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ACC. 1498/0004

United Nations Press Release

Department of Public Information
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United Nations, New York

SG Statement
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SG/SM/4012
ECOSOC/5023
23 June 1987

SECRETARY-GENERAL'S STATEMENT AT OPENING OF SECOND REGULAR SESSION OF ECONOMIC AND SOCIAL COUNCIL, 23 JUNE, GENEVA

Following is the text of the statement by Secretary-General Javier Perez de Cuellar, delivered to the opening today in Geneva of the second regular 1987 session of the Economic and Social Council:

It is a great pleasure for me to address the Council under your leadership. The various items to be considered at this session reflect the complex and difficult challenges confronting the international community. I am sure, Mr. President, that the Council will benefit greatly from your experience and guidance as it considers these issues that affect the well-being of all mankind.

General Assessment of World Economic and Social Situation

A year ago, prospects for expansion in the world economy were more encouraging than they are today. There was recognition by the leaders of the major market economies of the need for co-operative approaches towards harmonizing policies and reducing existing imbalances in the international economic situation, and some specific measures were formulated to this end. In addition, actions were to be taken regarding the difficulties confronting developing countries within a framework of adjustment with growth and with due consideration given to the social aspects of development. Agreement at Uruguay to launch a new round of trade negotiations gave promise of reducing barriers and stimulating world trade. The special session on Africa resulted in a mutual agreement between African countries and the international community to tackle the problems of that troubled continent.

Some progress has been made in a number of areas. The process of consultation and co-ordination among major market economies has improved. There has been a major realignment of the dollar versus other key currencies as well as a decline in international interest rates. Many developing countries are pursuing courageous adjustment programmes. Several developing countries, including some of the largest, recorded rapid growth in 1986. Net material product in the centrally planned economies of Eastern Europe rose by more than 4 per cent.

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In spite of these improvements, however, the present situation and the immediate outlook are deeply disturbing. The exceptional strains and uncertainties affecting the international economy are not yet being addressed in a manner that could restore sustained buoyancy to the world economy, reactivate the development process and inspire confidence in the mechanisms of international trade and finance.

The World Economic Survey identifies some of the dangerous implications of present trends. The global economy seems to be set on a slow growth path, and there is considerable risk that growth may slow down further. That risk stems from the persistence of large external and internal imbalances, unstable exchange rates, a high degree of uncertainty in financial and capital markets, mounting protectionist pressures and the depressed state of key commodity markets.

For some time now it has been generally agreed that adjustment in the world economy should be pursued through growth. However, this is not happening. As I indicated earlier, there was some good news in the world economy last year. In Asia, many countries did quite well, and in the developed countries there was relief that the steady but slow growth of recent years continued. But in the heavily indebted developing countries and in most of the commodity exporting countries the adjustment continued to take the form of severe contraction.

At the same time, the continued difficulty in implementing co-ordinated adjustment policies by the larger trading nations is deeply worrying. Unless these adjustments are carried out in a timely and orderly fashion, there is a patent risk of growing disorder and possibly even recession in the world economy, at a time when developing countries are more vulnerable than ever.

The weakening of many commodity markets seems to be a long-term trend and poses acute problems for the large number of developing countries that depend principally on commodity exports. The World Economic Survey estimates that the terms of trade losses of developing countries in 1986 were of the order of \$90 billion. Previous approaches to the commodity problem have been largely directed towards price stabilization, although it has long been recognized that this should be accompanied by diversification and increased processing in the longer-term. This involves essentially adjustments in the structure of production and will require external financing which should be forthcoming. Since this process will take time, there is immediate need for action to protect earnings of the countries dependent on commodity exports.

The flow of resources into developing countries has been abruptly curtailed in recent years to the point where many of those countries have a negative cash flow and have to run trade surpluses to pay the interest on their debt. This is having a depressing effect on developed economies as well. At a time when some industrial countries have large financial surpluses, consideration should be given to directing part of them to

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developing countries, particularly through multilateral institutions. I am glad to see that some initiatives are developing in that direction, and wish to encourage further concrete efforts by all of the parties concerned.

With reference to the United Nations Programme of Action for African Economic Recovery and Development 1986-1990, I am concerned to see that the international community has failed to provide adequate support, particularly as regards financing, for the efforts at structural adjustment that the Governments of the African countries are making in order to establish a sound basis for growth and development.

At the International Conference of African Economic Recovery and Development that was held recently at Abuja, one year after the adoption of the Programme, the participants express the view that the failure could jeopardize all the efforts now under way to serve African economy on the road to growth and development. I have set up a high-level group of experts to advise me on this matter and I look forward to receive its report by the end of the year. Immediate action is essential and I hope that all countries will take steps forthwith to provide the requisite support.

This assessment would not be complete without a mention of the lack of attention being given to certain social problem which, while they are only just emerging, are likely to have serious consequence.

Action must also be taken to relieve the debt burden which weighs so heavily on many developing countries, especially in Africa and Latin America. For many of these countries, recovery and growth is simply not possible without additional long-term concessional financing, including the reduction of their debt burden. Moreover, additional concessional financing is needed to complement and take up the slack in private flows.

Insufficient attention continues to be paid to emerging social problems and their consequences. For example, population trends pose serious constraints on efforts to improve the well-being of people in many parts of the world. Around the middle of 1987, the birth of a baby will make the world population over 5 billion. Like the birth of any child, it will be an occasion for celebration. But it is also a time to think of the future. The aging of populations is perhaps one of the most serious demographic issue of our time. So also is youth unemployment. The problems of drug abuse and trafficking, and of crime prevention and control have long been acknowledged but still plague our societies. The full integration of women into the development process remains more a potential than a reality.

Today, we are all aware of the serious threat which the AIDS epidemic poses to all of our societies. I would like to congratulate Dr. Mahler for the lead he has taken in mobilizing the international community. This is clearly a global problem which will require a global response.

If the picture which I have drawn is bleak, it is because I believe it is my obligation to be realistic in assessing the present situation. I remain optimistic, however, that the international community has the capacity to overcome these difficulties. I am impressed by the wide range of consensus

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which exists on the nature of the problems and what must be done. Important initiatives are being considered in many forums which, if fully implemented, would contribute significantly to solutions.

As I indicated earlier, a new round of international trade negotiations is under way in the General Agreement on Tariffs and Trade (GATT). These negotiations will undoubtedly take time. However, given the immediate threat of increased protectionism, some early results would be highly desirable. In this regard, the effective implementation of the agreements on standstill and roll back should be actively pursued. Another promising avenue for early action is in the area of agriculture where a broad consensus is emerging for the gradual elimination of domestic support policies so as to encourage production based on comparative advantage.

I raised many of these concerns in my communications to the participants at the recent summit conference of the seven major industrialized countries held in Venice. I am encouraged that these issues were considered and note that some constructive conclusions were reached. At the same time, I must express my disappointment that the response was not as exhaustive and decisive as had been hoped. The important thing, however, is that there be prompt implementation of the policy commitments made and intensified effort to find common solutions to the problems that still need to be addressed.

At their recent meeting in Berlin, the States parties to the Warsaw Treaty also took up questions relating to the elimination of underdevelopment and the institution of a new international economic order. Member States would be informed of the results of that meeting.

Immediately after this session of the Economic and Social Council, the Seventh United Nations Conference on Trade and Development (UNCTAD) will convene. The Conference will focus on the revitalization of growth, development and international trade. As such, it offers an opportunity for all Governments to work constructively towards a meeting of minds and concrete results on these issues. I urge all Governments to approach this meeting in a constructive spirit and to participate in the Conference at a very high level in order to enhance the prospects of achieving a solid consensus. I cannot emphasize too forcefully the importance of reaching agreement on elements that can give strong impetus to the urgently needed revitalization of developing countries.

I am also very hopeful that the results of the Interregional Consultation on Social Welfare Policies and Programmes to be held in Vienna in September will provide direction in facing the challenges confronting social policy and social development.

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Challenges of Future

Just as we must have the courage to act, we must have the vision to look ahead. The international community must be more responsive to the increasingly complex problems of today but, equally important, better prepared for the challenges of the coming decades.

In the past, many of the greatest shocks to the international community have been unanticipated. Natural and man-made disasters strike without warning and new world-wide epidemics may, as we see today, spread contagious diseases over the globe with amazing speed. Such events, by their very nature, are almost impossible to prevent. At the same time, knowledge about the causes and the capacity to prepare for the unexpected has increased dramatically. The sharing of scientific knowledge and the implementation of practical programmes of preparedness, to include monitoring and early-warning systems, must become a priority of the world community.

There are some fairly foreseeable economic and social trends in the world which should be taken into account in defining an agenda for future action. The spectacular increase in communications of all kinds is obviously leading to an ever greater internationalization and interdependence of economic and social activities. This is adding new complexities in the conduct of national policies, but it has also created a range of mutual and common interests which offer great promise for constructive joint action. The management of interdependence so as to accommodate the interests of all countries would undoubtedly contribute to realizing the full potential of common effort.

Knowledge about the interaction between economic activity and the ecological system has increased enormously as has concern about what will be left to future generations. The recently issued Brundtland report is a clear statement that the world is not on a path of sustainable growth and development and that there must be a better reconciliation of economic, social and environmental goals.

There should not be a dogmatic distinction between economic and social development. Social development goes beyond a question of altruistic humanitarian concern. The social progress and the development of human resources is both a means towards and an end of development. But more has to be done to ensure the better integration of economic and social considerations, whether it be lasting solutions to the refugee problem, the eradication of illiteracy or the full integration of women into economic and social life, for example. The changing role of the family as societies become more complex deserves critical examination in the context of overall development.

International relations, traditionally the preserve of national Governments, are less so every day. International companies and banks have become important actors, but so are the many important organizations of scientists and specialists and the even more numerous organizations of ordinary men and women who are engaged in such causes as fighting famine and

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poverty, promoting development at the grassroots level or building a world-wide constituency for peace. The increasing role of non-governmental groups opens up new opportunities for their greater participation in tackling some of the major economic and social problems of the day.

The speed with which changes are occurring in the international economy has complicated the search for economic security. In the future all countries will have to strive towards a high degree of adaptability. For instance, the rapidity of scientific and technological discovery is having a profound impact on the competitiveness of countries. It is essential that all countries have the opportunity to benefit from this dynamic process. At the same time a measure of stability and predictability, including the observance of agreed rules of behaviour, is necessary to the orderly conduct of international transactions. Governments have therefore to work consciously to reconcile the imperatives for both change and stability.

These are some general thoughts. They are not meant to be comprehensive. Nor are they meant to denigrate the importance of the unfinished business of today. But we need to begin now to develop a vision of the future for it is only thus that we can prepare to meet the challenges that lie ahead.

In the coming months, we will be consulting with delegations through the Committee for Programme and Co-ordination (CPC) on the outline of the introduction to the Medium-Term Plan for 1990-1995. These consultations will provide an opportunity to incorporate this vision into the future work programme of the Organization.

Future of the United Nations

Such a vision of the future is also needed to guide the efforts to restructure the United Nations currently under way.

When I addressed the Council last year, the United Nations was facing a serious crisis. The immediate issue was liquidity. Progress has been made on that front as a result of reduced expenditures, on the one hand, and of support from many Member States, on the other. The financial viability of the United Nations will not be secure until all Member States agree to fulfil their financial obligations as set out in the Charter promptly and in full. This matter continues to be one of serious and immediate concern.

The more long-term issue involved a crisis of confidence in the United Nations itself and, to some extent, in the validity of multilateral co-operation. In adopting General Assembly resolution 41/213, Member States reaffirmed their basic support of the Organization and agreed on a series of practical steps to improve its functioning and thus restore confidence in its ability to deal effectively with the issues entrusted to it.

In my progress report on the implementation of General Assembly resolution 41/213, I have indicated the steps which I have already taken as

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well as other measures envisaged with respect to the restructuring of the Secretariat. I do not propose to review these measures now. They have been considered by the Committee for Programme and Co-ordination (CPC) and the report of CPC is before the Council. I would only make a general comment. It is important to maintain the momentum of action which has been achieved. Renewal and reform must be a continuing and dynamic process following an orderly and sequential approach.

In addition to the recommendations dealing with the structure of the Secretariat, the Group of Experts called for a careful and in-depth study of the intergovernmental structure in the economic and social fields. This task has been entrusted to the Special Commission established by the Economic and Social Council. I have been following closely the work of the Commission and am impressed by the seriousness of purpose and commitment shown by Member States as they undertake this difficult task.

I would like to take this opportunity to share some of my thoughts on the subject in the hope that this might be helpful to the work of the Commission.

I begin with a basic perception that it is a fundamental purpose of the United Nations to provide a structure for Member States to meet, to exchange views and which can, in the words of the Charter, "to be a centre for harmonizing the actions of nations". The vast array of intergovernmental bodies which now exist were established to facilitate this process and reflect the specific concerns of Member States as perceived at the time the various bodies were established. There is undoubtedly scope for streamlining and rationalizing the overall structure. It would also be useful to review mandates to determine their continuing relevance and validity. But throughout this process, it is of critical importance to preserve the capacity of the United Nations to serve as a meeting place of the world where countries can share perceptions and seek common solutions to problems.

To this end, Member states need to agree on the priority issues to be collectively considered now and in the future. In addressing the recent session of the Committee on Programme and Co-ordination, I suggested three criteria which might guide this process. The first, and most important, involves the judgement of Member States as to what is of importance to them. Secondly, consideration should be given to the capacity of the Organization to achieve these objectives. Finally, consideration should be given to whether some areas may not lend themselves to action in the United Nations even though they may be of high intrinsic value. This is a politically difficult undertaking; however, I believe it is essential to maximizing the effectiveness of the United Nations as a whole and of the intergovernmental structure in particular.

In reviewing the intergovernmental structure, careful consideration needs to be given to the problem of representation at meetings. The sheer number of meetings and their duration has come to tax the capacities of many Member States to participate and to contribute to the final outcome. The convening of "expert" bodies which do not attract the participation of technical

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specialists is of dubious value. However noble the effort to treat all matters deemed important, the intergovernmental structure must conform to what Member States can do if its work is to be meaningful and effective.

The Commission is called upon to consider the functioning as well as the structure of intergovernmental machinery. I believe that significant steps can be taken to improve methods of work so as to make the best use of the time and resources available. The Economic and Social Council has already taken important measures in this regard, in particular on to the organization of its work in relation to the General Assembly. But more needs to be done and the effort must be extended to all intergovernmental bodies in the economic and social fields. The issue is not simply one of efficiency. The careful scheduling of meeting, greater selectivity in agendas, biennialization, better co-ordination in the consideration of an issue by various bodies, the elimination of duplicative debates and other such improvements in procedure would enhance the usefulness of deliberations and the quality of substantive conclusions.

There is a clear interrelationship between the review of the intergovernmental machinery and that of the Secretariat support structure. The primary responsibility of the Secretariat is to service the needs of Member States as expressed through decisions by intergovernmental bodies. I have taken note of the concern expressed by some that the restructuring of the Secretariat should not be finalized until the review of the intergovernmental structure has been completed. I am enjoined, however, by General Assembly resolution 41/213, to proceed with the restructuring of the Secretariat, and I believe that the organization of the Secretariat is part of my responsibility as Chief Administrative Officer of the United Nations. But I wish to assure you that I will ensure that the Secretariat will respond fully to the requirements which follow the intergovernmental review.

The expansion in the range of economic and social issues of concern, the recognition that these issues must be addressed in a comprehensive multidisciplinary manner, and the proliferation of Secretariat and intergovernmental bodies have all served to highlight the importance of co-ordination. Co-operation and co-ordination among the various Secretariats are crucial. But it is not enough just to promote co-ordination at the United Nations level and even less at the United Nations Secretariat level unless a parallel effort is made within the Governments of Member States to harmonize the positions taken by their representatives in the various intergovernmental forums.

The Charter assigns this Council a pivotal role in the functioning of the intergovernmental machinery in the economic and social fields. These responsibilities were reaffirmed and clarified in General Assembly resolution 32/197. It would be useful to review these responsibilities and to consider ways in which they might be exercised more effectively.

The Economic and Social Council was conceived as the central forum for the discussion of international economic and social issues of a global or

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interdisciplinary nature and to monitor and evaluate the implementation of overall strategies, policies and priorities. It receives inputs from all relevant subsidiary bodies including those of the General Assembly and is called upon to assist in the preparation of the work of the General Assembly. The Council is to ensure the overall co-ordination of the activities of the organizations of the United Nations system in the economic, social and related fields. It is to carry out policy reviews of operational activities throughout the United Nations system.

It is generally agreed that the performance of the Council has not lived up to expectations. This is perhaps understandable given the awesome nature of the responsibilities outlined above. But I would submit that improvements are possible and would suggest that consideration be given to the following general issues.

