatives were playing an important role in the economic life of the country, and his Government would be willing to share its experience with UNIDO, through the intermediary of the Netherlands National Co-operative Council for Agriculture. The report to which he referred was a useful and comprehensive document, although he felt that a clearer distinction should have been made between industrial co-operatives and what he called "producing co-operatives". Members of the former were part-owners of the factories involved, and supplied them with raw materials, frequently in the form of agricultural products; members of the latter also performed the actual labour required for their operation. After underlining the interest of developing countries in co-operative ventures, particularly in handicraft and the small-scale industries, and recalling the attention which the International Labour Organisation (ILO) was according to the subject, he suggested that UNIDO's action might at some future date include advice on co-operative legislation, with particular reference to the need for flexibility as long as the two types of co-operative were covered by the same laws. He particularly appreciated the measures recommended in paragraph 9 of document ID/B/88 for the creation of a favourable climate, but wished to add a note of caution concerning the financial support of co-operatives. Such support should, he believed, be limited, so that co-operatives would be progressively encouraged to stand on their own feet. Permanently protected co-operatives could have an inhibiting effect on the normal

development of local private industry. In that connexion, he stated that in his own country an industrial co-operative for the production of fertilizers was flourishing in free competition with private industry, and that the largest single dairy processing plant in the world, also in the Netherlands, was a farmers' co-operative. In conclusion, he said that the development of appropriate management skills was also a prerequisite of success in co-operative ventures, and that UNIDO would have an important role to play in that connexion. He was glad to learn that the International Co-operative Alliance was seeking consultative status with UNIDO. He believed that body could offer considerable assistance to UNIDO and - through UNIDO - to the developing countries.

26. Mr. Trivedi (India), Vice-President, took the chair.

27. Mr. LEDUC (France) expressed his satisfaction with the report of the Working Group on Programme and Co-ordination as a whole, and wished merely to make some suggestions which might render the activities of the Working Group more effective. In the first place, the secretariat, when preparing the information which it would set before the Working Group, should address itself more closely to the evaluation without which the success of projects and the justifiability of priorities could not be properly assessed. Indeed, he had fully supported the suggestion made during the session of the Working Group that a special item on evaluation be included in its future agenda. Secondly, an attempt should be made to provide a more comprehensive picture of UNIDO's work over a period of several years, either by depicting the evolution of particular projects, or by following UNIDO's activities in particular countries. As far as the deliberations of the Working Group itself were concerned, he approved the practice of inviting Directors of Divisions and Chiefs of Sections to engage in question-and-answer sessions with members, and believed that the resulting dialogue was useful.

28. After referring in passing to the problem of languages, as it affected the value of expert missions and the utility of documents transmitted by UNIDO in response to requests, he said that in the enumeration of projects in the documents set before

the Working Group, it was sometimes difficult to trace the major guidelines which UNIDO had selected for its activities. Some degree of dissipation was, of course, inevitable, as was the great variety of responses which certain projects had evoked in those participating in the discussions. One point which had already been made clear, but which could not be too much emphasized, was the need for co-ordination, particularly with other members of the United Nations family, such as FAO and ILO. When preparing studies and surveys, UNIDO should make maximum use of material that already existed; it should endeavour to ensure that the length of time required for the publication of such studies did not render the information which they contained obsolete; every care should be taken to avoid a duplication of efforts (he referred particularly to the question of fellowships); and, as a more general rule, UNIDO should adhere as closely as possible to its major guidelines and avoid a diversification of activities which would place a heavy burden on the organization's limited resources. These resources should be utilized in the best possible manner and, if possible, increased; it should be remembered in that connexion that the amount of funds placed at UNIDO's disposal would depend on the relative priorities which the developing countries themselves accorded to industry, agriculture, labour, and all the other sectors of their economies.

29. Mr. PROBST (Switzerland) underlined the importance of co-operatives in the industrial development process, and approved UNIDO's initiative in that connexion. Like a previous speaker, he urged that a proper distinction be made between industrial and agricultural co-operatives, so that certain failures of the past might be avoided in the future. The financing of co-operatives was a crucial issue, and it should be borne in mind that it was not sufficient merely to finance their creation; they should be provided with adequate working capital to free their development from impediments and constraints. UNIDO might co-operate with Governments in ensuring that such financial backing was provided, and also in ensuring the availability of the qualified manpower necessary for their operation. In addition, co-operatives should be used wherever feasible as demonstration units and training centres, so that their influence might be extended as widely as possible.

