



TOGETHER
for a sustainable future

OCCASION

This publication has been made available to the public on the occasion of the 50th anniversary of the United Nations Industrial Development Organisation.



TOGETHER
for a sustainable future

DISCLAIMER

This document has been produced without formal United Nations editing. The designations employed and the presentation of the material in this document do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations Industrial Development Organization (UNIDO) concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries, or its economic system or degree of development. Designations such as “developed”, “industrialized” and “developing” are intended for statistical convenience and do not necessarily express a judgment about the stage reached by a particular country or area in the development process. Mention of firm names or commercial products does not constitute an endorsement by UNIDO.

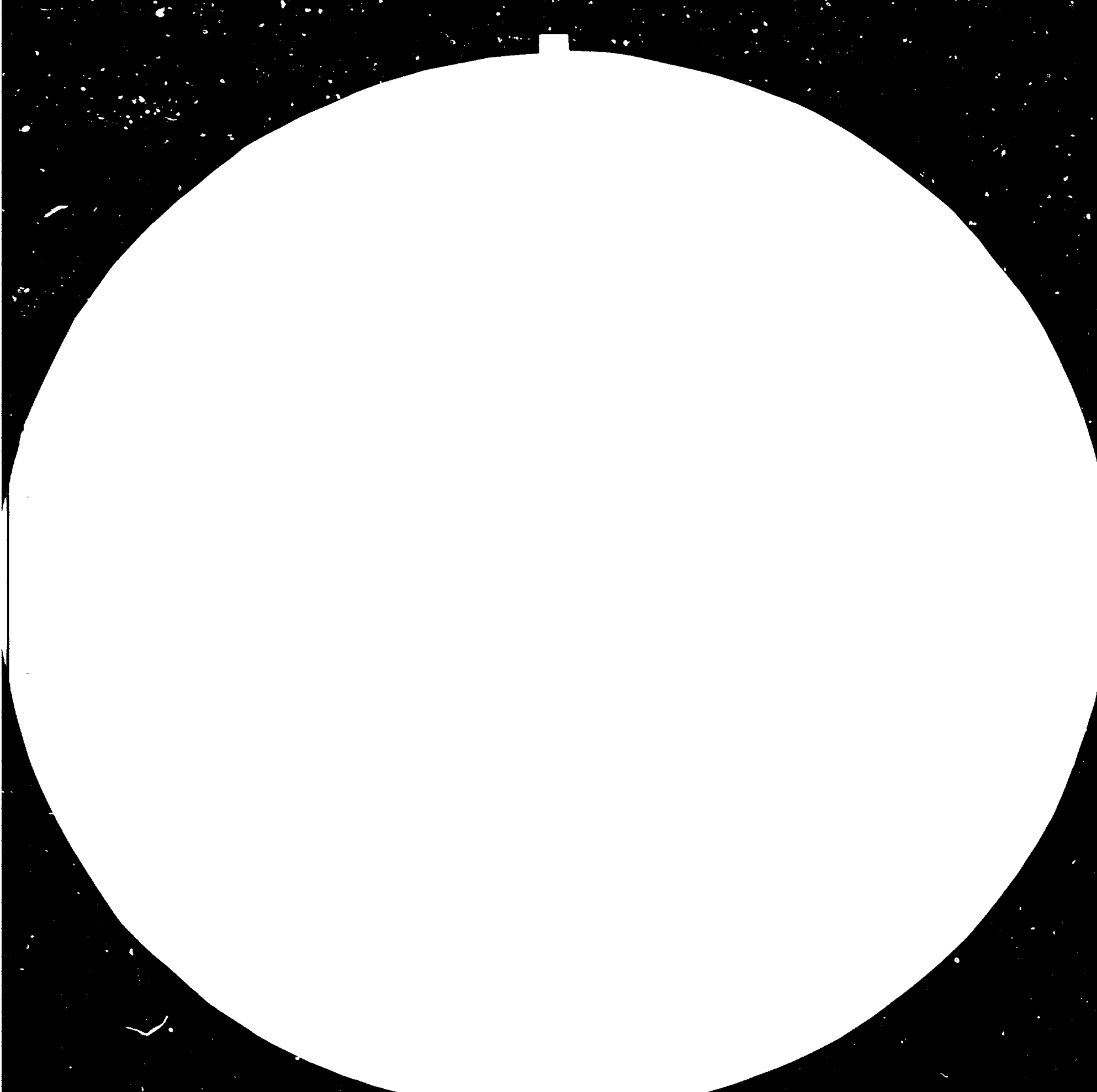
FAIR USE POLICY

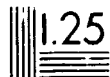
Any part of this publication may be quoted and referenced for educational and research purposes without additional permission from UNIDO. However, those who make use of quoting and referencing this publication are requested to follow the Fair Use Policy of giving due credit to UNIDO.

CONTACT

Please contact publications@unido.org for further information concerning UNIDO publications.