There is need for a clearer division of labour between the Economic and Social Council and the General Assembly, on the one hand, and the Economic and Social Council and the subsidiary intergovernmental machinery on the other. Reports of all subsidiary bodies, both those of the the Economic and Social Council and the General Assembly, should serve as a basis for substantive deliberations in the Council with a view to identifying those major policy issues which should be brought to the attention of the General Assembly. As a matter of principle, it might be agreed that the reports themselves should not be considered by the General Assembly. Implicit in this approach is that the subsidiary intergovernmental machinery should serve as the forums for specialized consideration of the various sectoral issues. Similarly, the regional commissions, in addition to their regular responsibilities, have a critical role in advising on issues from their particular geographic perspective. The Council could thus serve its role as the central forum ensuring that consideration is given to all relevant inputs -- from regional commissions, from subsidiary bodies, from appropriate entities of the United Nations system -- so as to facilitate a coherent, interdisciplinary approach to problems which should also assist in defining the issues to be considered by the General Assembly.

To achieve this, the Council will need to consider ways to better organize its work so as to permit a balance between the need for a continuous monitoring of all activities in the economic and social fields and the need for in-depth consideration of priority substantive issues. In this context, consideration might be given to the convening of short subject-oriented sessions on specific issues when necessary and appropriate. Previous consideration of such meetings was in the context of the pruning of subsidiary machinery and did not succeed. But the idea might be pursued anew in the context of improving the capacity of the Economic and Social Council to carry out its responsibilities.

With regard to operational activities, the Council might wish to consider ways of consolidating its consideration of all reports of the relevant organizations on their activities in this area so as to permit a comprehensive overview of the operational activities of the United Nations system in order

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to address issues of common concern. To this end, it may be useful to consider the establishment of a standing committee of the Council to deal with operational activities.

In its resolution 32/197, the General Assembly proposed a number of measures to improve the work of the Economic and Social Council, many of which have yet to be acted upon. Given the current atmosphere in which the need to improve the functioning of the United Nations is more widely acknowledged than ever before, it might be useful for the Special Commission to re-examine some of these proposals.

Conclusion

I have sought to outline some of the basic tasks which the United Nations will have to undertake in the forthcoming months -- to respond to the urgent problems of today, to develop a vision for the future and to improve the organization of our work. The Economic and Social Council has an important contribution to make in all of these areas. I wish you all success in your deliberations and I look forward to working with you.

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NOTE POUR LE SECRETAIRE GENERAL
SESSION EXTRAORDINAIRE DU COMITE ADMINISTRATIF DE COORDINATION
21 JUIN 1987

JE DÉCLARE OUVERTE LA SESSION EXTRAORDINAIRE DU COMITÉ ADMINISTRATIF DE COORDINATION.

CHERS COLLÈGUES, JE TIENS D'ABORD À VOUS SOUHAITER LA BIENVENUE AU PALAIS POUR CETTE TRÈS BRÈVE SESSION DU CAC QUI, J'EN SUIS SÛR, NOUS DONNERA L'OCCASION FORT UTILE D'EXAMINER PLUS AVANT UNE QUESTION QUI NOUS TIENT À COEUR ET QUI EST D'UNE TRÈS GRANDE IMPORTANCE POUR NOS ORGANISATIONS, À SAVOIR LES CONDITIONS D'EMPLOI DU PERSONNEL.

VOUS VOUS RAPPELerez QUE C'EST LORS DE NOTRE DERNIÈRE SESSION, À ROME, QUE NOUS AVONS DÉCIDÉ DE NOUS RÉUNIR EN SESSION EXTRAORDINAIRE ET DE LA CONSACRER EXCLUSIVEMENT À L'ÉTUDE DE CETTE QUESTION. L'ORDRE DU JOUR PROVISOIRE, ÉTABLI PAR NOTRE COMITÉ D'ORGANISATION SUR LA BASE DE CETTE DÉCISION, EST PUBLIÉ SOUS LA COTE ACC/1987/9. PUIS-JE CONSIDÉRER QUE LE CAC ADOPTE CET ORDRE DU JOUR?

IL EN EST AINSI DÉCIDÉ.

SUR NOTRE DEMANDE, NOUS SOMMES SAISIS D'UN RAPPORT OÙ LE CCQA (PER) EXPOSE SA POSITION SUR UN CERTAIN NOMBRE DE QUESTIONS AYANT TRAIT AUX CONDITIONS D'EMPLOI DU PERSONNEL.

LE CCQA (PER) A ÉGALEMENT ÉTABLI À NOTRE INTENTION DEUX PROJETS DE DÉCLARATION DESTINÉS RESPECTIVEMENT À LA CFPI ET AU COMITÉ MIXTE DE LA CAISSE COMMUNE DES PENSIONS. COMME NOUS NE DISPOSONS QUE DE CET APRÈS-MIDI, JE PROPOSE QUE NOTRE DÉBAT PORTE PRINCIPALEMENT SUR LES DEUX PROJETS DE DÉCLARATION DONT JE VIENS DE PARLER, ET QU'IL TIENNE COMPTE DE LA POSITION DU CCQA.

[LE SECRÉTAIRE GÉNÉRAL FAIT ALORS UNE DÉCLARATION DE FOND EXPOSANT LES VUES DE L'ORGANISATION DES NATIONS UNIES.]

AVANT D'ENTENDRE LES VUES DES REPRÉSENTANTS DU PERSONNEL ET LA PRÉSENTATION DES DOCUMENTS DU CCQA (PER) PAR SON PRÉSIDENT, M. MUNTEANU, JE VOUDRAIS DONNER LA PAROLE À M. SRIVASTAVA, DE L'ORGANISATION MARITIME INTERNATIONALE, QUI DOIT MALHEUREUSEMENT NOUS QUITTER AVANT 17 H 30.

JE REMERCIE M. SRIVASTAVA.

JE PROPOSE D'ENTENDRE MAINTENANT LES VUES DES REPRÉSENTANTS DU PERSONNEL.

EN L'ABSENCE D'OBJECTIONS, IL EN EST AINSI DÉCIDÉ.

[LES REPRÉSENTANTS DE LA FAFI ET DU CCSA PRENNENT PLACE AUX SIÈGES QUI LEUR SONT RÉSERVÉS.]

JE DONNE LA PAROLE À MME SALA, PRÉSIDENTE DE LA FAFI.

JE DONNE MAINTENANT LA PAROLE À MME FRANGIPANI-CAMPINO, CONVOCATRICE DU CCSA.

Y-A-T-IL DES QUESTIONS OU OBSERVATIONS QUE LES MEMBRES DU CAC SOUHAITERAIENT ADRESSER AUX REPRÉSENTANTS DU PERSONNEL? COMME IL N'Y EN A PAS, JE VOUDRAIS REMERCIER LES REPRÉSENTANTS DU PERSONNEL DE LEUR EXPOSÉ.

JE DONNE MAINTENANT LA PAROLE À M. R. MUNTEANU, PRÉSIDENT DU CCQA (PER), POUR LUI PERMETTRE DE FAIRE UNE DÉCLARATION LIMINAIRE.

JE REMERCIE M. MUNTEANU.

JE DONNE MAINTENANT LA PAROLE À CEUX QUI SOUHAITERAIENT INTERVENIR DANS LE DÉBAT SUR LA QUESTION DONT NOUS SOMMES SAISIS.

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JE N'AI PLUS D'ORATEURS INSCRITS SUR MA LISTE. PUIS-JE CONSIDÉRER QUE LE CAC DÉCIDE D'ADOPTER LES DEUX PROJETS DE DÉCLARATION ADRESSÉS RESPECTIVEMENT À LA CFPI ET AU COMITÉ MIXTE DE LA CAISSE COMMUNE DES PENSIONS [AVEC LES AMENDEMENTS PROPOSÉS]? IL N'Y A PAS D'OBJECTIONS.

IL EN EST AINSI DÉCIDÉ.

AVANT DE CLORE LA SESSION, JE VOUDRAIS EXPRIMER MA GRATITUDE À NOTRE COLLÈGUE M. MAHLER, QUI A RÉUSSI EN TRÈS PEU DE TEMPS À ATTIRER L'ATTENTION DES DIVERS ORGANES DIRECTEURS SUR LA NÉCESSITÉ D'UNE STRATÉGIE MONDIALE POUR LA PRÉVENTION DU SIDA ET LA LUTTE CONTRE CE FLÉAU ET A MOBILISÉ À CETTE FIN L'APPUI INDISPENSABLE DU PUBLIC. DES INITIATIVES ONT AUSSI ÉTÉ PRISES PAR D'AUTRES COLLÈGUES DANS LEURS DOMAINES DE COMPÉTENCE RESPECTIFS. JE N'AI PAS L'INTENTION D'OUVRIR MAINTENANT UN DÉBAT SUR CETTE QUESTION.

JE VOUDRAIS CEPENDANT PROPOSER QUE NOUS L'EXAMINIONS À L'UNE DE NOS FUTURES RÉUNIONS, AFIN DE TIRER PARTI AUSSI EFFICACEMENT QUE POSSIBLE DE L'EXPÉRIENCE COLLECTIVE ET DES RESSOURCES DU SYSTÈME POUR LUTTER CONTRE CETTE ÉPIDÉMIE DANS LES MOIS ET ANNÉES À VENIR. JE VOUDRAIS PROPOSER QUE M. MAHLER, S'IL Y CONSENT, ENTREPRENNE LES CONSULTATIONS PRÉPARATOIRES AVEC LES ORGANISATIONS EN VUE DE FACILITER CES DÉLIBÉRATIONS.

JE VOUS REMERCIE. JE DÉCLARE LA PRÉSENTE SESSION CLOSE.

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NOTES A L'INTENTION DU SECRETAIRE GENERAL EN SA QUALITE
DE PRESIDENT DE LA VINGT-DEUXIEME SERIE
DES REUNIONS COMMUNES DU CPC ET DU CAC
22-23 JUIN 1987

JE DÉCLARE OUVERTE LA VINGT-DEUXIÈME SÉRIE DES RÉUNIONS COMMUNES
DU COMITÉ DU PROGRAMME ET DE LA COORDINATION ET DU COMITÉ
ADMINISTRATIF DE COORDINATION.

PERMETTEZ-MOI TOUT D'ABORD DE VOUS SOUHAITER LA BIENVENUE À
GENÈVE. JE SUIS CERTAIN QUE CETTE SÉRIE DE RÉUNIONS COMMUNES NOUS
PERMETTRA D'AMÉLIORER ENCORE LE DIALOGUE PERMANENT QUI S'EST ENGAGÉ
ENTRE LES MEMBRES DE NOS DEUX COMITÉS. NOUS SOMMES SAISIS POUR
CETTE SÉRIE DE RÉUNIONS COMMUNES DU POINT INTITULÉ "COORDINATION DES
ACTIVITÉS DU SYSTÈME DES NATIONS UNIES CONCERNANT LA MISE EN VALEUR
DES RESSOURCES HUMAINES, ET CONTRIBUTION DE CE SYSTÈME À LA
RÉALISATION DES OBJECTIFS ÉCONOMIQUES ET SOCIAUX DES PAYS EN
DÉVELOPPEMENT". C'EST LA SEULE QUESTION DE FOND INSCRITE À NOTRE
ORDRE DU JOUR QUI FAIT L'OBJET DU DOCUMENT E/1987/103.

PUIS-JE CONSIDÉRER QUE LES MEMBRES DES RÉUNIONS COMMUNES
DÉCIDENT D'ADOPTER L'ORDRE DU JOUR TEL QU'IL FIGURE DANS LEDIT
DOCUMENT?

IL EN EST AINSI DÉCIDÉ.

J'INVITE MAINTENANT LES MEMBRES DES RÉUNIONS COMMUNES À ABORDER L'EXAMEN DE LA QUESTION DE LA MISE EN VALEUR DES RESSOURCES HUMAINES. LES MEMBRES SONT SAISIS D'UNE NOTE DU COMITÉ ADMINISTRATIF DE COORDINATION, QUI A ÉGALEMENT TRANSMIS UN DOCUMENT D'INFORMATION GÉNÉRALE ÉTABLI PAR L'ORGANISATION INTERNATIONALE DU TRAVAIL. JE SOUHAITE À CETTE OCCASION REMERCIER M. BLANCHARD ET SES COLLABORATEURS D'AVOIR ÉTABLI CE DOCUMENT QUI, JE N'EN DOUTE PAS, CONSTITUERA UNE BASE EXTRÊMEMENT UTILE POUR NOS DÉBATS. JE VOUDRAIS ÉGALEMENT APPELER L'ATTENTION DES MEMBRES DES RÉUNIONS COMMUNES SUR LES CINQ QUESTIONS PROPOSÉES PAR LES MEMBRES DU COMITÉ ADMINISTRATIF DE COORDINATION QUI POURRAIENT ÉVENTUELLEMENT ÊTRE RETENUES COMME THÈMES DE NOS DÉBATS. J'ESPÈRE QUE LES MEMBRES DES DEUX COMITÉS AXERONT, DANS LA MESURE DU POSSIBLE, LEURS OBSERVATIONS SUR CES QUESTIONS AFIN QUE NOS DÉBATS ABOUTISSENT À DES CONCLUSIONS UTILES.

JE VOUDRAIS MAINTENANT, EN MA QUALITÉ DE PRÉSIDENT DU CONSEIL ADMINISTRATIF DE COORDINATION, FAIRE QUELQUES OBSERVATIONS LIMINAIRES.

L'ANNÉE DERNIÈRE, LES RÉUNIONS COMMUNES ONT PROCÉDÉ À UN EXAMEN APPROFONDI DE L'ÉTAT DE PRÉPARATION DU SYSTÈME DES NATIONS UNIES POUR LES SITUATIONS D'URGENCE, COMPTE TENU DE L'EXPÉRIENCE ACQUISE LORS DES SITUATIONS D'URGENCE EN AFRIQUE.

LES RÉUNIONS COMMUNES AVAIENT ALORS CONCLU QUE LES CAUSES SOUS-JACENTES DE LA CRISE EN AFRIQUE DÉCOULAIENT, DANS UNE LARGE MESURE, DES STRUCTURES ÉCONOMIQUES ET SOCIALES ET QUE LA MENACE DE CRISES RÉCURRENTES NE S'ESTOMPERAIT QUE SI L'ON ABORDAIT LES PROBLÈMES DE STRUCTURE ET DE DÉVELOPPEMENT À PLUS LONG TERME, Y COMPRIS LA MISE EN VALEUR DES RESSOURCES HUMAINES, DE MANIÈRE PLUS RÉSOLUE ET EN DISPOSANT DES RESSOURCES EXTÉRIEURES NÉCESSAIRES.

IL EST DONC PARTICULIÈREMENT OPPORTUN QUE LES RÉUNIONS COMMUNES POURSUIVENT CE DÉBAT ET EXAMINENT LA MANIÈRE DONT LE SYSTÈME DES NATIONS UNIES POURRAIT AIDER EFFICACEMENT LES GOUVERNEMENTS À METTRE EN VALEUR LES RESSOURCES HUMAINES, ASPECT CRITIQUE DU DÉVELOPPEMENT DES PAYS EN DÉVELOPPEMENT.

ON RECONNAÎT DE PLUS EN PLUS QUE LA MISE EN VALEUR EFFICACE DES RESSOURCES HUMAINES EST UNE IMPORTANTE DIMENSION DU PROCESSUS DE DÉVELOPPEMENT. L'EXPÉRIENCE, VOIRÉ LES ERREURS ACCUMULÉES AU COURS DES DERNIÈRES DÉCENNIES, NOUS ONT FAIT PRENDRE CONSCIENCE DU FAIT QU'IL NE SUFFIT PAS D'INJECTER MASSIVEMENT DES CAPITAUX POUR ASSURER UN DÉVELOPPEMENT AUTO-ENTRETENU. NOUS NOUS SOMMES ÉGALEMENT RENDU COMPTE QUE, S'IL EST NÉCESSAIRE D'AIDER LES PAUVRES À SATISFAIRE LEURS BESOINS DE BASE, IL EST ENCORE BIEN PLUS IMPORTANT DE FOURNIR AUX PAYS EN DÉVELOPPEMENT ET À LEUR POPULATION UNE ASSISTANCE QUI LEUR PERMETTE DE CRÉER OU DE RENFORCER LEURS CAPACITÉS PROPRES DE DÉVELOPPEMENT, EN PARTICULIER PAR LA MISE EN VALEUR DES RESSOURCES HUMAINES.