30. Turning to the subject of international subcontracting, he particularly welcomed the co-operation between UNIDO and UNCTAD, which he regarded as a prerequisite for the success of any programme in that field.

31. Another domain in which UNIDO could best usefully co-operate with other agencies, ILO and WHO in particular, at a time when environmental problems were receiving more and more attention, was the impact of industrialization on human health and welfare.

32. In conclusion, he expressed appreciation of the constructive spirit in which the representatives of FAO and UNDP had participated in the discussion of UNIDO's future activities.

33. Mr. BECERRIL (Spain) said that his delegation would have liked Spain to have been chosen as one of the countries whose experience in the field of co-operatives had formed the basis of the report on the role of co-operatives in the industrial development of individual countries (ID/B/88). His country had acquired considerable experience in that field, because co-operatives existed in almost every sector of economic activity and had in recent years extended their scope of action to specific and complex areas such as co-operative credit, subcontracting, technological research and exchange of technology, marketing, and training of personnel at all levels. Generally speaking, second and third level co-operative organizations in Spain had not been promoted by private initiative. When individual co-operatives decided to group together in order to undertake more complex and extensive activities, they generally chose to set up a trading company, thus providing themselves with a legal framework which gave access to wider financing opportunities. The reason for that trend was that co-operatives were based above all on the human element, on closer personal relationships than those found in ordinary commercial enterprises. However, his country also had some experience, particularly in the agricultural sector, with small co-operatives which tended to increase in size as their volume of sales increased.

34. He endorsed the conclusions set out in paragraphs 22-31 of the report and emphasized that international assistance was essential for the development of industrial co-operatives and for the training of personnel and government officials. He agreed that the main problems facing industrial co-operatives were in areas such as marketing and financing, and said that international co-operation in the form of exchange of information on the development, functioning and financing of industrial co-operatives was of vital importance. His Government pledged its collaboration in that respect, but wished to stress that exchange of experience would always be more fruitful when the development of co-operatives was studied at the country level. Indeed, the complexity of the co-operative movement made such an approach essential.

35. Mrs. STEEG (Federal Republic of Germany) said that the strategy drawn up recently by her Government in connexion with the Second Development Decade laid particular emphasis on the importance of concerted efforts to promote industrialization. Certain delegations had expressed the view that the report of the Working Group (ID/B/L.91) covered too vast a field to provide practical guidelines for future action. The very real problem of setting priorities had not yet been satisfactorily solved and would no doubt persist, because sufficient financial resources were not available for the many important tasks to be performed. The documentation prepared by the secretariat pinpointed the fields in which UNIDO's action had proved particularly effective and should be used by the developing countries to tailor their requests to the organization's possibilities. The specific areas on which UNIDO tended to concentrate its attention should also be borne in mind when establishing priorities.

36. Much had been said about the need for more evaluation of UNIDO's operational activities. Her delegation considered that issue should be dealt with separately in the future. Detailed evaluation of activities was a prerequisite for success in the identification and establishment of priorities. In that respect, the evaluation reports on Jamaica and Senegal (ID/B/83/Add.1 and Add.2) were a promising step in the right direction, and her delegation would welcome similar reports on other countries.

37. She fully endorsed the report of the Working Group (ID/B/L.91), on the understanding that it was concerned only with the technical aspects of the problems in question, the financial aspects coming within the sole competence of the Fifth Committee of the General Assembly.

38. Mr. VENKATARAMAN (India) proposed that the second sentence of paragraph 16 of the Working Group's report (ID/B/L.91) should be amended to read: "In addition, there was general agreement with the priorities in this field as reflected in the work programme, that is. agricultural machinery and implements, repair and maintenance, electrical and electronic equipment, metalworking and construction machinery, and transportation equipment." The wording of that sentence would then correspond to that used in paragraph 21 of document ID/B/80/Add.1.