For more information about UNIDO, please visit us at www.unido.org





28



32



40



50



MICROCOPY RESOLUTION TEST CHART

NATIONAL BUREAU OF STANDARDS-1963-A
U.S. GOVERNMENT PRINTING OFFICE: 1963 O 454907
ANALOGUE TO TEST CHART NO. 23

Item 7 of the provisional agenda

UNIDO'S CO-ORDINATING ROLE IN THE UNITED NATIONS
SYSTEM ON INDUSTRIAL DEVELOPMENT

Background paper prepared by the UNIDO secretariat

CONTENTS

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
I. LEGISLATIVE MANDATES OF UNIDO	1 - 11	4
II. EXTERNAL CO-ORDINATION MECHANISMS OF UNIDO	12 - 23	6
A. Administrative Committee on Co-ordination	12 - 14	6
B. Inter-agency programme co-ordination	15 - 17	7
C. Resident co-ordinators	18	8
D. Inter-agency agreements and memoranda of understanding	19 - 23	9
III. INTERNAL CO-ORDINATION MECHANISMS	24 - 27	10
A. Inter-Agency Programme Co-ordination Section	24 - 25	10
B. Office of the Special Representative of the Executive Director in Geneva	26	11
C. The Liaison Office at New York . . .	27	11
IV. SPECIFIC LATERAL PROGRAMME CO-ORDINATION .	28 - 56	12
A. SIDFA and Junior Professional Officer Programme.	29 - 32	12
B. Science and Technology for Development	33	13
C. Energy	34 - 35	13
D. Industrial Development Decade for Africa	36 - 38	14
E. System of Consultations	39 - 48	14
F. Least developed countries	49	16
G. Industry and the environment	50 - 54	16
H. Economic co-operation among developing countries	55 - 56	17
V. CONCLUSIONS	57 - 66	17

ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
CPC	Committee for Programme and Co-ordination
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ILO	International Labour Organisation
INTIB	Industrial and Technological Information Bank
ITC	International Trade Centre UNCTAD/GATT
OAU	Organization of African Unity
SIDFA	Senior industrial development field adviser
UNCITRAL	United Nations Commission on International Trade Law
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
UNITAR	United Nations Institute for Training and Research
WHO	World Health Organization
WIPO	World Intellectual Property Organization

I. LEGISLATIVE MANDATES OF UNIDO

1. The General Assembly, in its resolution 2152 (XXI) on the establishment of the United Nations Industrial Development Organization (UNIDO), stated that "the Organization shall play the central role and be responsible for reviewing and promoting co-ordination of all activities of the United Nations system in the field of industrial development". It further stressed in paragraphs 28 to 36 that there should be close co-ordination and co-operation between UNIDO and other United Nations organizations and departments, including the regional commissions, the United Nations Conference on Trade and Development (UNCTAD), the United Nations Development Programme (UNDP), the specialized agencies and the International Atomic Energy Agency (IAEA) and that co-ordination between UNIDO and other bodies shall be carried out at the intergovernmental level by the Industrial Development Board.

2. In paragraph 65(b) of the Lima Declaration and Plan of Action on Industrial Development and Co-operation (A/10112), which was subsequently endorsed by the General Assembly in its resolution 3362 (S-VII), UNIDO was also called upon to "play a central role in the implementation of the Declaration and Plan of Action, by initiating and co-ordinating activities within the United Nations system aimed at achieving the objectives contained therein, as far as they fall within the competence of UNIDO" (A/10112, chap. IV). It was further stipulated in paragraphs 74 and 75 of the Declaration and Plan of Action that:

"UNIDO should have the primary responsibility as executing agency in the field of industrial development. To this end, UNIDO should hold consultations with UNDP with the specific objective of ensuring that it receives the major share of UNDP projects in the field of industry, in accordance with the central role of UNIDO in this field.

"In order that UNIDO should be able to fulfil effectively its central co-ordinating role in the field of industrial development, especially with respect to the implementation of the Programme of Action on the Establishment of a New International Economic Order, UNIDO should hold consultations with the United Nations and with the specialized agencies and other organizations related to industrial development. For this purpose an advisory committee should be established composed of representatives of the secretariats of the United Nations and of the relevant organizations of the United Nations system and chaired by UNIDO."

3. Thus, the Lima Declaration and Plan of Action, as well as the General Assembly, had envisaged a greatly enhanced co-ordination role for UNIDO. An action-oriented expression of this was the requirement contained in the Lima Declaration and Plan of Action for the formation of the UNIDO Advisory Committee on Co-ordination.

4. A new watershed in the development of co-ordination and co-operation in the United Nations system was the adoption by the General Assembly, on 20 December 1977, of resolution 32/197 which restructured the economic and social sectors of the United Nations system. The resolution redefined the functions of the Economic and Social Council and other United Nations forums for

negotiation, including UNCTAD, other United Nations organs and programmes and the specialized agencies. Structures for regional and interregional co-operation were set up and the operational activities of the United Nations system were streamlined. Inter-agency co-ordination was clarified, and the machinery for this co-ordination was centralized in the Administrative Committee on Co-ordination (ACC). The consultative function of the UNIDO Advisory Committee was thus absorbed into the overall framework of ACC, of which the Executive Director of UNIDO is a member. Also contained in resolution 32/197 was the suggestion that advisory committees might be replaced by subject-oriented programme discussions in order to fit in with the subject-oriented sessions of the Economic and Social Council.

5. The resolution also created a Director-General for Development and International Economic Co-operation who was in charge of:

(a) "Ensuring the provision of effective leadership to the various components of the United Nations system in the field of development and international economic co-operation and in exercising overall co-ordination within the system in order to ensure a multidisciplinary approach to the problems of development on a system-wide basis;

(b) "Ensuring, within the United Nations, the coherence, co-ordination and efficient management of all activities in the economic and social fields financed by the regular budget or by extra budgetary resources."

With the creation of this office, the planning, programming, budgeting and evaluation of UNIDO activities were to be co-ordinated and harmonized with economic and social activities in the system, particularly in the United Nations.