LES ORGANISMES DU SYSTÈME ONT BEAUCOUP OEUVRÉ ET ENREGISTRÉ DES RÉSULTATS NOTABLES DANS LEURS DOMAINES RESPECTIFS DE COMPÉTENCE : LE PROGRAMME DES NATIONS UNIES POUR LE DÉVELOPPEMENT DANS LE DOMAINE DES ACTIVITÉS OPÉRATIONNELLES AYANT UN CARACTÈRE MULTIDISCIPLINAIRE, L'OMS ET LE FISE DANS LE DOMAINE DES SOINS DE SANTÉ PRIMAIRES, L'UNESCO PAR SA CAMPAGNE CONTRE L'ANALPHABÉTISME, L'OIT ET LES AUTRES ORGANISATIONS TECHNIQUES DANS LE DOMAINE DE LA FORMATION PROFESSIONNELLE, LE FNUAP DANS CELUI DE LA PLANIFICATION DE LA FAMILLE, LA FAO ET LA BANQUE MONDIALE DANS CELUI DU DÉVELOPPEMENT RURAL ET L'ORGANISATION DES NATIONS UNIES, DE CONCERT AVEC SES ORGANISATIONS SOEURS, DANS CELUI DE LA PROMOTION DU RÔLE DES FEMMES ET DES JEUNES DANS LE DÉVELOPPEMENT.

L'EXPÉRIENCE ACQUISE PAR LES ORGANISMES DU SYSTÈME DANS LEURS ACTIVITÉS D'ASSISTANCE A PROUVÉ QU'IL FALLAIT ACCORDER L'ATTENTION VOULUE À DES ACTIVITÉS DIRECTES MENÉES AUSSI BIEN AU NIVEAU DE LA COMMUNAUTÉ QU'AUX ÉCHELONS SUPÉRIEURS OÙ IL EST ESSENTIEL D'ASSURER LA FORMATION DES TECHNICIENS ET DES CADRES DES DIVERSES BRANCHES D'ACTIVITÉ.

LES ORGANISMES DES NATIONS UNIES ONT, AU FIL DES ANS, ACQUIS UNE EXPÉRIENCE ET UNE CAPACITÉ TECHNIQUE CONSIDÉRABLES EN MATIÈRE DE MISE EN VALEUR DES RESSOURCES HUMAINES.

IL SERAIT TRÈS UTILE QUE LES MEMBRES DES DEUX COMITÉS PROCÈDENT À UN ÉCHANGE DE VUES SUR LES MEILLEURS MOYENS DE TIRER D'AVANTAGE PARTI DE CETTE EXPÉRIENCE ET DE CES COMPÉTENCES AFIN DE MIEUX HARMONISER L'ACTION ENTREPRISE EN VUE D'AIDER LES PAYS EN DÉVELOPPEMENT À SATISFAIRE LEURS BESOINS.

BIEN QUE SON IMPORTANCE SOIT RECONNUE DEPUIS LONGTEMPS, LA MISE EN VALEUR DES RESSOURCES HUMAINES, À LA FOIS EN TANT QU'INSTRUMENT ET EN TANT QU'OBJECTIF ULTIME DU DÉVELOPPEMENT, NE REÇOIT PAS ENCORE L'ATTENTION VOULUE DES DIRIGEANTS DANS LA FORMULATION DE LEURS PLANS NATIONAUX DE DÉVELOPPEMENT. EN OUTRE, LES DIFFICULTÉS ÉCONOMIQUES AUXQUELLES DE NOMBREUX PAYS EN DÉVELOPPEMENT ONT DÛ FAIRE FACE CES DERNIÈRES ANNÉES LES ONT OBLIGÉS À ADOPTER DES POLITIQUES D'AMÉNAGEMENT QUI ONT EU, DANS DE NOMBREUX CAS, UN EFFET NÉGATIF SUR DES PROGRAMMES CRUCIAUX POUR LA MISE EN VALEUR DES RESSOURCES HUMAINES. LES RÉUNIONS COMMUNES OFFRENT L'OCCASION DE FAIRE LE BILAN DE LA SITUATION ET DE DÉTERMINER LA MEILLEURE FAÇON DE FAIRE FACE À CE PROBLÈME ET LA CONTRIBUTION QUE LES ORGANISMES DES NATIONS UNIES POURRAIENT APPORTER AUX GOUVERNEMENTS À CET ÉGARD. A CETTE FIN, UNE COOPÉRATION ÉTROITE ENTRE LES ORGANISMES DES NATIONS UNIES ET LES DONATEURS BILATÉRAUX ET LES ORGANISATIONS NON GOUVERNEMENTALES EST ESSENTIELLE.

LES MEMBRES DU CAC SONT PLEINEMENT CONSCIENTS QU'ILS DOIVENT COOPÉRER AFIN QUE LEURS ACTIVITÉS SE COMPLÈTENT ET APPORTENT UNE CONTRIBUTION COHÉRENTE ET EFFICACE AUX EFFORTS DE MISE EN VALEUR DES RESSOURCES HUMAINES DANS LES PAYS EN DÉVELOPPEMENT. CE TYPE DE COORDINATION ET DE COOPÉRATION EST PARTICULIÈREMENT EFFICACE SUR LE TERRAIN, AU NIVEAU DES PAYS. SI L'ASSISTANCE OFFERTE PAR LE SYSTÈME DES NATIONS UNIES EST LOIN D'ÊTRE NÉGLIGEABLE, ELLE NE REPRÉSENTE QU'UNE FRACTION DU TOTAL DE L'ASSISTANCE EXTÉRIEURE DONT LES PAYS EN DÉVELOPPEMENT BÉNÉFICIENT DANS CE DOMAINE, ET UNE PROPORTION ENCORE PLUS FAIBLE DE LA TOTALITÉ DES RESSOURCES NATIONALES ET EXTÉRIEURES QUE CES PAYS CONSACRENT À CE DOMAINE. IL IMPORTE DONC QU'UNE COORDINATION EFFICACE SOIT ASSURÉE, PAR L'INTERMÉDIAIRE DES GOUVERNEMENTS, ENTRE LES ORGANISMES DU SYSTÈME DES NATIONS UNIES ET LES BANQUES MULTILATÉRALES DE DÉVELOPPEMENT, LES DONATEURS BILATÉRAUX ET LES ORGANISATIONS NON GOUVERNEMENTALES. NOUS SOMMES D'AVIS QUE LES ORGANISATIONS NON GOUVERNEMENTALES PEUVENT SOUVENT JOUER UN RÔLE UTILE ET QUE LA COOPÉRATION ENTRE LE SYSTÈME ET CES ORGANISATIONS DEVRAIT ENCORE ÊTRE RENFORCÉE.

EN CONCLUSION, J'ESPÈRE SINCÈREMENT QUE LA PRÉSENTE SÉRIE DE RÉUNIONS COMMUNES CONTRIBUERA À STIMULER LA RÉFLEXION COLLECTIVE ET PERMETTRA DE DÉGAGER UN CONSENSUS SUR LES MESURES SUPPLÉMENTAIRES À PRENDRE POUR ACCÉLÉRER LA MISE EN VALEUR DES RESSOURCES HUMAINES DANS LES PAYS EN DÉVELOPPEMENT.

IL SERAIT UTILE PAR EXEMPLE QUE NOTRE DISCUSSION DÉBOUCHE SUR LA FORMULATION D'UN CONCEPT OPÉRATIONNEL DE LA MISE EN VALEUR DES RESSOURCES HUMAINES, SUR LA BASE DUQUEL LES ORGANISATIONS DU SYSTÈME POURRAIENT ÉLABORER DES DIRECTIVES OPÉRATIONNELLES PAR AUX FINS DE LEURS ACTIVITÉS AU NIVEAU DES PAYS.

JE VOUDRAIS MAINTENANT DONNER LA PAROLE AU PRÉSIDENT DU COMITÉ DU PROGRAMME ET DE LA COORDINATION, M. MOHIUDDIN.

JE REMERCIE M. MOHIUDDIN.

JE DONNE MAINTENANT LA PAROLE À M. BLANCHARD, DIRECTEUR GÉNÉRAL DU BUREAU INTERNATIONALE DU TRAVAIL, AFIN QU'IL PRÉSENTE LE DOCUMENT QUI VA SERVIR DE BASE À LA DISCUSSION.

JE REMERCIE M. BLANCHARD DE SON EXCELLENTE DÉCLARATION LIMINAIRE.

JE VOUDRAIS MAINTENANT INVITER LES MEMBRES DES DEUX COMITÉS À PRÉSENTER LEURS OBSERVATIONS SUR LA QUESTION DONT NOUS SOMMES SAISIS.

JE DONNE LA PAROLE À ...

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IL N'Y A PLUS D'ORATEURS INSCRITS SUR MA LISTE. NOUS AVONS DONC CONCLU NOTRE DISCUSSION GÉNÉRALE DE CETTE QUESTION. [LE SECRÉTAIRE GÉNÉRAL FERA UNE DÉCLARATION RÉCAPITULANT LA DISCUSSION AU NOM DES PRÉSIDENTS DES DEUX COMITÉS.]

JE VOUDRAIS MAINTENANT INVITER LES MEMBRES DES DEUX COMITÉS À EXAMINER LE THÈME DE LA PROCHAINE SÉRIE DE RÉUNIONS COMMUNES. [QUELQUES NOTES SERONT PRÉPARÉES À L'INTENTION DU SECRÉTAIRE GÉNÉRAL À CET ÉGARD.]

CONFIDENTIAL

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Trip Geneva
(Ecosoc)
Iraq/Iraq

Notes of a meeting between the Secretary-General
and the Secretary-General of the Organization
of the Islamic Conference, H.E. Mr. S. Sharifuddin Pirzada,
Palais des Nations, Monday, 22 June 1987
at 16 h 00

H.E. Mr. S. Sharifuddin Pirzada,
Secretary-General of the Organization of the
Islamic Conference

The Secretary-General
Mr. G. Picco
Mr. Michael Stopford

H.E. Mr. A. Engin Ansay, Permanent Representative a.i.
Organization of the Islamic Conference

One aide

The Secretary-General described the current efforts towards a Security Council resolution on Iran and Iraq, pointing out that the text would refer to security in the region rather than specifically to the question of navigation in the Gulf. He did not expect the resolution to be tabled before the following month. He stressed that he remained in close consultation with both parties. Secretary-General Pirzada indicated that at his latest meeting with Foreign Minister Velayati of Iran the latter had expressed his country's willingness to accept the eight points originally put forward by the Secretary-General for the resolution of the conflict. In this context Iran had found the Secretary-General's statement in Kuwait "constructive". Iran supported freedom of navigation, which was a matter to be dealt with and decided upon by all the Gulf States. The Secretary-General recalled that the Iranian approach towards the eight points had differed from the United Nations. Iran had favoured a piecemeal approach rather than the comprehensive and simultaneous adoption of all the elements. Secretary-General Pirzada clarified that Foreign Minister Velayati had assured him of his country's willingness now to accept all of the elements in toto.

Secretary-General Pirzada added that Foreign Minister Velayati had emphasized his country's wish to prevent the introduction of foreign flags on shipping in the Gulf. If such flags were not introduced they would be ready to co-operate with the United Nations and the Organization of the Islamic Conference toward a comprehensive resolution of the conflict. Hence the prevention of the introduction of foreign flags was seen as a pre-condition for further moves toward a settlement. It was nevertheless worth recalling that Kuwait was already using British and French flags on some of its shipping, to which there had apparently been no objection.

Secretary-General Pirzada indicated that the situation had recently deteriorated since Iran perceived that Kuwait was providing facilities to its opponents. Kuwait had expressed considerable apprehension as to the possible occupation of the Island of Barba by Iran. The latter apparently had military units prepared for an eventual assault on this and other islands in the Gulf. A letter from the Foreign Minister of Kuwait to the Secretary-General, expressing the former's concern with regard to threats by Iran, had just been sent to United Nations Headquarters. (text attached)

To a query by Secretary-General Pirzada on Afghanistan, the Secretary-General recalled that he would be raising the subject during his forthcoming visit to Moscow. Substantial progress had been achieved on the international aspects of the problem and the gap in the position of the two parties had narrowed. The new element to be resolved was that of a national reconciliation process. Secretary-General Pirzada commented that the former King had been prepared to return to the country if the majority of the Mujahideen had been in favour. In the event, out of the seven Peshawar-based groups only three had been in favour while four had been against - even merely as an interim Head of State.

To a question by Secretary-General Pirzada on the current prospects for an international conference on the Middle East, the Secretary-General explained the three points that had to be settled: the agenda of the conference, the relationship between the plenary and bilateral discussions and the question of participation. He was not optimistic with regard to immediate prospects but would discuss the question during his visit to Moscow. The Soviet Union's role in the process was clearly a crucial one.

Michael Stopford
29 June 1987

cc: Mr. Cordovez
Mr. Dayal ✓
Mr. Picco

CONFIDENTIAL

France
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Notes of a meeting between the Secretary-General
and H.E. Mr. Xavier du Cauzé de Nazelle
Permanent Representative of France.
Palais des Nations, 19 June 1987

H.E. Mr. Xavier du Cauzé de Nazelle
Permanent Representative of France

The Secretary-General
Mr. Michael J. Stopford

Mr. Jacques Warin,
Minister Counsellor

Ambassador du Cauzé de Nazelle raised the question of French representation in the Centre for Human Rights. Although France attached the highest importance to human rights questions and took an active part in all the Committees, there was no French national at a senior level in the Centre. While France had now been offered a P.2 level post, this was merely the outcome of national competitive examinations and was not a position of a sufficiently high level. It was hoped that one of the six Chiefs of Sections might be made available to France, perhaps the Chief of a new Section which was apparently to be created. The Secretary-General undertook to discuss the matter with Mr. Martenson.

Ambassador du Cauzé de Nazelle recalled that his government had been trying to play a constructive role in the economy measures currently underway at the United Nations. As far as human rights were concerned any reductions would, however, seriously impair the Centre's effectiveness, given that it already accounted for a very small proportion of the Organization's overall budget. This was also the position of the EEC as a whole. The Secretary-General replied that he was entirely committed to the promotion of United Nations human rights activities and was frequently active in this sphere within the scope of his practice of quiet diplomacy. As far as the 15 per cent reductions were concerned, he was proceeding on a case-by-case basis. He was particularly sensitive to the area of human rights and would ensure that it was affected as little as possible, perhaps absorbing merely symbolic cuts.

Ambassador du Cauzé de Nazelle raised the question of the post of Director-General of the United Nations Office at Geneva, which had also been discussed amongst EEC Ambassadors. The Secretary-General confirmed that there would be no change in the present situation and that no pressure had been received from the Swedish authorities.

Ambassador du Cauzé de Nazelle referred to the use of the French language at the United Nations. The Secretary-General confirmed that he would not wish for the current economic measures to have a disproportionately adverse effect on the use of French.

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He recalled that Mr. Essaafi would represent him at the forthcoming conference on the French language which would take place in Paris. Mr. Warin referred to particular problems in this regard, which were caused by reductions in the use of temporary assistance and in the French language teaching posts at the United Nations Office at Geneva.

In conclusion, Ambassador du Cauzé de Nazelle took up the forthcoming visit of President Mitterand to attend UNCTAD VII. The President would be delighted to attend the luncheon given by the Secretary-General and would address UNCTAD VII at 11a.m.. Perhaps a meeting with the Secretary-General might be envisaged between these two times.

Michael J. Stopford
23 June 1987

cc: Mr. Dayal ✓
Mr. Martenson

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22 June 1987

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_____ PICCO FROM DAYAL. HERewith UNOFFICIAL
TRANSLATION OF KUWAITI FOREIGN MINISTER'S LETTER WHICH WAS
HANDLED TO ME TODAY BY AMBASSADOR ABULHASAN, WITH REQUEST IT
BE BROUGHT TO SEC GEN'S ATTENTION AND ALSO CIRCULATED AS SECCO
DOCUMENT.

(Cable Editor: Please send by facsimile)

NNNN

Virendra Dayal, Chef de Cabinet

UNOFFICIAL TRANSLATION

H.E. Mr. Javier Perez de Cuellar
The Secretary General

Your Excellency,

I have the pleasure to write to you, in such urgency and in light of the circumstances undergone by this important and critical part of the world, and to express full appreciation for the efforts you are personally exerting at present in following the developments of the situation in the Gulf area that grew out of the persisting war between our two neighbors; Iraq and Iran.

I also wish to acknowledge the constructive role you are playing to render successful the international endeavors that are being undertaken to bring this tragic war to an end. It is beyond doubt that Your Excellency agree with us about assessing the extent of danger to our region and for the world's peace and security in the continuation of this war.

We, in Kuwait, have been seeking to improve our relationship with our neighbor, Iran, but regrettably

there were not any reciprocation. Instead, Iran has been willfully escalating its media campaigns and giving direct, frequent threats against Kuwait through the senior officials there. It is hence quite natural that we, and the international community in general, take such threats seriously, especially since Iran continues to escalate this war as well as her harassments to Kuwaiti ships by every possible means.