39. Turning to the report on the role of co-operatives in the industrial development of individual countries (ID/B/88), he said that it would be interesting to have some indication of the cost of the report and the time spent on its preparation. When deciding what future action might be taken in respect of industrial co-operatives, due consideration should be given to certain aspects which had not been dealt with in the report, namely, the size of industrial co-operatives, leadership of co-operatives, the specific problems facing urban and rural co-operatives respectively, and the impact of co-operatives on rural development. While noting with interest the conclusions and suggestions for future action contained in paragraphs 22-31 of the report, he considered that the secretariat's attempt to break down the problem into segments which could conveniently be dealt with in the framework of UNIDO's existing organizational structure was a somewhat artificial approach. For instance, the suggestion in paragraph 28 that industrial co-operatives, some of which were very small, should participate in investment promotion meetings was somewhat impractical. Problems relating to industrial co-operatives should be considered as an organic whole, and both national and international efforts should be concentrated on a limited number of schemes rather than be scattered over too wide a field of activity. His country, which had acquired considerable experience in the field of industrial co-operatives, was willing to assist other countries by providing them with expertise.

40. Mr. Asante (Ghana) resumed the chair.

41. Mr. LAVAUX (Belgium) welcomed the efforts made by the secretariat to intensify its evaluation activities, and said that the preparation of evaluation reports such as those drawn up for Jamaica and Senegal (ID/B/83/Add.1 and Add.2) should be encouraged. UNIDO's activities should be evaluated not only from the technical point of view but also in terms of their impact and multiplier effect. After referring to the proposal made by his delegation in the Working Group that a separate item on evaluation activities should be included in the agenda of future meetings of the Working Group and the Board, he drew attention to two important developments within the United Nations system which would have a far-reaching effect on the work of UNIDO. The first was the decision taken in respect of the reorganization of UNDP, the major source of project financing. It was the hope of all that the resources allocated to development, particularly those forthcoming from UNDP, would increase over future years, and there could be no doubt that the desired increase would be easier to obtain if it could be clearly demonstrated that all available resources were used effectively. The other important development was the adoption by the General Assembly of resolution 2626 (XXV) on the International Development Strategy for the Second Development Decade, in which the need for the establishment of appropriate evaluation machinery was stressed. In view of the limited time at the disposal of both the Working Group and the Board, it might not be feasible to evaluate more than some of the programmes in a limited number of countries each year. Care should also be taken not to evaluate activities which had already been evaluated by other bodies, such as UNDP.