6. The Third General Conference of UNIDO, which met at New Delhi in January 1980, in its New Delhi Declaration and Plan of Action on Industrialization of Developing Countries and International Co-operation for their Industrial Development (ID/CONF.4/22 and Corr.1, chap. VI) also reaffirmed the central co-ordinating role of UNIDO in reviewing and promoting all activities of the United Nations system in the field of industrial development and co-operation. Furthermore, UNIDO, as the organization responsible for industrial development and co-operation in consultation and collaboration with other organizations of the United Nations system, as appropriate, should be the principal instrument to co-ordinate, implement and serve as a forum of negotiations within the United Nations system for industrialization efforts. Accordingly, the strategy for further industrialization was to cover redeployment of industry, the System of Consultations, special measures for least developed, landlocked, island and most seriously affected developing countries, industrial financing, industrial technology, energy, industrial production, development of human resources, trade in manufactures and semi-manufactures and special measures for other disadvantaged groups of countries.

7. The Industrial Development Board, at its fourteenth session, in a refining of the follow-up to the Third General Conference identified specific priority areas for the work of UNIDO; these were industrial technology, energy-related industrial technology, industrial production, development of human resources, special measures for the least developed countries and the System of Consultations. The Board also stressed the importance of industrial restructuring and the social aspects of industrialization.

8. Subsequently, the Economic and Social Council, in its resolution 1980/61 of 24 July 1980, welcomed Industrial Development Board resolution 51(XIV) of 19 May 1980 entitled "Industrial Development Decade for Africa", and the General Assembly, in its resolution 35/66B of 5 December 1980, proclaimed the 1980s as the Industrial Development Decade for Africa. In its resolution 36/182, section II, the General Assembly further declared the Decade to be one of the most important programmes of the United Nations Industrial Development Organization.

9. These mandates are recalled since the co-ordinating activities of UNIDO arise from these intergovernmental decisions.

10. In addition to the co-ordinating structures established within the United Nations system (see paras. 4 and 5 above), at the intergovernmental level, all the legislative bodies of the various organizations and agencies of the system also serve as forums for co-ordination. Thus, the Industrial Development Board, through its Permanent Committee, reviews annually the industrial development co-ordination activities of UNIDO and reports thereon to the General Assembly through the Economic and Social Council. The Committee for Programme Co-ordination examines programmes of UNIDO and makes its evaluation of recommendations to the Council and the General Assembly. The Industrial Development Board establishes guidelines and policy directives for the work of the UNIDO secretariat. Furthermore, at the Board and the Permanent Committee sessions, in the presence of national delegations, the other organizations of the United Nations system have the opportunity to, and often do, express their ideas and views on co-ordination with UNIDO, just as UNIDO does at sessions of the governing bodies of those organizations. In addition, both UNIDO and the other organizations contribute to the debate on co-ordination in the Economic and Social Council, the Committee on Programme Co-ordination and the General Assembly, these latter being the highest intergovernmental forums for legislative mandates for UNIDO.

11. The Constitution of UNIDO as a specialized agency (A/CONF.90/19) stresses the co-ordinating role of UNIDO in its preamble and also specifies as one of its functions in article 2:

"(b) In accordance with the charter of the United Nations, initiate, co-ordinate and follow up the activities of the United Nations system with a view to enabling the Organization to play the central co-ordinating role in the field of industrial development."

II. EXTERNAL CO-ORDINATION MECHANISMS OF UNIDO

A. Administrative Committee on Co-ordination

12. Since the adoption by the General Assembly of resolution 32/197, the ACC has become, as far as UNIDO and its mandate in the field of industrial development are concerned, the highest system-wide administrative forum for co-ordination and harmonization of the industrial development activities of

all the organizations of the United Nations system. The UNIDO secretariat interprets its own role as "effectively assisting in the preparatory work for intergovernmental decisions and their translation into mutually complementary or joint programme activities".

13. An approach to joint planning in the organizations of the United Nations system is being attempted through the selection of certain topics for an intensive joint programming effort. In the first instance, primary health care was chosen, and other subjects to follow are aging, research and training in energy assessment planning and utilization and harmonization of information systems for energy. The ACC meetings now average two a year, and it also holds joint sessions with the Committee for Programme and Co-ordination (CPC) wherein subjects of interest to Governments and the system are discussed at length.

14. Four principal standing committees assist the ACC in its task. The ACC also maintains four permanent task forces, each dealing with an area of topical concern. UNIDO is most closely involved in the Task Force on Science and Technology for Development which is serviced by four technical working groups. UNIDO chairs the first technical working group, which is concerned with the early identification and assessment of new scientific and technological developments and a global network of scientific and technological information. UNIDO also actively participates in the work of the other task forces and technical working groups. It has followed closely the work of the Task Force on Long Term Development Objectives and its Technical Co-ordinating Group on Modelling Scenarios, and the work of UNIDO in developing the Lima industrial development objective has been used by other members of the system. The Task Force on Rural Development is another area in which UNIDO actively participates because of the agriculture/industry nexus and its importance to developing countries.

B. Inter-agency programme co-ordination

15. While the above constitutes the co-ordination of the system at the policy level, system-wide co-ordination is also carried out at the programme and operational levels. The objective of co-ordination at all levels is of course to maximize the cost-effectiveness in the use of the resources, both budgetary and extra-budgetary, which the system devotes to programmes for development. Towards this operational objective, the salient considerations are:

(a) Elimination of wasteful overlaps in agency functions or avoidance of duplication of activities to the extent possible. Some peripheral overlap or duplication must necessarily occur if there are no gaps to be left uncovered;

(b) Harmonization of programmes to achieve balance, proper integration and the benefits of economies of scale and, furthermore, to use the expertise available in each programme or agency;

(c) Pursuit of programme and project complementarity wherever feasible, this being important particularly in the field.