Against such a backdrop, Kuwait expects the world community and its important organizations, primarily the United Nations, to shoulder their responsibility in accordance with the Charter and thereby embody the common desire to put an end to this perilous, aggravating conflict, and that Your Excellency take the initiative and express the rejection and denunciation of these threats against Kuwait on the basis of the fundamental opposition to the broadening of this war. We have been following the positive movement toward full, unanimous agreement among the Permanent Member States of the Security Council and other countries on the appropriate draft resolution in this junction and after all these years that passed since this war erupted and many international resolutions were endorsed but not implemented because of Iranian rejection.

Your Excellency,

Our demand that you personally and the international community adopt an unequivocal position that rejects and denounces the threats against Kuwait does not negate the fact that our concern and aspiration are doubtlessly focused upon ending this war and hence eliminating all its by-products. We, finally, wish to emphasize to Your Excellency our conviction that the question of shipping in the Gulf, which attracts a conspicuous and justified international attention, is in fact but one of the results of this war, and therefore it is incumbent on all of us to concentrate our efforts on ceasing this war itself. I should also like to assure Your Excellency anew of our continuous desire to cooperate and consult with the United Nations, as represented by you, on this important and urgent matter.

Accept, Excellency, the assurances of my highest consideration.

**Sabah Al Ahmad Al Jaber Al Sabah
Deputy Prime Minister
Minister of Foreign Affairs**

GP/pms
23.6.1987

CONFIDENTIAL

NOTE FOR THE RECORD

1. The Secretary-General received on Friday 19 June, in Geneva, Ambassador Eliav of Israel who asked him whether he could publicly say that in response to an appeal from the Secretary-General the Government of Israel had agreed not to pursue its application to the ECE. (It was evident that Israel was not sure of having enough support to push the present resolution through ECOSOC.) The Secretary-General agreed to such a request and Ambassador Eliav indicated that he would make reference to this fact during his speech before ECOSOC.
2. On Monday 22 June Mr. Picco called on the Ambassador of Israel on the same matter. Mr. Millo, Deputy Permanent Representative, was also present. Mr. Picco stressed to the Ambassador the fact that if the matter discussed with the Secretary-General were not properly explained in some quarters, particularly in Washington and in Congress, some may misunderstand the whole issue as undue pressure by the Secretary-General on Israel and use this as an excuse to further damage the decision-making process on the United States contributions to the United Nations. Ambassador Eliav undertook to clarify these matters through his channels in Washington in the appropriate quarters.
3. On Tuesday 23 June the Secretary-General called Ambassador Eliav at 10.45 a.m. and asked him to receive Mr. Reed and Mr. Picco to follow up on the previous discussion. Mr. Reed and Mr. Picco called on Ambassador Eliav at noon on the same day. Ambassador Eliav was accompanied by his Deputy. Mr. Reed explained the consequences which misunderstandings on the matter might have for the whole UN system at the moment when the US Congress was debating its contribution to the United Nations. Following a brief and civilized exchange, Ambassador Eliav said that he had already mentioned to half a dozen people, in particular the French Ambassador as Co-ordinator of the Western Group of ECOSOC, and the American

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delegation, as well as some capitals, the conversation he had had with the Secretary-General. While he would not find it appropriate to withdraw what he had said to those interlocutors, he understood fully the matter and agreed to release the Secretary-General from his undertaking and therefore not to use that argument when speaking before ECOSOC and indicated that Israel would not push the resolution to a vote.


Ambassador Eliav further asked the co-operation of Mr. Reed to convince the Chairman of ECOSOC to rule from the Chair that, following the formal request by the US delegation not to press the matter to a vote, the question would then be postponed until the next session in 1988. He also asked Mr. Picco to confirm with the Secretary-General that he would raise this matter in Moscow during his forthcoming trip. In particular, he would hope that the Secretary-General could say to the Soviets that he was instrumental in convincing Israel to avoid a confrontation this year, but that he would be hopeful that next year the Soviet Union would review its position on the matter.

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**MISION PERMANENTE DE BOLIVIA
ANTE LAS NACIONES UNIDAS**

**211 E. 43 ST. — SUITE 802
NEW YORK, N.Y. 10017**


Nueva York, 17 de junio de 1987
ONU-39/87

Señor Secretario General:

Por instrucciones de mi Gobierno, debo comunicarle que una escuadrilla de tres aviones de guerra de la República de Chile ha violado el espacio aéreo de Bolivia el día 11 de junio a horas 11:00, habiendo alarmado a los campesinos y habitantes de las localidades de Charaña y Calacoto, en el Departamento de La Paz.

Esta acción produce una profunda extrañeza y preocupación a mi Gobierno porque el mismo siempre ha sido respetuoso de sus obligaciones y en fiel cumplimiento a su política internacional, busca sustentar la paz, la integración y el desarrollo entre los países de la región.

Al reafirmar la vocación pacifista de mi Gobierno y su compromiso de resolver las controversias internacionales por los medios pacíficos que establece la Carta de las Naciones Unidas reitero a usted las seguridades de mi consideración más distinguida.



Jorge Gumucio Granier
Embajador
Representante Permanente

Excelentísimo Señor
Javier Perez de Cuellar
Secretario General
Organización de las Naciones Unidas
Nueva York

MISION PERMANENTE DE CHILE
ANTE LAS NACIONES UNIDAS

No. 101/87

19 de junio de 1987

Excelentísimo señor
Don Javier Pérez de Cuéllar
Secretario General
de las Naciones Unidas
Nueva York, N.Y.

Señor Secretario General:

Recientes informaciones de prensa y de otra índole originadas en Bolivia han señalado que un grupo de aviones militares de Chile habrían violado el espacio aéreo de Bolivia en la zona fronteriza entre ambos países, poniendo en peligro la paz y la seguridad en la región.

A este respecto, deseo poner en su conocimiento que el Ministerio de Defensa y la Fuerza Aérea de Chile han desmentido terminantemente la citada violación del espacio aéreo boliviano.

Estos desmentidos han sido confirmados por las propias autoridades bolivianas. Tal es así que en el diario "Hoy" de La Paz, del 12 de junio de 1987, se dice "una presunta incursión de aviones chilenos en territorio nacional, al sur del país, fue desmentida ayer por el Ministro de Defensa Alfonso Revollo, quien la calificó de simple versión periodística carente de seriedad". "El titular de Defensa sostuvo que su Ministerio recibió los últimos partes de las guarniciones militares acantonadas en la extensa franja fronteriza con Chile con informes que desmienten la presencia de aviones intrusos en el territorio".

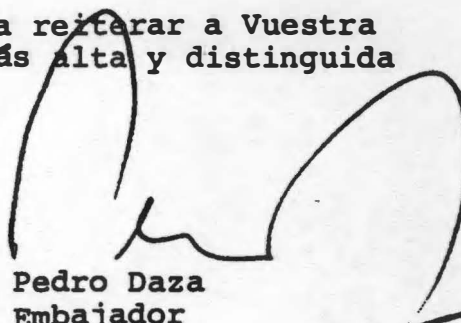
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He estimado de interés poner estos antecedentes en conocimiento de Vuestra Excelencia.

Hago propicia la ocasión para reiterar a Vuestra Excelencia las seguridades de mi más alta y distinguida consideración.




Pedro Daza
Embajador

How to End the Gulf's Tanker War

By FREDERICK KEMPE

The State Department is belatedly working on the best idea yet to give the Reagan administration a farsighted, low-risk approach to the Persian Gulf. It would reduce the Soviets' increasing role in the gulf, sidestep the possibility of confrontation with Iran and defuse the administration's clash with Congress.

The proposal is for a Persian Gulf regional security regime. The gulf states would urge both Iran and Iraq to declare an end to the tanker war. The U.S. simultaneously would reassert its neutrality, at a time that it risks an irreversible tilt to Iraq, and renew its commitment to freedom of navigation, a pledge that dates back to the Lusitania.

The Biggest Impediment

Oman, the gulf country with the closest ties to Iran, would take the lead because of its credibility with Tehran. Iranian Prime Minister Mir Hossein Mussavi said in Tur-



key last week that his country would stop attacks on shipping in the Persian Gulf if Iraq also refrained.

Kuwait and Saudi Arabia, the gulf countries that have the most to lose if the tanker war continues, and whose contributions keep Iraq fighting, would have to exercise their financial leverage on Baghdad. Indeed, Iraq would be the biggest impediment to the plan because of its reluctance

to give up economic warfare against Iran. The Saudis and the Kuwaitis would need to convince Iraq that its attacks on Iranian oil-production and loading facilities exact far more lasting damage and entail far less regional risk than strikes on tankers.

The proposal, which is now snaking its way through the Foggy Bottom bureau-

The proposal might never see the light of day. But if the U.S. and gulf states don't act, Moscow could again appear the leader in the peacemaking game.

cracy, might never see the light of day. Even its most active proponents concede it might be too late to coordinate such a plan. They also say the Reagan administration's leading officials may not have the creativity and dexterity to advance the scheme. Secretary of State George Shultz, who is said to disagree with the U.S. re-flagging policy, has largely disengaged himself from the gulf debate instead of actively promoting alternatives.

However, a limited survey of congressional aides and gulf diplomats in Washington shows great interest in the idea and curiosity about why no one thought of it sooner. They say the idea is so good that Soviet Deputy Foreign Minister Yuli Vorontsov was promoting something similar during a visit to Tehran earlier this month. If the U.S. and gulf states don't act, Moscow could again appear the leader in the peacemaking game.

Whatever happens to it, the plan is worth reviewing to see what the U.S. should have been thinking about as soon as it received the Kuwaiti request to re-flag ships, rather than letting a small but rich country force Washington's hand.

Moreover, officials who have devised the idea hope moderate Republicans on the Hill will pick up the ball. In fact, so many senators are already uneasy about a bill that would have the U.S. renege on its commitment to re-flagging that the bill's sponsor, Sen. Claiborne Pell (D., R.I.), is delaying action. Reneging would further the Reagan administration's retreat from influence in the Middle East, a retreat that began with the Marine withdrawal from

Lebanon in 1984 and continued with this month's collapse of White House efforts to sell the Saudi Maverick antitank missiles.

State Department officials would like the Senate to accept the re-flagging of the 11 Kuwaiti tankers to protect their commitment, but say that given their new plan, legislators could make the action condi-

tional on pursuit of an end to the tanker war.

The plan is as simple as it is ingenious. Like any plan regarding the Middle East, however, it will be difficult to win the agreement of all parties, particularly Iraq. Iraq over the weekend broke a monthlong pause in the shipping war that had followed its attack on the USS Stark. It proudly announced that it struck the Maltese-registered tanker Tenacity used by Iran to move oil from its Kharg Island refinery to a terminal at Larak Island near the Strait of Hormuz.

Nevertheless, State Department officials cite three reasons Iraq could still be swayed:

First, the increasingly nervous gulf states may be willing to exert pressure on Iraq due to widening fears that the war will expand.

Second, the Iraqi ambassador to the U.S., Nizar Hamdoun, has expressed concern to American officials that the U.S. may unwittingly be drawn into an exchange of blows with Iran. He believes that because it is unlikely that Washington would ever carry this to its conclusion of unseating the Ayatollah Khomeini, the only result of such an exchange—even if the U.S. gets the better of it—would be to strengthen the ayatollah and put more fire in the belly of an increasingly war-weary nation.

Third, the tanker war has brought Iraq only marginal benefits as measured against the increase in regional risks. The U.S. or other Western countries might also privately offer to provide more intelligence

to help Baghdad's war effort if it lays off the strategic waterways.

Iran would gladly accept a regional security regime. Unlike Iraq, which sends virtually all of its oil overland or through pipelines, Iran sends most of its million-barrel daily output through the gulf in tankers, and the ayatollah started attacking Persian Gulf shipping only after the Iraqi lead. State Department officials say Iraq has been responsible for 61% of all tanker attacks, while Iran has accounted for 39%. Moreover, Iran would accept the plan because it would reduce the military role of both superpowers, thus appealing to its own ambitions for more regional influence.

For the U.S., the plan—even if it didn't succeed—would solve a slew of problems. It would calm a Congress that believes that President Reagan hasn't given much thought to alternatives to the Kuwaiti re-flagging. Senators want to be assured there is some grander goal ahead before they reluctantly agree to the re-flagging.

A Country of Vision

It also would avoid an American tilt toward Iraq that could have the long-term consequences of leaving Washington ill-positioned to establish good relations with a post-Khomeini regime. Moreover, it would prevent the U.S. from having its policies shaped more by Kuwait than by its own interests. U.S. officials have good reason to wonder why they should go so far to protect Kuwaiti tankers when Kuwait and other gulf countries have been so stingy about providing base facilities for Washington to protect U.S. ships.

The plan would also defuse alliance disagreements over the gulf that have Congress fuming. Western Europe's reluctance to help escort tankers wouldn't be an issue anymore. Moreover, Soviet influence would also wane because de-escalation of gulf hostilities would make Moscow's military less needed there. Even if the proposal doesn't work, the sheer effort would once again show that the U.S., even under a weakened president, is a country of vision and a sense of commitment that goes beyond putting some flags on ships in a belated attempt to arrest Soviet influence.

Mr. Kempe, based in Washington, is the Journal's diplomatic correspondent.

United Nations Press Release

Department of Public Information
Press Section
United Nations, New York

*SG Press Conf
Trip Geneva*



SG/SM/4011
19 June 1987

TRANSCRIPT OF PRESS CONFERENCE BY SECRETARY-GENERAL JAVIER PEREZ DE CUELLAR,
HELD AT UNITED NATIONS OFFICE AT GENEVA, 19 JUNE 1987

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For information media — not an official record

Mme THERESE GASTAUT (Directeur de Service de l'information) : Mesdames, Messieurs, la Conférence de presse du Secrétaire général des Nations Unies est ouverte et je donne tout d'abord la parole à M. André de Nesnera, Président de l'Association des correspondants auprès des Nations Unies à Genève.

M. ANDRE DE NESNERA (Président de l'Association des correspondants) : Monsieur le Secrétaire général, permettez-moi de vous présenter au nom de tous mes collègues, membres et non membres de l'Association, nos souhaits de bienvenue ici au Palais des Nations, votre résidence secondaire pour ainsi dire.

Je voudrais souligner combien nous apprécions la possibilité de nous entretenir avec vous au cours de cette Conférence de presse annuelle, une tradition qui date depuis de longues années. Monsieur le Secrétaire général, comme toujours à cette époque, quand vous vous rendez à Genève, l'actualité internationale est très fournie; une actualité qui touche de près ou de loin les sujets dont nous traitons ici, une des villes les plus internationales du monde. Vous revenez de Vienne où se déroule une Conférence internationale sur la drogue, et vous allez bientôt partir pour Moscou. Est-ce que vous allez traiter de la question de l'Afghanistan avec les dirigeants soviétiques ? Et est-ce que vous pensez que vos bons offices, pour employer un terme suisse, vont finalement parvenir à un résultat ? Est-ce qu'il y a eu du concret depuis l'année dernière, quand vous nous avez dit et je cite : "Nous ne sommes pas là pour servir de cadre à des conversations pour ainsi dire éternelles." En ce qui concerne le Moyen-Orient, quelles sont les chances d'une conférence internationale ? Et est-ce que vous envisagez une nouvelle initiative en ce qui concerne la guerre du Golfe et Chypre ?

L'année dernière, Monsieur le Secrétaire général, nous parlions de crise financière des Nations Unies, et il y a à peine deux ans, nous célébrions le quarantième anniversaire de l'ONU. A votre avis, est-ce que l'ONU a passé le cap de la faillite ?

Avant de donner la parole à mes collègues, je voudrais souligner l'importance du corps de presse ici à Genève. Nos confrères à New York s'occupent essentiellement des questions de politique internationale, politique qui est comme a dit Bismarck une science inexacte. Ici à Genève, nous nous occupons aussi de questions politiques, mais surtout de questions qui touchent profondément l'être humain : les réfugiés, la famine en Afrique, la santé, le travail et les droits de l'homme, pour n'en citer que quelques-unes. Toutes ces questions ayant trait à l'homme représentent à mon avis l'essence même, l'esprit même de cette Organisation que sont les Nations Unies. Je vous remercie.

Le SECRETAIRE GENERAL : Je vous remercie de vos paroles. Cette Conférence de presse, qui me donne l'occasion de m'entretenir avec les correspondants à Genève, occupe toujours une place de choix dans le programme du séjour que je fais à l'occasion de l'ouverture de la session du Conseil économique et social. C'est pourquoi, cette année encore, j'ai tenu à vous rencontrer le plus rapidement possible après mon arrivée.