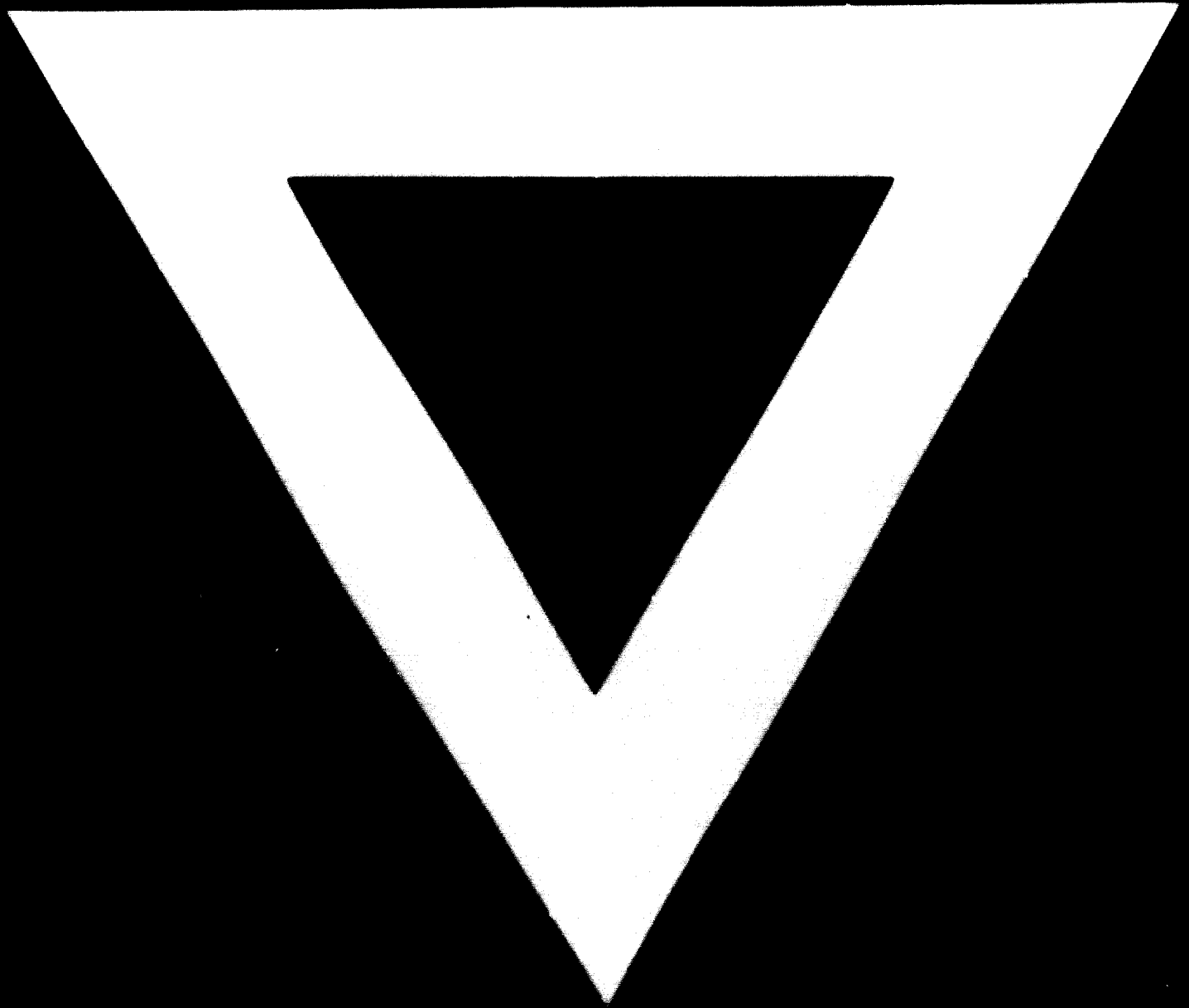
42. His delegation therefore reiterated its proposal that a separate item on evaluation of programmes and activities should be placed on the agenda of the next meetings of the Working Group and the Board, and would be glad to consult the secretariat and interested delegations with regard to the appropriate wording for that item.

43. Mr. SZENTFÜLÖPI (Hungary) said that his delegation's comments on industrial co-operatives had been circulated in written form to all delegations on 11 May 1971. Co-operatives played an important role in his country's economy, accounting for 5.3 per cent of not industrial output. That figure was considerably higher for the building industry, where co-operatives accounted for 11 per cent of total output. Furthermore, 5.9 per cent of Hungary's exports were produced by co-operatives, of which there were 1,107 throughout the country.

44. Mrs. ITURBE DE BLANCO (Venezuela) endorsed the Working Group's report (ID/B/L.91) which she assumed would be given due consideration when the task of setting priorities for the Organization was tackled. For instance, in the section devoted to industrial technology (paras.16-108), particular emphasis was laid on the petrochemicals and iron and steel industries. Although types of production might vary considerably from country to country, there were certain common elements to which particular attention should always be given, such as the need for efficient productivity levels, financing requirements, and marketing prospects.
45. Turning to the section on industrial policies and programming (paras.178-226), she said that UNIDO should concentrate its efforts on providing developing countries with the machinery and technical know-how necessary for the development of their own industrial programmes. The fundamental problem for each country was not to define its own industrialization strategy but rather to implement that strategy effectively.
46. As regards the evaluation of projects, UNIDO should co-ordinate its activities with those of other bodies which had developed or were developing techniques for project preparation and evaluation. In the field of industrial investments, UNIDO's action should above all be promotional and should be carried out in close co-operation with each individual country. Special stress should be laid on UNIDO's important role in the dissemination of industrial information. As regards the transfer of technology, the Organization should adopt a cautious approach and co-ordinate its action with that of other institutions. The time had come for more practical work to be undertaken in that respect. In the field of export promotion, the fundamental problem was to seek markets for the products of the developing countries. Sufficient account was not always taken of the supply and demand element. Export promotion programmes could serve no useful purpose if the products exported were not competitive or if there was no market for them.

The meeting rose at 1.5 p.m.





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