More than ever before, the economic recession of the last few years and its legacy of resource drought from which the United Nations system is still suffering has served to underline the essential necessity to pursue these objectives relentlessly.

16. A recent development to emerge from the restructured ACC subsidiary mechanism is the introduction of the principle and practice of prior consultation and an exchange of comments between agencies on each other's medium-term plans and programme budgets before they are finalized. The objective of this form of inter-agency consultation is to bring about greater co-ordinated efficiency and optimal utilization of limited global resources. It remains to be seen whether and to what extent agencies' programmes will be modified in the light of the comments of other agencies and whether this process will mitigate or accentuate the jurisdictional concerns of agencies. In any event, it seems that inter-agency programme harmonization could benefit if agencies could synchronize the timing of their medium-term plans and of their programme budgets, respectively, and if these documents could then be examined within the ACC framework before they are submitted to the relevant intergovernmental bodies for review. Although there is a continuing and constant effort to achieve this, it is proving somewhat difficult because of the respective institutional mandates of the different organs, organizations and bodies.

17. At the operational level (including programme planning and implementation), inter-agency programme co-ordination covers technical assistance field programmes and projects as well as support programmes of studies and research carried out at agency headquarters. It should be mentioned that only the latter types of activities are relatively amenable to meaningful time synchronization insofar as agency medium-term plans and programme budgets are concerned. As regards field activities, inter-agency co-ordination is sought through joint programming missions for multi-party discussions in the field between agency representatives, the resident co-ordinator (or UNDP resident representative) and government officials concerned. These discussions generally aim at producing integrated multi-disciplinary projects for joint execution by two or more agencies and possibly a Government or Governments as well. River basin development schemes and projects in such fields as pharmaceuticals, telecommunications and the production of certain industrial inputs for agricultural development and schemes for the reduction of post-harvest losses are but a few examples of projects that lend themselves to joint inter-agency execution.

C. Resident co-ordinators

18. Another institution developed as a result of the restructuring resolution was the creation of resident co-ordinators of the United Nations at the field level. In a recent review by ACC of the functions of resident co-ordinators, the overriding impression was that the system had been in place for too brief a period to permit a firm judgement regarding the new arrangements. Although the manner in which the different co-ordinators exercise their functions has varied from country to country, the majority of them entertain good relations with their agency colleagues and they have commented that the policies and procedures followed by the organizations of the system are such as to ensure that the system's operational activities are

in conformity with national objectives and priorities. There is a need for inter-agency monitoring of the role, performance and effectiveness of the resident co-ordinators, in order to enhance the degree of confidence which they need to enjoy from the agencies generally. The monitoring should, however, be done when the existing arrangements have had long enough to develop in a flexible and pragmatic manner. The role of the UNIDO field representatives, the senior industrial development field advisers (SIDFAs), vis-à-vis the resident co-ordinators will be commented on in a subsequent section.

D. Inter-agency agreements and memoranda of understanding

19. Before the establishment of UNIDO in 1967 a number of agencies and organizations were already engaged in activities that touched upon industrial development. Thus, in order to delineate areas of competence and to obviate the waste of overlapping, the new organization entered into a series of negotiations culminating in formal agreements or memoranda of understanding.

20. The pre-Lima negotiations were not very productive, as both experience and historical knowledge were lacking in the formative period. But from 1975 onwards, a series of agreements, understandings and co-operative programmes were negotiated, mainly with the larger and older organizations and with the regional commissions with which UNIDO had always maintained shared interest. By the end of the 1970s, it was becoming clear that some agreements dating from the first years of UNIDO were not relevant to existing co-operation and therefore required renegotiation. The process of up-dating and renegotiation, which began in 1976, is continuing and is expected to take another major step forward when UNIDO becomes a specialized agency.

21. With many of the organizations, particularly the smaller and sometimes the newer ones, a working arrangement has grown up in which no formal understanding or agreement is recorded, harmonious and efficient co-operation depending on goodwill and similarity of aims. Some disagreement on limits of legitimate interest is always possible and some overlapping or contention does occasionally arise, but a continuous effort is made by both parties to minimize this if necessary by direct contact at the highest level in the respective agencies.

22. The annex lists existing inter-agency committees, joint technical working groups and meetings established between UNIDO and partner organizations, dating back to 1968 and based, for the most part, on current memoranda of understanding or agreements.

23. Except for the Economic Commission for Europe (ECE), UNIDO has Joint Industry Divisions with all the other regional commissions. Notes of understanding exist between the executive heads of the commissions and the Executive Director of UNIDO. There are many instances of the development of joint programming and joint projects with the regional commissions.

III. INTERNAL CO-ORDINATION MECHANISMS

A. Inter-Agency Programme Co-ordination Section

24. With the restructuring of the UNIDO organizational machinery after Lima, an Inter-Agency Programme Co-ordination Section was established in 1976 within the secretariat, whose primary function was to assist in fulfilling the central co-ordinating role of UNIDO in the field of industrial development. More specifically, the Section is currently to undertake the following functions:

(a) Co-ordination of the activities of UNIDO with those of other United Nations organizations and specialized agencies, with a view to intensifying the multi-disciplinary approach to industrial development and minimizing overlapping;

(b) Maintaining contact with all organizations of the United Nations system concerned with industrial development and acting as the UNIDO focal point for the exchange of information regarding the respective work programmes and budgets, activities and projects of UNIDO and the other United Nations agencies and organizations; also maintaining a documentation reference of relevant documents and reports;

(c) Developing and implementing policy instruments with other United Nations agencies and organizations concerned, such as agreements of co-operation or memoranda of understanding; reviewing as necessary such agreements and advising on their amendments;

(d) Representing UNIDO or providing co-ordination support and guidance for UNIDO representation at the various meetings organized by the United Nations agencies and organizations, including meetings of their governing bodies;

(e) Organizing and participating in inter-secretariat committees, inter-agency technical working groups and task forces whose purpose is to monitor progress of joint activities and projects and elaborate on new bilateral arrangements or discuss new modalities and procedures for co-operation.