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Comme vous le savez, je viens de Vienne où j'ai ouvert la Conférence internationale des Nations Unies sur l'abus et le trafic illicite des drogues. J'attache une importance primordiale aux problèmes qui sont examinés à cette Conférence et j'attends de celle-ci qu'elle produise des résultats concrets et qu'elle soit l'objet d'un véritable suivi.

Là-dessus, je voudrais ajouter comme je l'ai déjà dit à vos collègues de New York que la presse a une responsabilité toute spéciale à jouer à propos de cette Conférence sur la drogue. Je constate avec, je dirais, une certaine amertume, que beaucoup de journaux dans le monde n'ont pas donné d'informations sur cette Conférence. Aujourd'hui, la communauté internationale au niveau des ministères de la santé et de l'intérieur s'occupe du fléau qu'est la drogue. Elle cherche le moyen de coordonner la lutte contre le trafic et l'abus de la drogue et pourtant beaucoup de journaux et des journaux importants ne disent pas un mot sur cette affaire de la drogue. Cependant, vous savez très bien que c'est vous qui atteignez l'opinion publique, beaucoup plus peut-être, que les gouvernements. Les gouvernements prennent des mesures, mais c'est à vous, la presse, la télévision, la radio qu'il appartient d'attirer l'attention de la communauté internationale sur le fait que se déroule une Conférence qui essaie de résoudre dans leur globalité les problèmes posés par la drogue. Alors je vous lance un appel afin que vous accordiez la plus grande importance à la diffusion d'autant d'informations que possible sur ce qui se passe à Vienne.

Avant de répondre à vos questions, je voudrais également vous dire combien les deux prochaines réunions économiques, qui se dérouleront à Genève, la session du Conseil économique et social et la CNUCED VII, sont importantes pour l'avenir des relations économiques mondiales. Ce qui est en cause, c'est une accélération significative de la croissance économique qui permettrait à la fois une amélioration du niveau de vie dans les pays en développement et une résorption du chômage dans les pays industrialisés. Dans le monde multipolaire actuel, seule une approche multilatérale peut y conduire, et les Nations Unies sont donc le lieu privilégié où tous les efforts peuvent être conjugués afin de promouvoir ce projet d'une croissance commune profitant à tous les pays. Les représentants de la presse ont un rôle essentiel à jouer à l'occasion de ces grands débats et je compte sur vous, les correspondants à Genève, pour que vous continuiez à vous en faire l'écho.

M. YVAN CHEMLA (Agence France Presse) : Sur l'Afghanistan, je voulais simplement vous dire que nous avons cru, dans les premiers mois de 1987, et M. Cordovez a beaucoup contribué à nous le faire croire, qu'il y avait eu des progrès substantiels et que l'on s'acheminait vers un dénouement assez rapide. M. Cordovez avait dit : "Je donne deux mois aux deux délégations pour nous retrouver à Genève, c'est-à-dire en mai". Nous sommes à la mi-juin, il n'y a absolument rien et on souhaiterait savoir s'il y a blocage, s'il y a quelque chose de neuf qui bloque la reprise des pourparlers ?

Le SECRETAIRE GENERAL : Je ne crois pas que M. Cordovez ait parlé de deux mois de façon définitive. Je pense que vous suivez de si près la situation en Afghanistan, que vous réalisez que ce qui est discuté à Genève, c'est l'aspect pour ainsi dire diplomatique du problème. A présent, il y a un

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autre aspect du problème qui s'est greffé sur le premier, à savoir le problème de la réconciliation nationale. Pour ce qui est des Nations Unies, nous avons fait un travail sérieux en ce qui concerne les quatre points qui ont fait depuis le début l'objet de la négociation aussi bien dans la région qu'à Genève. Il s'agit du retrait des forces soviétiques, de la non-ingérence dans les affaires intérieures des pays concernés, de la garantie de non-ingérence et du retour des réfugiés. Sur toutes ces questions, nous avons fait un travail dont nous sommes fiers; un travail extrêmement méticuleux et patient et je dois dire, que de ce point de vue, tout est presque arrangé. Maintenant, il y a le problème de la réconciliation nationale. Là-dessus, comme vous le savez, vous qui connaissez bien les Nations Unies, l'ONU a comme règle d'or de ne pas se mêler des affaires intérieures des Etats Membres. C'est donc un aspect du problème qui doit être réglé par les forces politiques afghanes. Nous savons qu'il y a des mouvements dans le sens d'une réconciliation, que le Gouvernement de M. Najib fait des efforts à cette fin et qu'il y a d'autres forces qui s'y intéressent. Je ne vous dirai pas que je ne suis pas avec intérêt ce que l'on fait mais il n'est pas dans les prérogatives du Secrétaire général des Nations Unies de se mêler de certains aspects internes du problème afghan. Mais je le répète, nous sommes vraiment satisfaits de ce que nous avons fait, de ce que M. Cordovez a fait pendant ces cinq dernières années. Je vous invite donc à faire une différence entre les problèmes diplomatiques et internationaux et les problèmes internes. En ce qui concerne les premiers problèmes, dont l'examen se fait justement à Genève, nous croyons que nous avons fait des progrès considérables. Mais, comme je l'ai dit à plusieurs reprises, je ne veux pas qu'il y ait des réunions à Genève seulement pour le plaisir de tenir des réunions. Nous voulons que la prochaine réunion soit une réunion qui soit, si possible, une réunion finale. Mais pour cela, il faut qu'il y ait des progrès du côté de la réconciliation nationale afghane.

PETER BOWEN (BBC): Mr Secretary-General, do you think that there is any future for a United Nations mediation in the dispute over the Falkland Islands? Would you for example see any role for United Nations peace-keeping troops?

The SECRETARY-GENERAL: First of all there is a role for the United Nations in the Falkland Islands because, as you know, every year there is a United Nations General Assembly resolution which asks the Secretary-General to continue his efforts and I am constantly in touch both with the Argentinian and the British Governments in order to see whether they are prepared to accept the Secretary-General's good offices. The Argentinians have accepted the United Nations Secretary-General's good offices. However, for reasons which of course I respect, the United Kingdom has not been so far prepared to accept the United Nations Secretary-General's good offices. You also referred to the possibility of United Nations peace-keeping forces in the area. First of all, I think there is peace in the island and I don't see which role we could play. But of course, if we have some role to play in the Falkland-Malvinas Islands, it could only be a part of the negotiations which we could have with the parties concerned. We cannot, as you know very well, impose the United Nations presence if the United Kingdom and Argentina do not agree with the United Nations presence in the island.

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ELIANA BOCCA (VOA para América Latina): El conflicto centroamericano a pesar de Contadora y a pesar del Plan Arias se dilata, se alarga.

¿Ha pensado usted nombrar un mediador estilo Sr. Cordovés Afganistán-Pakistán, en el conflicto centroamericano, después de su viaje a la zona?

SECRETARIO GENERAL: Mire, en primer lugar, el Sr. Cordovés no es mediador. Usted sabe que las Naciones Unidas está haciendo una función de buenos oficios. El Sr. Cordovés es mi representante en ese ejercicio de mediación. En el caso de América Central, las Naciones Unidas tienen una función muy limitada y que consta de una resolución de la Asamblea General que me pide a mí que la mantenga informada sobre la situación en América Central. Yo creo que no hay que perder la esperanza de que el Grupo de Contadora consiga una solución de este problema. Aparte de eso, tenemos ahora la iniciativa del Presidente de Costa Rica, el Sr. Arias. Es una iniciativa que me da la impresión que está ganando importancia y aceptación por todas las partes y aún tengo la esperanza de que se efectúe en Guatemala la reunión de Jefes de Estado que, según entiendo, tendría como agenda el discutir los puntos presentados por el Sr. Arias. De manera que en esas condiciones sería totalmente inoportuno que las Naciones Unidas quisieran presentar o proponer la presencia de un mediador, como dice usted, en un elemento de buenos oficios.

Mme MIREILLE LEMARESQUIER (Radio France) : Je vous rassure tout de suite parce que concernant les médias et la drogue, Radio France consacre la semaine prochaine deux heures de dossier à la drogue avec l'OMS et avec les Nations Unies à Vienne. Ma question, M. le Secrétaire général est la suivante, le Conseil de sécurité négocie actuellement une résolution sur le Golfe, plus précisément sur la guerre Iran-Iraq. Pas de résolution efficace dit-on sans un embargo sur les armes; est-ce que vous partagez cette opinion ?

Le SECRETAIRE GENERAL : C'est difficile à dire parce que vous savez l'embargo peut être considéré comme une mesure préventive ou comme une mesure punitive en ce sens que si on demandait dès maintenant aux membres du Conseil de sécurité et à tous les pays qui fournissent des armes aux deux parties de s'abstenir de le faire, ce serait une sorte d'embargo préventif avant que la résolution ne soit adoptée. Ou alors il y a une autre possibilité, c'est que la résolution qu'on est en train de négocier à New York contienne cet élément d'embargo ou qu'après que la résolution ait été adoptée et qu'elle n'est pas acceptée par les deux parties ou par l'une des parties que le Conseil de sécurité prenne une deuxième décision imposant comme sanction l'embargo sur les armes destinées à la partie qui n'aura pas accepté la mise en application de la résolution du Conseil de sécurité. Pour ma part, tant que le Conseil de sécurité est en train d'examiner un problème spécifique, j'estime que le Secrétaire général n'a pas le droit de se prononcer de façon à ne pas donner l'impression qu'il veut influencer le Conseil de sécurité, Le Secrétaire général ne doit pas venir avec des suggestions tant que le Conseil de sécurité est en train d'examiner une affaire, surtout de l'importance de la guerre entre l'Iraq et l'Iran.

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Mme LEMARESQUIER : Vos bons offices entre l'Iran et l'Iraq sont-ils suspendus, puisque c'était M. Olof Palme qui à l'époque remplissait cette fonction ?

Le SECRETAIRE GENERAL : Oui, ils se poursuivent. D'ailleurs n'oubliez pas que M. Olof Palme était mon représentant spécial comme c'est le cas en Afghanistan, c'est au Secrétaire général qu'est confiée la mission de bons offices, c'est lui qui désigne un représentant spécial ou un représentant personnel. M. Palme était le représentant spécial du Secrétaire général. M. Cordovez est le représentant personnel du Secrétaire général, mais c'est le Secrétaire général qui exerce la fonction de bons offices. Donc je continue d'assumer mes fonctions de bons offices et je suis constamment en rapport avec les deux parties. A Tokyo il y a trois semaines, j'ai rencontré le Vice-Ministre des affaires étrangères de l'Iran et j'ai discuté avec lui à fond du problème et avant de quitter New York, vendredi dernier, j'ai rencontré le Ministre des affaires étrangères de l'Iraq. Donc, en tant que Secrétaire général, je ne cesse de faire pression sur les deux parties pour arriver à mettre fin à la guerre entre les deux pays et aux hostilités. Il y a en fait deux choses, mettre fin aux hostilités et résoudre le problème. J'insiste donc sur les deux aspects et je vous assure que les parties ne vont pas se débarrasser de moi facilement. Je suis constamment en contact avec le Conseil de sécurité, je le tiens informé de ce que j'apprends des uns et des autres et je dois dire que nous travaillons la main dans la main. Sans vouloir trop me vanter, si le Conseil de sécurité, et en particulier les cinq Membres permanents du Conseil de sécurité, sont en train de se pencher sérieusement sur le problème Iran/Iraq, c'est à ma suggestion. Le 13 janvier 1987 je leur ai dit qu'ils devaient prendre leurs responsabilités et entamer un effort sérieux afin de trouver une solution au problème et adopter une résolution qui puisse mettre fin aux hostilités entre l'Iran et l'Iraq.

Mme SARI RAUBER (Maariv) : M. le Secrétaire général, lors de votre prochaine visite en Union soviétique, avez-vous l'intention d'évoquer avec les dirigeants le problème d'une conférence internationale de paix sur le Moyen-Orient ?

Le SECRETAIRE GENERAL : C'est une question de politesse; comme je suis invité par l'Union Soviétique en visite officielle, ce n'est pas à moi d'imposer l'ordre du jour; mais je suis néanmoins persuadé qu'avec M. Gorbatchev - nous avons plus d'une heure réservée pour notre entretien - nous allons évoquer tous les problèmes internationaux auxquels l'Union soviétique en tant que Membre permanent du Conseil de sécurité et l'une des plus grandes puissances mondiales est intéressée. Je suis donc persuadé que l'Union soviétique n'ignore pas l'intérêt que je porte à la possibilité d'une Conférence internationale sur le Moyen-Orient.

M. VLADIMIR KOUZNETSOV (Izvestia) : Je voudrais vous demander M. le Secrétaire général ce que vous pensez de la politique de "glaznost" de M. Gorbatchev et la nouvelle initiative étrangère de l'Union soviétique.

Le SECRETAIRE GENERAL : J'aime beaucoup la transparence dans les affaires internationales, mais il n'appartient pas aux Nations Unies de s'ingérer dans

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la politique de M. Gorbatchev en ce qui concerne les aspects internes de ses activités. Je souhaite que ce que M. Gorbatchev est en train de faire soit pour le bénéfice du peuple soviétique.

M. KOUZNETSOV : Qu'est-ce que vous pensez des initiatives internationales de M. Gorbatchev ?

Le SECRETAIRE GENERAL : En tant que Secrétaire général des Nations Unies, je suis par définition un homme de paix. J'accueille avec intérêt toute initiative conduisant à la solution pacifique négociée des problèmes internationaux et nous savons parfaitement qu'en tête de tous les problèmes, il y a le grand problème du désarmement qui a, non seulement des conséquences politiques, mais aussi des conséquences économiques et sociales pour l'ensemble du globe. C'est un problème qui n'intéresse pas exclusivement l'Union soviétique et les Etats-Unis, c'est un problème qui affecte l'humanité tout entière et je vous dirais même quelque-chose qui peut-être ne va pas vous plaire beaucoup, je ne crois pas que ce soit le droit exclusif des Américains et des Soviétiques de discuter de problèmes qui sont dans l'intérêt de tout le monde. Il faut que ces deux grands pays tiennent compte de ce qui est l'intérêt de tous les autres pays du monde. La guerre ou la paix ne sont pas une affaire bilatérale, c'est une affaire multilatérale. Alors j'espère que ces deux leaders auront toujours cela en tête. La paix du monde ne doit pas dépendre de deux pays, mais de la communauté internationale dans son ensemble.

MARI SANDSTROM (Swedish Radio): I would like you to comment on reports that the Swedes have discussed with you the replacement of the person who presently holds the post of Director-General in Geneva?

The SECRETARY-GENERAL: I was really surprised when I arrived here and I learned about such rumours. My distinguished colleague is here and he is here to stay as Director-General and as the head of the Centre for Human Rights. Now he has two and even three hats and I must say that he is excellent and I am very pleased with his performance. But I would like to make another point: I think it is very unfair to give the impression that the Swedish Government has been exerting pressure on me. I think the Swedish Government and all the Swedish Governments along the years have insisted only on one thing, how to support the United Nations. And it would be most unfair to imagine that at some stage the Government of Sweden was exerting pressure on me on any subject. I would like, on the contrary, to pay homage to the way in which Sweden contributes to United Nations efforts in all aspects, including in administrative aspects, by putting Mr. Martenson at the disposal of the United Nations.

Ms. SANDSTROM: It is groundless rumours?

The SECRETARY-GENERAL: It is groundless rumours and Mr. Martenson will stay with us and with you and I am sure that I am giving you a piece of news.

Ms. SANDSTROM: But would you actually deny that the Swedes have asked for his replacement?

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The SECRETARY-GENERAL: Yes, I can say that it is not true.

WILLEM OFFENBERG (Katholieke Radio OMROEP): If I may follow up, last year you guaranteed that the human rights programmes here would no longer be cut. It is now less than 0.7 per cent of the total budget of the United Nations which is not very much. Is it true that the overall 15 per cent cut that is envisaged for the next three years, will affect the human rights programme as well?

The SECRETARY-GENERAL: I am having, as you may all know very well, a very serious financial problem. And of course I try as much as I can not to discriminate among the different programmes. I can assure you that I am working constantly together with Mr. Martenson in order to look into it that the human rights problems are affected as less as possible. But of course I cannot discriminate and say all programmes have to be reduced with the exception of human rights programmes. The only thing I could say is that I will try my best to assure that the programmes of human rights are affected as little as possible. And I am sure that if I don't do that, Mr. Martenson will make my life impossible.

HANS NEUERBOURG (Associated Press): Mr. Secretary-General, following your dinner with President Waldheim, would you care to comment again on the United States decision to put your predecessor on the watchlist?