25. The Inter-Agency Programme Co-ordination Section also acts as a liaison with and receives back-up support from other units within the UNIDO secretariat. These include:

(a) The Office of the Special Representative of the Executive Director in Geneva (for relations with organizations in Geneva);

(b) The Liaison Office in New York (for relations with the General Assembly and other Headquarters bodies);

(c) The Programme Development and Evaluation Branch (insofar as substantive co-ordination with UNDP is concerned);

(d) The Investment Co-operative Programme Branch (as regards co-operation with the World Bank);

(e) The Special Advisory Group on Energy (on energy-related matters dealt with elsewhere in the United Nations system);

(f) The Division for Industrial Studies (for liaison with the regional commissions).

B. Office of the Special Representative
of the Executive Director in Geneva

26. A number of developing countries have not found it possible so far to establish resident missions in Vienna accredited to UNIDO. They have hence resorted to an interim economic solution by concurrently accrediting their missions at Geneva, whose main functions are to maintain representation to UNCTAD, and to cover UNIDO at Vienna as well. At present these missions number 20 altogether. There is similar accreditation to UNIDO from Bonn, Brussels, Paris, Rome etc. One of the functions of the Office is to maintain regular contact with these missions, providing information and documentation and assisting in project and programme development. In this respect, it partly exercises the function of the Governments and Intergovernmental Organizations Relations Section at Headquarters. Several of the agencies with which UNIDO has ongoing activities, such as UNCTAD, the International Labour Organisation (ILO), the World Health Organization (WHO) and the World Intellectual Property Organization (WIPO), are located at Geneva, and in addition, the Economic and Social Council meets every year and the UNDP Governing Council meets in alternate years at Geneva to discuss, among other items, UNIDO. The ACC and joint CPC/ACC meetings are also held at Geneva as are the meetings of the subsidiary mechanisms of ACC. The Office provides an opportunity for cost-effective high-level representation. It also helps to cut down on the need for headquarters personnel to attend meetings at Geneva, thus affecting considerable savings.

C. The Liaison Office at New York

27. The Office plays a very important role in co-ordinating and facilitating contacts with United Nations Headquarters and UNDP. It has an especially burdensome task during the General Assembly, although its work-load is heavy throughout the year. The spring sessions of the Economic and Social Council, followed by the Governing Council of UNDP, the sessions of CPC and the meetings of various ad hoc intergovernmental groups all through the year, keep this office fully occupied. Negotiations and contacts with various offices at United Nations Headquarters, such as the Executive Office of the Secretary-General, the Office of the Director-General for Development and International Economic Co-operation, the Department of International Economic and Social Affairs, the Department of Technical Co-operation for Development, the Department of Administration and Management, the Office of Financial Services, and the Office of Personnel Services are continuous throughout the year. The Liaison Office at New York also has responsibility vis-à-vis UNDP. In addition, contact is necessary from time to time with the Centre for

Transnational Corporations, the United Nations Children's Fund (UNICEF), the United Nations Fund for Population Activities (UNFPA) and the United Nations Institute for Training and Research (UNITAR) and with such United Nations offices as the Office of Secretariat Services for Economic and Social Affairs. New York is perhaps the only headquarter site of any system-wide organization which has the largest corps of permanent representatives. In the case of some countries, they maintain permanent representatives abroad only in New York. Communications from UNIDO headquarters can conveniently be transmitted through these representatives, in addition to the direct communication to a country's capital. The Liaison Office at New York provides invaluable assistance in establishing and continuing such contacts. It also provides back-up support for meetings of ACC and its subsidiary mechanisms.

IV. SPECIFIC LATERAL PROGRAMME CO-ORDINATION

28. In addition to the overall and triangular co-ordination between the two outposted offices in Geneva and Vienna and the Inter-Agency Programme Co-ordination Section in Vienna, there is also within the UNIDO secretariat a decentralized, theme-oriented network of co-ordination subsystems, each built around one of a number of major UNIDO programmes or activities such as the SIDFA programme, science and technology for development, energy, the Industrial Development Decade for Africa, the System of Consultations, the least developed countries programme, industry and the environment and industrial studies. Not all the priority programmes of UNIDO have implications for such lateral co-ordination, but the above activities necessitate direct and early contact and close co-ordination with other agencies or entities in the system, in order to utilize the relevant talent and expertise available in other parts of the system. Formal channelling of all such contacts through a single conduit might not be the most expeditious way of dealing with the problem. These programmes hence maintain direct substantive or technical contacts with their external counterparts but keep the Inter-Agency Programme Co-ordination Section informed on matters pertaining to formal inter-agency co-ordination. They also use the Inter-Agency Programme Co-ordination Section as a channel of inter-agency communication whenever appropriate, as well as contribute to its reporting responsibilities in these respective substantive areas. Some information on these programmes are given in the following paragraphs.

A. SIDFA and Junior Professional Officer Programme

29. The UNIDO SIDFAs are a corps of highly qualified field representatives, capable of providing Governments and other development partners with policy advice on a wide range of industry-related issues. They are also the most immediate link of UNIDO not only with the authorities of the countries they serve but also with the field representatives of UNDP and other United Nations agencies, not to mention the field representatives of donor countries and other international organizations. Thus they constitute an important element in the UNIDO co-ordination machinery at the field level.

30. The role of the SIDFA has grown in importance proportional to the growing need for increasingly cost-effective resource utilization in the UNIDO technical co-operation programmes. Yet the small number of SIDFAs available relative to the large number of developing countries to be served has all too often meant assigning one SIDFA to cover several countries, which risks spreading efforts too thin. Although the increasing demands for the service of SIDFAs led in 1977 to the decision of the Industrial Development Board to increase the number of posts from 30 to 60, financial stringency has in fact inhibited this. This situation has been further aggravated by the permanent difficulties of UNDP, which has been the main source for funding for SIDFAs. Some alleviation to this problem has been obtained through the UNIDO regular budget in the last two years and voluntary contributions, but the optimal number of SIDFA posts is nowhere near realization. As far as possible SIDFAs have been nominated to represent UNIDO at meetings in their regions.

31. Junior professional officers, who now number more than SIDFAs, are as their name implies young professionals, invariably financed by their Governments, who are placed in the field usually as an assistant to a SIDFA. They gain valuable insights into the working of the United Nations multidisciplinary system and hence may subsequently become either good international civil servants or assets to the national civil service. Meanwhile, they supplement the serious shortage of field staff that the Organization has, and their youth and enthusiasm contribute to the Organization. Junior professional officers are given training prior to their assignments and return to UNIDO headquarters later for debriefing.

32. Direct communication is maintained between the SIDFAs, the junior professional officers and the various sections of UNIDO, but formal periodic reporting is channelled through the Field Reports Monitoring Section, established within the Division of Policy Co-ordination in 1976.

B. Science and Technology for Development

33. In line with the Vienna Programme of Action on Science and Technology for Development, ^{1/} which emphasized the need to strengthen the technological capabilities of the developing countries, UNIDO has paid considerable attention to promoting joint and co-operative activities with other United Nations agencies and organizations, within and outside the framework of the ACC Task Force on Science and Technology for Development. As already mentioned, UNIDO has played and continues to play an active role within the framework of the ACC Task Force and its four technical working groups in identifying, formulating and promoting projects for inter-agency action. Of the 24 project proposals developed by the four technical working groups, UNIDO has been designated as lead agency for 3 and identified as participating agency for 16 others.

C. Energy

34. Subsequent to the Third General Conference, the Industrial Development Board decided that energy-related activities should become a priority sector - a decision thereafter confirmed by the General Assembly in its resolution

35/66 A - and in April 1980 the Executive Director created the Special Advisory Group on Energy within UNIDO to initiate and co-ordinate a comprehensive energy-related programme.

35. In keeping with recent resolutions of the General Assembly, co-ordination activities are focused on new and renewable sources of energy. UNIDO has been an active participant in the meetings of the newly established Intergovernmental Committee on the Development and Utilization of New and Renewable Sources of Energy and in the projects of the Inter-agency Group on New and Renewable Sources of Energy, organized and maintained by the Department of International Economic and Social Affairs. At the bilateral inter-agency level, UNIDO has co-operative activities in the energy field with most of the entities in the United Nations system.

D. Industrial Development Decade for Africa

36. In declaring the 1980s as the Industrial Development Decade for Africa (General Assembly resolution 35/66B), the General Assembly called on UNIDO, the Economic Commission for Africa (ECA) and the Organization of African Unity (OAU) to co-ordinate activities in connection with joint programmes and projects relevant to the programme of action for the Decade.

37. In November 1980, the Executive Director of UNIDO convened a task force with the objective of devising an integrated programme for the Decade. Specifically, the task force was to concern itself with services, projects, programmes and co-ordination of efforts between the United Nations development system and African governmental institutions. A Co-ordination Unit was also created. An early contribution of the Co-ordination Unit has been a study entitled A Programme for the Industrial Development Decade for Africa (ID/287), in which representatives from ECA and OAU collaborated with UNIDO. The book was published in the third quarter of 1982 and is attracting attention throughout the African continent.

38. The Decade, now in its fourth year, provides a model co-ordination venture in range and scope. UNIDO, with its leading role in the industrial development sector, provides co-ordination between ECA, OAU, subregional organizations, African Governments and the eight United Nations organizations that have provided inputs to date (July 1983).

E. System of Consultations

39. Of all the major UNIDO programmes, the System of Consultations is perhaps the best example of extremely close inter-agency co-ordination and co-operation. Among the most active co-operating agencies and organizations are UNCTAD, ILC, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank, WIPO and the International Trade Centre UNCTAD/GATT (ITC), each within its own sphere of competence.

40. At present, there are in operation no fewer than four multi-agency technical working groups, which have been established specifically for the System of Consultations in support of its work in five of the major sectors it covers. These are:

UNIDO/FAO/World Bank Working Group on Fertilizers

UNIDO/FAO/UNCTAD/International Trade Centre Working Group on Food Processing Industries

UNIDO/ILO/FAO/UNCTAD/ITC/Standing Committee on Hides, Skins, Leather and Leather Products Industry

UNIDO/ILO/UNESCO Working Group on the Training of Industrial Manpower

UNIDO/WHO Working Group on Production of Pharmaceuticals and Bio-Medical Equipment (which has been extended to include small technical working groups on Oral Rehydration and Medicinal Plants)

41. In addition, FAO and UNIDO have set up, for the same purpose, three bilateral working groups on agricultural machinery and implements, forest and pulp and paper industries, and the fisheries industry.