The SECRETARY-GENERAL: Well, I must tell you that -- for me -- Dr. Waldheim is the President of the Republic of Austria, which is a Member country. He is the President of a country which is a host country of the United Nations because it is one of our headquarters. Mr. Waldheim is my predecessor of course: I have worked with Mr. Waldheim and I have a personal friendship with Mr. Waldheim, and the fact that he is on the watchlist -- well, it is a watchlist; I haven't seen the list and I haven't seen the charges which are against Mr. Waldheim. As Secretary-General of the United Nations, I have never received any document or anything which proved the accusations which have been leveled against him. But anyway, I think my meeting with Mr. Waldheim was a meeting in which we didn't discuss political questions, because, in Austria, it is the Chancellor who is the real head of Government. The Head of State is not the Head of Government. Therefore, I didn't discuss with him any questions related to international politics and even less the fact of being on this so-called watchlist.

M. ANDRE NAEF (Tribune de Genève) : En ce qui concerne le Cambodge M. le Secrétaire général, est-ce que les perspectives de solution au Cambodge sont maintenant meilleures et quelles sont les idées des Nations Unies à ce sujet ?

Le SECRETAIRE GENERAL : En ce qui concerne le Kampuchea, il y a deux mouvements parallèles. L'un est pour ainsi dire ordonné par plusieurs résolutions de l'Assemblée générale, qui tous les ans, comme vous le savez, avec des majorités très importantes demandent le retrait des forces vietnamiennes et la continuation des travaux de la Conférence ad hoc qui doit suivre la situation et présenter des rapports à l'Assemblée générale. Ces

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résolutions sont constamment rejetées par le Viet Nam qui ne les accepte pas. D'un autre côté, il y a les efforts du Secrétaire général des Nations Unies en vue de contribuer à la solution du problème et nous sommes en contact étroit avec toutes les parties concernées, c'est-à-dire d'un côté le Viet Nam, de l'autre, le Gouvernement du Kampuchea démocratique qui est le gouvernement reconnu par les Nations Unies comme représentant le Kampuchea et enfin en rapport avec les autres parties indirectement concernées, c'est-à-dire les pays de l'ASEAN et la Chine. Je viens de rentrer de Chine où j'ai eu de longs entretiens au sujet de la solution de ce problème. J'ai déjà présenté aux Vietnamiens des propositions qui contiennent des éléments qui à mon avis sont très importants, c'est-à-dire commencer par un retrait partiel des troupes vietnamiennes du Kampuchea; après, entamer des négociations entre les quatre parties cambodgiennes que vous connaissez très bien, le Prince Sihanouk, les Khmères rouges, Sonn San et Seng Samreth qui devraient mener à la constitution d'un gouvernement de coalition; troisièmement, le retrait total des forces vietnamiennes et des assurances que le pays ne retournera pas à des pratiques qui ont été précédemment condamnées par la communauté internationale et quatrièmement des élections libres sous contrôle international. Je trouve en tant que Secrétaire général qui a présenté ces suggestions à la partie vietnamienne que c'est une proposition raisonnable et je peux vous assurer que jusqu'à présent nous n'avons obtenu aucune réponse ni favorable ni défavorable du côté vietnamien. Vous venez d'apprendre qu'un nouveau gouvernement vient d'être constitué et qu'on a nommé un nouveau Premier Ministre. J'espère que mes propositions recevront une considération sérieuse de la partie vietnamienne.

SIMON HALL (Kuwait News Agency): Mr. Secretary-General, bearing in mind the recent sharp rise in tensions in the Gulf, do you believe that the reflagging of international shipping under Security Council member flags is a helpful move?

The SECRETARY-GENERAL: You mean by some members of the Security Council? Well, it is a decision taken by those countries in accordance with Kuwait, but I am convinced that it is not through force that this problem could be resolved. What is needed is much more negotiations. What is needed is a good resolution of the Security Council as balanced as possible and I would say a just and balanced Security Council resolution which will be at the beginning of the process leading to the end of the conflict. My opinion is that all aspects of the problem should be addressed by a Security Council resolution. The five members of the Security Council who have started discussing this problem at my suggestion, are planning perhaps this week or next week to start discussing their draft resolution with the other 10 members of the Security Council. And I think that it is only through negotiations that this question can be solved.

TILOTTAMA THAROOR (The Telegraph of Calcutta): Mr. Secretary-General, I would like to return to the question of the financial crisis in the United Nations. You have effected certain reforms and some of the Governments have expressed satisfaction with this, but do you have any

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indication that the United States is now willing to make its treaty-obligated payments to the United Nations and could you give some details of the financial situation as at present and for the foreseeable future?

The SECRETARY-GENERAL: I have to admit that the financial situation of the United Nations is still extremely serious. Some countries, some observers think that as we are still alive the problem is solved but, unfortunately, it is not the case. We have been able to survive financially thanks to the very prompt reaction of a group of contributing countries, as for instance, all the west European and Scandinavian countries, some east European countries, Canada and others have paid their contributions as early as possible in January and February and then we have had enough flow of money to pay our obligations. But if the American Administration does not pay the totality of its contribution, we will face a very serious situation. This question is the object of discussions in the American Congress but I cannot anticipate what will be the final outcome. I hope very much that our American friends will realize that it is a treaty obligation to pay the totality of their contributions. Because I have to recall that the Americans last year paid only \$100 million, which is only part of their contribution, the total of which is \$220 million. And my understanding is that unfortunately the American Administration is not in a position to pay the \$120 million which they owe us from the last budget. While they have admitted that they still have to pay the \$120 million, it is not with promises that I can pay the salaries of my staff.

Mme CHRISTIANE BERTHIAUME (Radio Canada) : J'aimerais revenir à la question de M. Waldheim. Vous avez dit tout à l'heure que vous n'aviez jamais reçu de documents qui prouvent quoi que ce soit sur M. Waldheim.

Le SECRETAIRE GENERAL : Non, j'ai dit que nous savons que le nom de M. Waldheim fait partie de ceux qui sont considérés comme suspects, mais une chose est d'être suspect et autre chose est d'être coupable, il y a quand même une nuance.

Mme BERTHIAUME : D'accord, mais il y a justement un document qui venait des Nations Unies.

Le SECRETAIRE GENERAL : Oui ce sont les fameuses archives que nous avons.

Mme BERTHIAUME : Oui, il y a les Etats-Unis qui font de plus en plus pression pour que ces documents soient rendus davantage publics.

Le SECRETAIRE GENERAL : Là, vous êtes mal informée, car ce ne sont pas les Etats-Unis qui font pression sur nous. Au contraire, les Etats-Unis ont une position assez modérée sur cette question. Nous avons des archives qui ont été confiées aux Nations Unies par un groupe de 17 pays Membres des Nations Unies, y compris les Etats-Unis. Ces pays ont établi des règles pour ces archives. Israël nous a demandé d'ouvrir ces archives à tout le monde. J'ai dit à nos amis israéliens que je vais soumettre leur demande aux 17 Membres de la Commission qui nous a confié la garde de ces archives. A l'exception de l'Australie, aucun des membres n'a donné son approbation à

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l'ouverture des archives à tout le monde. La plupart d'entre eux ont soutenu, qu'il fallait que ce soit les gouvernements qui aient accès aux archives - je veux dire les gouvernements de tous les pays Membres, pas seulement des 17. Maintenant il y a une certaine évolution qui voudrait que n'importe quelle personnalité puisse avoir accès aux archives, à condition qu'elle soit présentée par un gouvernement. Je suis en train de consulter à ce sujet les 17 pays membres de la Commission. Je n'ai pas de position personnelle là-dessus, ce n'est pas à moi de prendre position, c'est au groupe des 17 pays Membres qui font partie de la Commission. Si une forte majorité de ces pays veut que ce soit ouvert à tout le monde, moi personnellement je n'ai pas d'objections, puisque c'est le Groupe des 17 qui a établi les règles.

M. PIERRE SIMONITSCH (Frankfurter Rundschau) : Si vous me le permettez, je reviendrai sur la question de l'Afghanistan. Jusqu'à présent on nous a toujours dit que le problème était le calendrier du retrait des troupes soviétiques. Quand on a presque résolu ce problème sur le papier, on nous dit que le problème, c'est la réconciliation nationale. Est-ce que vous ne trouvez pas qu'on construit là un obstacle artificiel parce que sa solution n'est pas pour demain et qu'on ne sait même pas ce qu'une partie et l'autre en pensent. Deuxièmement, dans votre dernière conférence de presse à New York, vous avez annoncé que M. Cordovez va bientôt se rendre dans la région. Est-ce que ces plans se sont concrétisés et est-ce que M. Cordovez est porteur de propositions ou de compromis concrets?

Le SECRETAIRE GENERAL : Je vous ai déjà dit que M. Cordovez négocie en mon nom seulement sur les aspects internationaux. En ce qui concerne la réconciliation nationale, les Nations Unies n'ont rien à voir. Quant à votre question relative à l'introduction d'un nouvel élément, je vous invite à aller en Afghanistan et au Pakistan et à leur poser la question parce que ce ne sont pas les Nations Unies qui ont pour ainsi dire créé ce nouvel obstacle. Ce sont les parties concernées puisque malheureusement nous ne sommes pas dans une position d'imposer une solution aux deux parties. Je ne suis pas un arbitre. J'exerce une fonction de bons offices par l'intermédiaire de mon représentant personnel. Donc de ce point de vue, le fait qu'il y ait un nouveau problème n'est pas de mon fait. Je ne peux pas leur dire : ne discutez plus de la réconciliation nationale, concentrez-vous sur ce que nous avons discuter depuis le début, c'est-à-dire le retrait des troupes soviétiques et le problème de la non-interférence. En ce qui concerne le voyage de M. Cordovez en effet il va se rendre dans la région. Ce que je n'ai pas encore décidé, c'est quand il s'y rendra. Ce sera probablement dans un futur pas trop lointain et en cela je ne change pas d'avis. Je ne sais pas si vous avez bien lu mes déclarations, mais j'ai dit j'envisage, et je continue d'envisager. J'espère donc que l'on aura les éléments nécessaires qui justifieront la présence de M. Cordovez dans la région. C'est-à-dire qu'il ira à Islamabad et à Kaboul justement pour éviter qu'il n'y ait encore une réunion pour rien à Genève.

KIRA NUÑEZ (de El Día, México) : Volviendo al problema de la situación financiera, usted ha visto que en las últimas reuniones de las organizaciones internacionales el Grupo latinoamericano se ha negado a apoyar los incrementos de presupuestos que signifiquen aumentos en sus propias contribuciones. ¿Cuál es su sentir como latinoamericano al particular y, si no es ésta, qué otra

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solución recomendaría el Secretario General para estos países que tienen sus propias crisis financieras?

SECRETARIO GENERAL: Bueno, mire usted, yo les recordaría, en primer lugar, que, en razón de sus problemas financieros, la mayor parte de los países latinoamericanos están atrasados en el pago de sus contribuciones y, naturalmente, nosotros tenemos una mayor comprensión de sus dificultades, pero así como el pago de contribuciones es una obligación contractual para los Estados Unidos, también lo es para los demás Estados. De manera que yo quiero que los países latinoamericanos comprendan perfectamente que sus obligaciones contractuales son sus obligaciones contractuales y que el pago de las contribuciones es algo que no debe ser sometido a una negociación, puesto que es simplemente el resultado de un contrato firmado por las partes que es, justamente, la Carta de las Naciones Unidas. Ahora, evidentemente, se sabe que la cuota de los distintos países fue fijada por una Comisión de las Naciones Unidas. Bueno, ahí se podría negociar si quieren que se reduzcan sus cuotas, pero yo creo que ese es un problema que se puede discutir. En realidad, nunca los países latinoamericanos, ni juntos ni separados, han venido donde mí personalmente a tratar de ese problema. En realidad, es la primera vez que oigo hablar de ese problema a través de usted, señorita.

PAUL LEWIS (The New York Times): Two questions please. The first one on the Arias Plan. You say that support for this is growing. Do you have the impression that it is supported by the United States, by Honduras and El Salvador, and are you afraid that Honduras and El Salvador may in fact sabotage it at the Guatemala meeting next month? The second question is about Cyprus. What is the future of the United Nations Peace-Keeping Force in Cyprus now that Sweden is going to withdraw? Is it going to be possible to maintain the Force there, or will you have to seek new forces from another Member country?

The SECRETARY-GENERAL: Well, as far as your first question is concerned, I share your interest in hoping that the meeting in Guatemala will take place, and that all parties concerned will be ready to discuss the different aspects of the Arias proposal. I would be surprised if the Governments of El Salvador and Honduras should decide to boycott the Conference. What I have heard is that one of those two countries, I think it is El Salvador, has asked for a postponement. But a postponement which is not a postponement sine die cannot be considered a way of blocking progress.

As far as Cyprus is concerned, of course I have been rather concerned about the withdrawal of the Swedish contingent. At the same time, I understand their concern. There are two reasons for their withdrawal; on one side, they are disappointed, as everybody is disappointed, because there is no substantive progress as far as the political solution of the problem is concerned. And on the other I have honestly to admit that we are asking an enormous financial effort from the contributing countries because the Cyprus contingent is paid by voluntary contributions and I must say that the contributions of Member countries are not very generous. I think we are indebted to all the five contributing countries in a very substantive manner. But anyway, I wanted to tell you that of course it is regrettable that the Swedes have taken such a decision but we are already thinking about ways and

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means of offsetting this withdrawal. By no means this situation will force us to withdraw the United Nations peace-keeping presence from Cyprus.

Mr. CHAKRAVARTHI RAGHAVAN (Inter Press Service): Mr. Secretary-General, before the Venice Summit you sent an appeal to the heads of States there which was, if I may say so, really ignored because the outcome did not reflect any response to your concern over the debt crisis, and since then, there is every indication that the crisis is going to add to the deflationary pressures in the world economy. I wonder whether you are planning to have any new initiative. In the context of your appeal to us to publicize the Economic and Social Council and UNCTAD VII, may I point out that even as of today we don't have the documents.

The SECRETARY-GENERAL: I understand that you are disappointed with what was said in the Venice statement, because obviously it is not enough that the Summit leaders refer to the necessity of a dialogue. It is very easy to say that a dialogue is needed. What I expected from them is to say, well now we are going to set up a policy for solving the economic problems of the third world. It is really extremely disappointing that they confined themselves only to say that a dialogue was needed. But we have to expect that the meetings which will take place in Geneva, which I referred to in my introductory statement, will provide the North and the South with a useful opportunity to discuss, not only to have a mere dialogue, but to decide really to embark on a serious exchanges in order to set up a policy which will cover all aspects of the problems.

LISA SCHLEIN (NBC News): I would like to go back to a human rights' question if I may. Has Mr. Liviu Bota become a forgotten man and could you tell us what efforts the United Nations is doing to get him out of Romania?

The SECRETARY-GENERAL: Not at all. I continue every day to look for ways and means of finding a solution of this problem. We have considered this problem, not only as a political problem, but we have always considered it from a humanitarian point of view. My colleague Mr. Martenson is constantly in touch with Mrs. Bota in order to help her but unfortunately I cannot tell publicly all we are doing, and all which is done, not only by we in the United Nations, but by some other countries as well, which have been taking a special interest in obtaining a solution for this problem. But as far as I am concerned, I maintain very firmly my position: Mr. Bota has to come here or to New York and to sign in our presence a document in which he resigns his post. I cannot accept resignations from Bucharest to either New York or Geneva. That is a point on which I won't move a single millimetre.

Ms. SCHLEIN: Aren't there any sanctions that could be taken, against countries that violate the United Nations Charter?

The SECRETARY-GENERAL: As far as sanctions are concerned, it is unfortunately, a question which could not be dealt with by the Secretary-General; everything which refers to sanctions has to go to the

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Security Council. I don't know whether you think that this question could be put under the consideration of the Council. It would be very complicated from a procedural point of view.

ANTHONY CZUCZKA (Associated Press): Mr. Secretary-General, you had an envoy in the Middle East very recently; could you please tell us what was the outcome of these talks. And secondly, is there really a realistic chance for a Middle East peace conference, given the divisions in the Middle East and the divisions in the Israeli Government? And what is the United Nations position on Palestine Liberation Organization (PLO) participation, is that an absolute prerequisite for holding an international conference?