42. The two remaining UNIDO model forms of contract for the construction of a fertilizer plant - the semi-turnkey and the licensing agreement - have been completed, taking into account the work of the Centre on Transnational Corporations, UNCITRAL and WIPO and the negotiated positions of the parties as reflected in the previous model forms of contract.

43. The work of UNCTAD and WIPC has been taken into account in the preparation of contractual arrangements for the setting up of plants for the production of bulk drugs or intermediates and the licensing agreements for the transfer of technology for the formulation of pharmaceutical dosage forms. Due attention has been given to the work done by WHO in preparing papers on medicinal plants and biologicals.

44. In conformity with the recommendations of the Industrial Development Board, UNIDO is collaborating with the UNCTAD Division of Manufactures in the study of trade and trade-related aspects of industrial co-operation at the enterprise level.

45. With regard to the International Hides and Skins Development Scheme, the Leather Panel under the System of Consultations had recommended that UNCTAD consider the inclusion of hides and skins and leather as a commodity group eligible for development funding in the Integrated Programme for Commodities. The resolutions on the Integrated Programme for Commodities adopted by consensus at the sixth session of UNCTAD reflect the acceptance of this proposal.

46. Close co-ordination has been maintained between FAO and UNIDO in the fisheries industry through the Joint Working Group on the Fisheries Industry. The Working Group met in Rome in January 1983 in order to review the

activities of the two organizations in preparation for two main international meetings planned for the period 1983-1985, namely, the FAO World Conference on Fisheries Management and Development and the UNIDO First Consultation on the Fisheries Industry.

47. With regard to the training of industrial manpower, the First Consultation was convened by UNIDO at Stuttgart in November 1982, in close collaboration with ILO and UNESCO through the establishment of an informal inter-secretariat working group. This collaboration will be continued in line with the recommendations of the First Consultation and in preparation for a Second Consultation.

48. It is obvious from these examples that the largely positive response from the various organizations has enabled the System of Consultations to strengthen the central co-ordinating role of UNIDO in the field of industrial development.

F. Least developed countries

49. Within the framework of the Substantial New Programme of Action for the 1980s for the Least Developed Countries, UNIDO, along with UNCTAD and other international organizations concerned, actively assisted the least developed countries, upon their request, in preparing country programmes for submission to the various preparatory review meetings for the United Nations Conference on the Least Developed Countries, held in Paris in September 1981, at which the Substantial New Programme of Action for the 1980s was adopted. UNIDO also participated in this meeting, as well as in some of the subsequent round tables organized under UNDP auspices in favour of a number of least developed countries. Through its Least Developed Countries Section, which also serves as its focal point for the Substantial New Programme of Action, UNIDO also participated in the mid-term review of the programme held in 1983.

G. Industry and the environment

50. UNIDO is actively participating in the global effort, under the auspices of the United Nations Environment Programme (UNEP), to protect and preserve the environment of our planet.

51. Environmental aspects of specific industrial sectors have been under review since 1975 in the framework of a permanent consultative process in which experts from Governments, industry and relevant international institutions take part. UNIDO is taking an active part in these sectoral consultations, convened by the UNEP Industry and Environment Office, which have led to the publication of balanced reports, overviews, technical reviews and guidelines.

52. Now that there is greater familiarity with the environmental issues of industrial development, siting and operation, as well as with existing cost-effective solutions, it is essential that environmentally sound industrial concepts and practices be promoted at regional and national levels.

53. Useful co-ordination has thus been established between the UNIDO Industrial and Technological Information Bank (INTIB) and the UNEP industry and environment file, a computerized information system including evaluated bibliographic references and topic files on pollution abatement and control technologies and environmental standards for specific industries. INTIB and UNEP exchange queries received and cross-fertilize the responses; there is scope for making this co-ordination tighter through more direct co-operative procedures.

54. Within the framework of ACC, UNIDO contributes to the establishment and implementation of the system-wide medium-term environment programme, through thematic joint programming, particularly in programme areas such as industry and transportation and working environment. Detailed work plans are harmonized with UNEP through periodic meetings of the Joint UNEP/UNIDO Committee on Co-operation, whose sessions have been alternately held at UNIDO headquarters and the UNEP Industry and Environment Office in Paris.

H. Economic co-operation among developing countries

55. UNIDO was one of the first United Nations organizations to promote economic development among developing countries. From as far back as 1972, with the active support of the developing countries themselves, the organization has built up an active programme in this field.

56. In all the projects for economic co-operation among developing countries, close lateral co-operation is maintained between the Section for Economic Co-operation among Developing Countries and other parts of UNIDO concerned with technical co-operation, the System of Consultations, technology development, energy, least developed countries etc. In the organization of solidarity meetings, representatives of regional commissions, international development financing institutes and, indeed, all co-operating Governments participate, which involves continuous co-ordination both within UNIDO and with agencies and Governments. The Inter-Agency Programme Co-ordination Section and other units help facilitate arrangements for the meetings, although the main responsibility for action on programmes for economic co-operation among developing countries rests with this Section.

V. CONCLUSIONS

57. Success in co-ordinating the programme activities of autonomous agencies in any given field depends, in the final analysis, on the basic attitudes of the agencies concerned, that is, on their willingness to co-operate and compromise rather than to compete and confront.