The SECRETARY-GENERAL: You have asked a very good question. As far as Mr. Goulding's mission is concerned, he is still in the area and will be coming on 23 June to Geneva to report to me on the outcome, if any, of his visit. I want you to know that he went there in order to help me assess the situation in the area. Of course, as I have told you before, I have been in touch with all the parties concerned, with the five members of the Security Council, the 10 non-permanent members of the Security Council and for me, the parties concerned are Israel, Jordan, Lebanon, Syria, Egypt and the PLO. Mr. Goulding is going to see Mr. Arafat in Tunis in order to complete his consultations and to report to me on what are the chances of an international conference. As far as the international conference is concerned, I have been in touch with all the parties I have referred to and compared with previous years, I have found some improvement in the sense that now all the parties, including Israel or factions of the Israeli Government, are prepared to discuss about an international conference. What is not very clear in my mind, and this is something which I want to clarify, is what kind of conference do they want. That's why I am asking the parties specific questions, in order to see precisely and to know much better what are their differences about the conference. I mean to limit the discussion to the problems which are really important, as for instance, the participation in the conference, the form of the relationship between the plenary of the conference and the bilateral talks between the parties concerned, because obviously you don't expect that the discussion between Israel and Syria on, for instance, their borders and the problem of the Golan, will take place, with the participation of Lebanon or the participation of Egypt. As I perceive it, the international conference will have two stages, one would be the international conference and another one would be the bilateral talks between Israel and each of her neighbouring parties. How the different parties conceive this relationship, is something which is very important, something I need to know, in order to see whether there is a real prospect for a conference and whether they speak the same language and that there is no difference between the position of the parties on the convening of the international conference.

Mr. CZUCZKA: Do you think an agreement will be possible this year already on having such a conference?

The SECRETARY-GENERAL: It is very difficult to say whether there will be a conference. As I said, there has been some improvement -- not enough for my declaring myself satisfied -- but still there is some improvement ahead.

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M. ESTEVEZ : Est-ce qu'il y a un blocage des négociations sur le Timor oriental ?

Le SECRETAIRE GENERAL : Mais pas du tout, pas du tout, je continue de suivre avec une grande attention et je dois dire qu'après ma visite au Portugal et après mes contacts avec les Indonésiens, je trouve que les choses bougent et qu'elles bougent dans la bonne direction, c'est-à-dire elles ne piétinent pas, elles bougent dans la bonne direction.

Mme GASTEAUT : Voilà, merci beaucoup.

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INTERVIEW WITH VERNON WALTERS

UN envoy says US should support reforms by restoring funds

By George D. Moffett III
Staff writer of The Christian Science Monitor

Washington

Brandishing the financial stick, the United States has moved the United Nations to get its chaotic financial house in order. Now a top Reagan administration official, once a stern critic of the UN, says it is time for the US to offer a carrot in return.

US Ambassador to the UN Vernon Walters says the world body has taken major steps to overhaul its operations. These include cutting staff and travel, imposing a hiring freeze, and revising management and budget plans. Ambassador Walters says that if the US does not respond by restoring its full contribution to the UN and paying its back dues, the reforms could be jeopardized.

"If the US does not demonstrate support for those reforms by moving to restore those reductions, the full implementation of the budgetary and administrative reforms may be compromised," Walters says. The envoy says his instructions from President Reagan at the time of Walters's appointment two years ago were to "restore [the UN], not to kill it."

In an interview on Capitol Hill, where his conservative credentials have made him an effective advocate for the UN, the

former three-star Army general said budget reforms, combined with broader political support for US initiatives in the UN, have raised his estimate of the world body.

"When I came here, they asked me how I would rate the United Nations and I said 5 out of 10," Walters says. "Now, with the reforms, I'd rate it 7.5."

Walters notes that a majority of UN members has now backed US positions condemning the Soviet invasion of Afghanistan and Vietnam's occupation of Cambodia.

A majority has also supported measures endorsing the value of free-market reforms and the right to own private property. The General Assembly came within one vote last year of passing a resolution, long-sought by the US, to condemn Cuba for human

rights violations.

Asked to explain why the UN now appears more hospitable to US views, Walters responds, "Things have changed; many of the nations have a clearer view of things."

Last year Congress cut the United States' annual UN contribution by \$106 million - roughly half the annual US assessment - pending the implementation of budget and management reforms.

This year Congress will have to decide



FILE PHOTO/R. NORMAN MATHENY - STAFF

Walters says UN budget and management reforms have raised his opinion of body

whether the reforms have gone far enough to warrant repaying \$147 million in back dues, plus this year's assessed contribution of \$209 million, which was due last January.

A recent report by the conservative Heritage Foundation, a principal critic of the UN, dismisses the UN reforms as "long on promise and very short on enforcing teeth."

But Walters says he disagrees, adding that the body has taken a "major step" toward fiscal responsibility.

Under the recent reforms, the UN has established a budgetary ceiling for the current year. In addition, the initial step of the budget process in future years will now require consensus among most of the major donors, giving the US a greater say in budget and management decisions.

Walters says unless Congress backs up the reforms by paying its overdue bills, the US will have little right to complain about the UN in the future.

"When you're not paying your dues,

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WALTERS from page 3

it's hard to pound on the table and say you've got to do this, you've got to do that," Walters says. "If we met our assessed contributions, we could speak with an even louder voice."

Trading on his aptitude for foreign languages (he reportedly speaks eight, plus several dialects), Walters has built a career as a behind-the-scenes fixer and trouble-shooter for five US presidents.

On another issue, Walters says he is guardedly optimistic about prospects for a UN resolution to force an end to the seven-year Iran-Iraq war.

Says Walters: "There's more unity [on the issue] than I've personally seen the five members of the Security Council show on any previous occasion."

The US has proposed a Security Council measure that would ban arms sales to any combatant in the Gulf war that refuses to enter peace negotiations.


To pass, the resolution must win the support of the five permanent members of the Security Council plus nine of its 15 total members.

Since only Iran refuses to negotiate, the resolution is seen to be pro-Iraq. That could make it difficult to win the support of China, one of the five permanent members and reportedly Iran's principal arms supplier.

But Walters denied a recent report by former UN Ambassador Jeane Kirkpatrick that US efforts to win the support of the permanent members of the Security Council had failed, saying consultations among the five - including the Chinese - had evoked "a much wider degree of agreement than I had thought possible."

Walters also appeared to wade in on the side of those Reagan officials who, in an internal administration debate, have argued that the US and Soviet Union have parallel interests in the Gulf, including the preservation of free navigation and the avoidance of an Iranian victory.

"I would think in a general way the Soviet Union would have an interest in stability in the area," Walters comments. "The impact of a victorious Iranian regime would have repercussions within the Soviet Union that would not be in their interests."

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UN HEADQUARTERS

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1) HOY SE CUMPLEN DOS MESES Y MEDIO DE MI LLEGADA A GINEBRA Y TRES MESES DESDE QUE CARLOS ALZAMORA ME LLAMO A NAIROBI A TRANSMITIRME TU MENSAJE QUE SE ME OTORGARIA UN CONTRATO DE CONSULTORIA " POR ALOUNOS MESES" PARA ESTUDIAR LA FACTIBILIDAD DEL CANAL DE TV OFRECIDO POR EL ALCALDE DE GINEBRA.

2) A PESAR DE MIS PACIENTES ESFUERZOS Y LOS DE T. GASTAUT NO SE HA LOGRADO HASTA HOY QUE SE MATERIALICE DICHO OFFRECIMIENTO Y NI ZIQUIERA SE CONOCEN LOS TERMINOS Y CONDICIONES DEL EVENTUAL CONTRATO.

3) APARTE DE LOS OBVIOS PERJUICIOS MORALES Y MATERIALES QUE HE SUFRIDO CON ESTAS DILACIONES E INCERTIDUMBRES, CREO QUE ANTE LAS AUTORIDADES LOCALES SE ESTA MELLANDO LA IMAGEN INSTITUCIONAL Y EL PRINCIPIO DE AUTORIDAD DE SU TITULAR, QUE TANTO A TI COMO A MI NOS INTERESA RESGUARDAR..

4) TE AGRADECERIA PUDIERAS INTERVENIR PERSONALMENTE PARA SOLUCIONAR ESTE ASUNTO Y PARA GESTIONARME ANTE EL S.O. UNA BREVE ENTREVISTA CON EL ALCALDE DURANTE SU PROXIMA VISITA A GINEBRA. TE LLAMARE POR TELEFONO PARA CONVERSAR SOBRE ESTO.

SALUDOS

PETER CANNOCK

=06153122

ORIGINAL

Trip Geneva
Western Sahara

Message was dictated
by Dayal from home

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SS ALG

.NEWYORK (UNNY) 20 2306G

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19815 IMMEDIATE FOR FARAH/DIALLO FROM DAYAL.

HAVE INFORMED SECGEN THAT MOROCCAN FOREIGN MINISTER WILL NOW BE IN GENEVA ON 22ND JUNE. PICCO WILL COMMUNICATE TIME OF APPOINTMENT TO MOROCCAN PERMREP.

AS YOU WILL BE REACHING GENEVA ONLY AFTER SECGEN'S APPOINTMENT WITH MOROCCAN FOREIGN MINISTER, I TRUST YOU WILL CABLE MAIN POINTS OF BRIEF TO SECGEN, PRIOR TO 22 JUNE MEETING. YOU COULD OF COURSE ALSO TELEPHONE TO PICCO OR ME ON MONDAY. ENDALL.

COL CKD

DAYAL 3800E RD

NNNN

Elapsed time 00:00:18

PRINTED AT 2313 GMT 06/20/87

UNITED NATIONS
COMMUNICATIONS SECTION
20 JUN 87 2309 41Z

ORIGINAL

*Trip Geneva
Western Sahara*

*Message was dictated
by Dayal from home.*

*Rd
06/20 Central*

SS GVA
NEWYORK (UNNY) 20 22553

19814 UNATIONS GENEVA IMMEDIATE FOR PICCO FROM DAYAL.

DIALLO TELEPHONED FROM ALGIERS TODAY. FARAH AND HE HAVE PROCEEDED TO TINDOUF AND WILL BE RETURNING TO ALGIERS MONDAY AFTERNOON. THEY ARE TRYING TO REACH GENEVA AROUND NOON ON 23 JUNE AND REQUEST MEETING WITH SECGEN, TO BRIEF HIM ON THEIR MISSION, BEFORE SECGEN'S DEPARTURE FOR MOSCOW.

MEANTIME MOROCCAN FOREIGN MINISTER HAS UNDERTAKEN TO BE IN GENEVA ON 22 JUNE IN ORDER TO MEET WITH SECGEN THAT DAY. KINDLY FIX APPOINTMENT FOR 22 JUNE AND INFORM MOROCCAN PERMREP IN GENEVA OF THE TIME SO THAT HE CAN COMMUNICATE TO HIS FOREIGN MINISTER.

SINCE FARAH AND DIALLO WILL BE REACHING GENEVA ONLY AFTER SECGEN MEETING WITH MOROCCAN FOREIGN MINISTER, I AM ASKING THEM TO COMMUNICATE MAIN POINTS OF OUTCOME THEIR MISSION DIRECTLY TO YOU. END ALL.


COL CKD
DAYAL 3800E RD

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PRINTED AT 2307 GMT 06/20/87

UNITED NATIONS
COMMUNICATIONS SECTION

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UNATIONS

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SIDE

PICCO FROM DAYAL. HEREWITH UNOFFICIAL
TRANSLATION OF KUWAITI FOREIGN MINISTER'S LETTER WHICH WAS
HANDED TO ME TODAY BY AMBASADOR ABULHASAN, WITH REQUEST IT
BE BROUGHT TO SECGEN'S ATTENTION AND ALSO CIRCULATED AS SECCO
DOCUMENT.

N'INSCRIVEZ

RIEN DANS

LES MARGES -

VOYEZ LES

INSTRUCTIONS

AU VERSO

(Cable Editor: Please send by facsimile)

NNNN

LAST LINE
OF TEXT /
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LIGNE DU
TEXTE

BY FACSIMILE

CLEARED BY / VISE PAR


AUTHORIZED BY / AUTHORISE PAR

SIGNATURE:

Virendra Dayal, Chef de Cabinet

NAME AND TITLE (PLEASE TYPE) / NOM ET QUALITE (A DACTYLOGRAPHIER)

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| UNATIONS GENEVA | | | | | | | | | |
| CONFIDENTIAL FOR PICCO ON ARRIVAL FROM DAYAL. FURTHER OUR TELECON, HERewith TEXT OF INGRAMS 21 MAY LETTER CONCERNING SALAHUDDIN AHMED AND DRAFT OF SECGEN'S REPLY. SINCE INGRAM WILL PRESUMABLY BE ATTENDING ACC, IT MAY BE BEST IF REPLY IS HANDED TO HIM IN GENEVA. (CABLE EDITOR: PLEASE SEND ATTACHED TEXTS BY FACSIMILE) NNNN | | | | | | | | | |
| BY FACSIMILE | | | | | | | | | |
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INSTRUCTIONS
AU VERSO

18-6

Trip Geneva
Staff Movements for Central
Disarmament of
peace

R5275

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17.6.1987

UNATIONS

NEWYORK

PERSONAL ATTENTION MR. PEREZ DE CUELLAR SECRETARY GENERAL COPY MR.
YASUSHI AKASHI COPY MS. FLORENCE PONES

AFTER FOUR YEARS OF ACTIVITIES IN SUPPORT OF WORLD DISARMAMENT
CAMPAIGN, EXECUTIVE OF UNITED NATIONS AND RELATED AGENCIES STAFF
MOVEMENT FOR DISARMAMENT AND PEACE, WHICH WAS LAUNCHED IN 1983 WITH
YOUR MOREL SUPPORT, WOULD BE GRATEFUL TO YOU FOR THE GRANTING OF A
SHORT INTERVIEW DURING YOUR FORTHCOMING VISIT TO GENEVA IN JULY
RESPECTFULLY

MICHEL BACHELET, ERNA BENNETT, PATRICIA CHRISTENSEN, JOSEPHINA
FRAGA RIBEIRO, COLL HUNTER, SILVIA SALOMON, FELICITAS SHELLEY,
KONSTANTIN VOLKOV

=06172117

NNNN

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ACTION
TO ~~DAYAL~~
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☐ ACTION COMPLETED
INITIALS

| ROUTING SLIP | | FICHE DE TRANSMISSION | |
|-------------------------|---|----------------------------|------|
| TO: A: Paul Kavanagh | | | |
| FROM: DE: EOSC | | | |
| Room No. - No de bureau | | Extension - Poste | Date |
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| FOR ACTION | | POUR SUITE A DONNER | |
| FOR APPROVAL | | POUR APPROBATION | |
| FOR SIGNATURE | | POUR SIGNATURE | |
| FOR COMMENTS | | POUR OBSERVATIONS | |
| MAY WE DISCUSS? | | POURRIONS-NOUS EN PARLER ? | |
| YOUR ATTENTION | | VOTRE ATTENTION | |
| AS DISCUSSED | | COMME CONVENU | |
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S. Hryn
4/6

Trip Geneva

MR. HASI -
For action

↓

Mr. Ripert,

The Secretary-General has been reviewing his schedule of public speeches over the coming months. He has asked me to say that he would appreciate it if you could provide a draft of his Geneva ECOSOC speech by 3 June and a text for UNCTAD VII by 5 June.

A. de Soto
14 April 1987

TIP Geneva Speeches

Alvaro,

Welcome back.

W. GP

The DG's office is working on both the UNCTAD and ECOSOC speeches and hopes to have drafts with EOSG by this week-end.

One understandable problem for the UNCTAD text is ~~just~~ the uncertain outcome of the Venice Summit.

Nonetheless, Baker, McIntyre and Rypert are seized of this weekend's deadline.

3/6.

GP:bn
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XRef: *Tip Geneva (Ee 0500, Acc)*

21.5.87f: *UNO* AS/ID/FP/JFK/IM

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5767

UNATIONS

GENEVA

MARTENSON. REFERENCE RECEPTION 22 JUNE SEC GEN GRATEFUL FOR
ARRANGEMENTS. REGARDS DAYAL

NNNNN

2015

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Jhy
/295

R0320

RX-LN4 1049 GMT 05/20/87

ZCZC DAL3292 NAL5604 PAM0362

RR NYK

.GENEVA (UNGV) 201105

GVA1745 DAYAL FROM MARTENSON. AS DISCUSSED WITH SEC GEN, I IN
TEND HOSTING RECEPTION IN HIS HONOUR ON 22 JUNE, EARLY EVENING
AND ANTICIPATE INVITING SOME 200 GUESTS (MINUS SPOUSES) COMPRI
SING AMBASSADORS ACCREDITED GENEVA, MEMBERS OF ACC AND CPC DE
LEGATIONS, HOST COUNTRY AUTHORITIES AND HIGH-RANKING SECRETARIAT
OFFICIALS. GRATEFUL YOUR CONFIRMATION THAT THESE ARRANGEMENTS
ACCEPTABLE. REGARDS

COL 1745 220 22

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PRINTED AT 1050 GMT 05/20/87

GP



ICRC
Trip Geneva
Appt to be
arranged in Geneva

LE PRÉSIDENT

Genève, le 18 mai 1987

Monsieur le Secrétaire général et cher ami,

Au moment où je cesse mes activités de Président du Comité international de la Croix-Rouge, je voudrais vous dire combien j'ai apprécié la collaboration que j'ai eu le plaisir d'avoir avec vous, au cours de ces dernières années. Nous avons, je crois, établi de réelles relations de confiance qui nous ont permis de faire avancer -dans une modeste mesure bien sûr- les causes humanitaires auxquelles nous sommes tous les deux attachés.