58. In the industrial development of the developing countries, the efforts of UNIDO in the years since Lima to co-ordinate, according to its mandate, the activities of the organizations and agencies of the United Nations system have registered encouraging results, but they have not been commensurate with the central co-ordinating role assigned to UNIDO. It may be useful at this stage to review some basic constraints to co-ordination.

59. Owing to the recession, the development co-operation programme of the United Nations system experienced an extremely grave financial squeeze, which still continues. Specifically, the resources of UNDP dropped to an alarming degree, with the result that UNIDO, and other executing agencies as well, had to scale down drastically activities that had been programmed for financing from this source.

60. What this state of affairs produced in its wake as far as inter-agency co-operation and co-ordination were concerned was a tendency towards a form of protectionism and isolationism at the programme implementation level, where, unfortunately, scepticism about co-ordination is traditional. There was a perceptible hardening of attitudes towards co-ordination, particularly where sub-contracting of project components to other agencies was concerned. This stems no doubt from a desire of agencies to protect their share of the volume of technical assistance delivery and hence their share of support cost earnings in a period of diminished resource availability. Thus self-interest and self-preservation in times of budgetary crises were and are potent factors. But such attitudes are regrettable, nonetheless, since precisely at such times the need, from a system-wide point of view, is for closer rather than lesser co-ordination in order to maximize the cost-effectiveness of the fewer resources available, in the interests of the recipient developing countries.

61. It is not only in the field of project implementation that there is competition for the limited global resources that are available but also in the area of research, studies, seminars, workshops and other similar activities. There is a constant effort to appropriate the maximum resources in order to keep a particular programme alive.

62. The element that gives rise to such co-ordination problems is that of parallel mandates. Many agencies and organizations now hold mandates from their respective governing bodies that in effect require them to carry out activities similar or identical to those of other agencies in such fields as transfer and development of technology, consultations, energy, manpower development, scientific research etc. This has led to some degree of overlap because agencies are obliged to carry out mandates handed down by their governing bodies, even if that means covering some of the same ground that the others have already covered. The need here is for agencies to look for complementary areas of activity rather than engage in similar exercises, but the demarcation has to be made by Member States.

63. The reverse of this situation is where two or more agencies pursue conflicting policies in relation to a particular country. Of course the obvious answer to this is that the country concerned is the final arbiter of its own policy.

64. Besides the areas identified above, there are a few others that call for careful attention in the years ahead. These include improving co-ordination and harmonization of programmes between UNIDO and the regional economic commissions with particular reference to the joint industry divisions; keeping under continuous review the role of the United Nations resident co-ordinators; strengthening the SIDFA programme as a major element in co-ordination at the field level; and updating and strengthening the agreements and memoranda of understanding between UNIDO and other organizations and agencies of the United Nations system in the field of industrial development.

65. The pattern of current co-ordination in UNIDO perhaps also needs review. The arrangements in existence now for nearly eight years need to be looked at afresh not only in the light of the experience gained but also in view of the current global resource picture. As will have been noted from the preceding chapters, there is a system both of centralized co-ordination and lateral co-ordination in key programmes. The rationale for the existence of both types of co-ordination has been indicated.

66. It has been recognized at a policy level in UNIDO that changes are required and some changes were in fact tentatively proposed. This did, however, mean that some marginally additional resources were required, but in a period of austerity and zero growth these requests did not receive favour. If, however, it is recognized that some minimal expenditure now on improved co-ordination could lead to considerable savings in other major programmes, both in UNIDO and elsewhere, then indeed this task of improved co-ordination must be taken up forthwith.

Note

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

Annex

INTER-AGENCY COMMITTEES, MEETINGS AND JOINT WORKING GROUPS

<u>Agencies</u>	<u>Title</u>	<u>Year started</u>
<u>Committees and meetings</u>		
ILO/UNIDO	Joint Working Party	1968
FAO/UNIDO	Intersecretariat Committee	1969
UNESCO/UNIDO	Intersecretariat Committee on Co-operation	1970
ITC/UNIDO	Liaison meetings	1977
UNEP/UNIDO	Joint Committee on Co-operation	1980
IMO/UNIDO	Intersecretariat meetings	1980
WHO/UNIDO	Intersecretariat Co-ordinating Committee	1981
UNCITRAL/UNIDO	Intersecretariat meetings	1982
IFAD/UNIDO	Intersecretariat meetings	1983
<u>Inter-agency working groups set up specifically in support of the UNIDO System of Consultations</u>		
UNIDQ/FAO/World Bank	Working Group on Fertilizers	1971 *
UNIDO/ILO/UNESCO	Working Group on the Training of Industrial Manpower	1978
UNIDO/FAO/UNCTAD/ITC	Working Group on Food Processing Industries	1979
UNIDO/FAO/ILO/UNCTAD/ITC	Standing Committee on Hides, Skins, Leather and Leather Products Industry	1979
<u>Other inter-agency working groups</u>		
UNCTAD/UNIDO/WHO/ United Nations Action Programme for Economic Co-operation	Inter-Agency Task Force on Pharmaceuticals	1976
FAO/UNIDO	Joint Technical Working Group on Forest and Pulp and Paper Industries	1977
FAO/UNIDO	Joint Technical Working Group on Food and Agricultural Products Conservation and Processing Industries	1977
FAO/UNIDO	Joint Technical Working Group on the Fisheries Industry	1978
FAO/UNIDO	Joint Technical Working Group on Agricultural Machinery and Implements	1982

* Already in existence when the System of Consultations was established.