Je garde le meilleur souvenir des nombreux entretiens que nous avons eus soit à New York, soit à Genève, soit par téléphone, durant lesquels nous avons pu échanger nos vues sur les trop nombreux conflits qui sévissent dans notre monde.

Je reste membre du Comité et présiderai la Commission de la Croix-Rouge, du Croissant-Rouge et de la Paix. Ceci me donnera l'occasion de continuer à suivre les efforts humanitaires entrepris soit par la Croix-Rouge, soit par les Nations

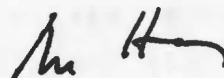
Son Excellence
Monsieur Javier Pérez de Cuéllar
Secrétaire général des Nations Unies
United Nations Plaza

NEW YORK, N.Y. 10017

Unies et peut-être, je l'espère tout au moins, de vous revoir. Je serais d'ailleurs très heureux, lors de votre prochaine venue à Genève, d'introduire auprès de vous mon successeur, M. Cornelio Sommaruga, avec lequel, j'en suis persuadé, vous entretiendrez d'excellents rapports.

Quant à moi, je forme des vœux pour la suite de votre action qui, je suis bien placé pour le savoir, est particulièrement difficile et souvent ingrate. Mais je sais également que vous ne perdez ni la foi, ni le courage.

Veillez agréer, Monsieur le Secrétaire général et cher ami, l'expression de mes sentiments les meilleurs.



Alexandre Hay
Ancien Président

MARTENSON

GENEVA

ACC

Check list of documents

Special Session of the Administrative Committee on Co-ordination

- 1) Briefing note
- 2) Draft provisional agenda
- 3) Draft ACC statements to ICSC and the Pension Board prepared by CCAQ (PER) - (ACC/1987/CRP.3/Add.1)
- 4) Note by the Secretary of ACC transmitting the position papers prepared by CCAQ (PER) - (ACC/1987/CRP.3)
- 5) Note for the Secretary-General as Chairman of ACC
- 6) ACC decisions 1987/2 and 1987/3

BRIEFING NOTE FOR THE SECRETARY-GENERAL

SPECIAL SESSION OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION

Date: 21 June (4.30 p.m.) at the Palais des Nations, Geneva

Subject matter: Current financial difficulties of the United Nations and other organizations of the common system and their implications: conditions of service of staff.

Background: 1. As the Secretary-General will recall, ACC decided in April at Rome to hold a Special Session at Geneva in June "for the sole purpose of considering ways and means of remedying the deterioration in the conditions of service of staff of the common system". It directed CCAQ(PER) to present to it "concise policy-oriented position papers" dealing with: salaries; pensions and pensionable remuneration; post adjustment; the margin between the remuneration of the US Federal Civil Service and that of the UN system; annual leave; the education grant; "and such other critical issues as CCAQ should determine". CCAQ was instructed to bear especially in mind the conditions of service in the field.

2. ACC also requested the Secretary-General to present its views to the ICSC, and to the General Assembly, "urging them to find solutions that will honour the just expectations of the staff and restore the credibility of the common system". It noted that the erosion of terms and conditions of UN service made the retention of experienced staff and the recruitment of qualified new staff increasingly difficult, particularly at the field level, thus seriously hampering programme execution.

3. CCAQ(PER) duly met on 26-27 May. It (in effect unanimously) adopted a number of brief position papers on the subjects mentioned above. These are currently being prepared for publication in good time for the meeting (French texts will also be available). An Introduction was also written and is annexed to this note for the Secretary-General's preliminary information. CCAQ has also drafted a possible Statement which the ACC might wish to present to ICSC at its forthcoming session in New York from 6 - 24 July.

....

4. It is suggested that the Secretary-General may wish to consider the positions mentioned in the Annex, including those summarised in paragraph 4 thereof. Mr. Ahtisaari is currently in Moscow, and will participate, from 15 to 19 June, at the SMCC meeting in Geneva. The latter's agenda of course focuses strongly on conditions of service. In the circumstances the Secretary-General might wish to receive draft speaking notes for ACC a little closer to 21 June.

5. Mr. Ahtisaari is organising the preparation of a briefing for those members of ACC who may be interested in the financial expectations of the members of the common system, in the context of current budgetary processes in Washington.

Scenario for
the ACC meeting:

1. Adoption of the agenda (draft has been prepared and will be finalized by OC at its meeting on 19 June).
2. Introductory statement of the Secretary-General (to be prepared by the Office of Mr. Ahtisaari).
3. Introductory statement to the report of CCAQ(PER) by its Chairman, Mr. Robert Munteanu.
4. Statement by Mr. Srivastava of IMO (he has to leave before 5:15 p.m.).
5. With the consent of ACC, staff representatives of the Federation of International Civil Servants' Association (FICSA) and the Co-ordinating Committee of International Unions of Staff Associations (CCISUA) will address ACC.
6. Comments by members of ACC, including on the two draft ACC statements addressed to ICSC and the Pension Board respectively.
7. Conclusion
 - (a) Adoption of the two ACC statements with appropriate revisions taking into account deliberations of ACC.
 - (b) Any other decisions which ACC may wish to take.
8. Other matters - Possible briefing on latest developments in Washington.

ANNEX

CCAQ REPORT TO ACC

Conditions of service of the staff

Introduction

1. There is mounting evidence that, under existing circumstances, organizations are finding it increasingly difficult to recruit and retain the high-calibre staff required for the delivery of their programmes. The shift in emphasis, since the system was established, to development assistance, and more recently, technical co-operation, with the accent on national self-reliance, militates in favour of improved incentives for recruitment and reassignment of staff, rather than the contrary. The financial difficulties currently confronted by some organizations require the reappraisal of priorities, but to seek to solve these problems at the expense of staff entitlements would, as ACC has pointed out to the General Assembly at its forty-first session, be extremely short-sighted and would have widespread adverse implications for the United Nations common system.

2. Any consideration of conditions of service in the common system at this juncture should be seen in the context of the steady erosion that has taken place in the remuneration package of international civil servants during the last several years:

(a) The imposition of a margin range within which the post adjustment system has to function has resulted, since August 1984, in a freeze in emoluments and a substantial decline in the purchasing power of staff;

(b) A new definition of the rate of accumulation and several reductions in benefits since 1983, as well as the two reviews of pensionable remuneration for Professional and higher category staff undertaken in 1984 and 1986 have resulted in reductions in pension benefits;

(c) At certain major duty stations reductions in the actual amount of take-home pay expressed in local currency terms have been caused by the recent fall in the value of the United States dollar in relation to local currencies, while the effects of high inflation and abrupt and substantial devaluation have created difficulties in numerous field duty stations;

(d) Reviews of the level of a number of allowances (education grant, dependency allowance, assignment allowance) which would otherwise have been due, have been put in abeyance in view of the present unfavourable financial and political climate.

3. Viewed against this background, the sweeping yet unsubstantiated statement by the Group of 18 that "the total entitlements of staff members have reached a level which gives reason for serious concern and /it/ should be reduced", to say the least, cannot be justified.

4. In accordance with the instructions given by ACC at its first regular session of 1987, CCAQ submits herewith a series of position papers on key elements of conditions of service, for consideration by ACC. CCAQ conclusions can be summarized as follows:

(a) Salaries: (i) The existing comparison of US/UN net salaries is too restrictive and should be replaced by total compensation comparisons on the basis of expatriate benefits; (ii) ICSC should determine, at its summer 1987 session, the procedures to be applied, in New York and elsewhere, for the lifting of the freeze;

(b) Margin: The exclusion of the Washington-New York cost-of-living differential from margin calculations, which would have the effect of extending the present freeze on emoluments, should be forcefully opposed;

(c) Post adjustment: (i) A universally applicable solution for the separating out of the effect of currency fluctuations in both hard and soft currency countries should be applied no later than 1 January 1989; (ii) In the interim, existing temporary measures for hard currency countries should be maintained and improved, and emergency measures for soft currency duty stations should be established immediately; (iii) The elimination of post adjustment at the base should be forcefully opposed.

(d) Pensions and pensionable remuneration for Professional staff: (i) Measures should be devised by the Pension Board to protect the initial local currency value of pension entitlements; (ii) The second phase of the increase in the contribution rate, already approved in principle by the General Assembly, should be implemented as from 1 January 1988.

(e) Education grant: Coverage of post-secondary education expenses should be maintained. There is, indeed, justification for an increase in the level of the grant. Additional relief should be provided for staff serving at hardship duty stations.

(f) Annual leave: Existing leave entitlements should remain unchanged.

(g) Conditions of service in the field: The structure of the assignment allowance should be modified, to provide greater compensation for mobility.

5. CCAQ has also prepared the draft of a statement which ACC may wish to address to ICSC.

Special session of 1987
Geneva, 21 June 1987

ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

Special session of 1987

PROVISIONAL ANNOTATED AGENDA

1. Adoption of the agenda

The provisional agenda for the special session of the Administrative Committee on Co-ordination (ACC) was drawn up by the Organizational Committee in pursuance of ACC decision 1987/3.

2. Current financial difficulties of the United Nations and other organizations of the system and their implications: conditions of service of staff of the common system

By decision 1987/2, ACC adopted a statement in which, inter alia, concern was expressed regarding the increasing erosion of the terms and conditions of service, which made the retention of experienced staff and the recruitment of sufficiently qualified new staff more and more difficult, particularly at the field level, thus seriously hampering programme execution. The Committee requested the Secretary-General to present its views to the International Civil Service Commission and the General Assembly, urging them to find solutions that would honour the just expectations of the staff and restore the credibility of the common system.

In follow-up to the above-mentioned decision, ACC decided to hold a special session for the sole purpose of considering ways and means of remedying the deterioration in the conditions of service of staff of the

common system (decision 1987/3). Further, ACC directed the Consultative Committee on Administrative Questions (Personnel and General Administrative Questions) (CCAQ (PER)), taking into account the views expressed by ACC concerning, inter alia, recommendation 61 of the report of the Group of High-level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations, to present to it at that session concise policy-oriented position papers on the following issues:

- (a) Salaries;
- (b) Pensions and pensionable remuneration;
- (c) Post adjustment;
- (d) Margin between the remuneration of the United States federal civil service and that of the United Nations system;
- (e) Annual leave;
- (f) Education grant;
- (g) Other such critical issues as CCAQ (PER) should determine.

In preparing the above-mentioned position papers, CCAQ (PER) was requested to bear especially in mind the conditions of service of staff in the field.

For its consideration of this item, ACC will have before it the position papers prepared by CCAQ (PER), which have been reviewed by the Organizational Committee. Further, the Organizational Committee has recommended that the staff representatives should be invited to address ACC.

COMITE ADMINISTRATIF DE
COORDINATION
Session extraordinaire
Genève, 21 juin 1987

LES DIFFICULTES FINANCIERES ACTUELLES DE L'ONU ET DES AUTRES
ORGANISATIONS DU SYSTEME DES NATIONS UNIES ET LEURS REPERCUSSIONS:
CONDITIONS D'EMPLOI DU PERSONNEL DES ORGANISATIONS QUI APPLIQUENT
LE REGIME COMMUN

Note par le Secrétaire du Comité

Additif

0139Rb (F)

Annexe I

DECLARATION DU CAC A LA CFPI

1. Les chefs de secrétariat des organisations qui appliquent le régime commun sont chargés par les Etats Membres de gérer et mener à bien toute une gamme d'activités et de programmes. Pour ce faire, ils doivent être à même de recruter et de conserver du personnel hautement qualifié qui puisse diriger et exécuter ces activités. Dans la plupart des organisations, les fonctionnaires doivent également être disposés à être affectés ou réaffectés dans différents lieux où, dans certains cas, les conditions de vie et de travail sont extrêmement difficiles. En fait, le degré d'utilité que revêtent les organisations pour les Etats Membres, aussi bien pour les pays en développement que pour les pays développés, est entièrement fonction de la qualité des services qu'ils fournissent et des compétences qu'ils possèdent, lesquelles sont à leur tour directement liées à la valeur et à la compétence de leur personnel.

2. Et pourtant, loin de répondre à ces besoins, la rémunération offerte par les organisations appliquant le régime commun a subi en l'espace de quelques années une érosion qui fait qu'il est de plus en plus difficile non seulement d'attirer mais aussi de retenir les personnes possédant les qualités nécessaires. Les chefs de secrétariat sont à présent confrontés à un nombre accru de démissions et de retraites anticipées de hauts conseillers, de spécialistes des questions techniques et d'administrateurs des programmes, privant ainsi les organisations de précieuses connaissances d'expert. Cette situation a des effets néfastes sur les activités des organisations en tous lieux, mais de façon encore plus spectaculaire dans les bureaux extérieurs. D'après des indications récentes, les émoluments offerts par les organismes des Nations Unies à ceux de leurs fonctionnaires en poste dans les bureaux extérieurs sont dans certains lieux d'affectation substantiellement inférieurs à ceux qui sont offerts par la fonction publique servant de point de comparaison à leurs fonctionnaires qui travaillent dans les mêmes conditions. En outre, l'absence d'un véritable système d'incitations financières à la mobilité au sein du système des Nations Unies entrave le redéploiement du personnel, en particulier dans les bureaux extérieurs.

3. Cet état de choses peut être attribué aux faits suivants survenus au cours de ces dernières années : premièrement, le gel des émoluments et une diminution substantielle du pouvoir d'achat; deuxièmement, dans la plupart des villes sièges et autres lieux d'affectation situés en Europe, des réductions progressives de la rémunération nette exprimée en monnaie locale, par suite de l'affaiblissement du dollar des Etats-Unis; troisièmement, dans la plupart des lieux d'affectation hors siège, des réductions du revenu disponible imputables à l'inflation et à des dévaluations successives; quatrièmement, des réductions généralisées de la rémunération considérée aux fins de la pension ainsi que des prestations de retraite, aggravées par la diminution récente de la valeur en monnaie locale des prestations de retraite dans certains lieux d'affectation; cinquièmement, la décision de différer la révision d'un certain nombre de prestations qui appellent une mise à jour.

4. Les chefs de secrétariat ont reconnu dans le passé la nécessité d'accepter certaines restrictions eu égard aux difficultés économiques à l'échelle mondiale et aux problèmes financiers pressants auxquels se heurtent certaines organisations. Mais la modération dont ils ont ainsi fait preuve ne semble avoir eu pour effet que de renforcer la détermination de certains milieux à continuer d'amenuiser les prestations auxquelles ont droit les fonctionnaires des Nations Unies, sans tenir compte de la réalité des faits.

5. Compte tenu de ces considérations, la position dénuée de tout fondement adoptée par le Groupe des 18 selon laquelle les prestations dont bénéficient les fonctionnaires des Nations Unies sont excessives et devraient être réduites est extrêmement préoccupante et ne saurait se justifier. Les réductions proposées par le Groupe en ce qui concerne deux éléments des conditions d'emploi à forte visibilité reviendraient à renforcer davantage encore le sentiment que le système des Nations Unies a cessé d'être un employeur compétitif, ce qui porterait une nouvelle atteinte à la possibilité pour les organisations d'attirer du personnel et de le conserver, au détriment de la qualité et de l'efficacité de leurs programmes, et pourrait ouvrir la voie à une procédure de recours juridique.

6. Les organisations qui appliquent le régime commun subissent la concurrence du marché libre pour recruter les spécialistes qualifiés dont elles ont besoin dans de nombreux domaines différents. De façon paradoxale, alors même que la nécessité de disposer de personnel hautement qualifié pour gérer les programmes ne s'est jamais manifestée de façon aussi éclatante, la rémunération offerte par le système des Nations Unies accuse une détérioration progressive. Il nous faut affirmer catégoriquement que les organisations seront dans l'impossibilité d'exécuter efficacement les programmes qui leur ont été confiés par les Etats Membres si elles ne peuvent offrir à leurs fonctionnaires des conditions d'emploi satisfaisantes.

7. Tels sont les impératifs auxquels doivent se plier les chefs de secrétariat. Le CAC demande instamment à la CFPI, en tant qu'organe d'experts indépendants responsable du régime commun, de les conserver fermement à l'esprit lorsqu'elle examinera les éléments fondamentaux des conditions d'emploi des fonctionnaires du système des Nations Unies qui figurent à l'ordre du jour de sa présente session.

8. Le CAC souhaite en outre faire connaître à la Commission ses vues au sujet des questions précises ci-après.

9. Toute mesure qui aurait pour effet de prolonger le gel des rémunérations ou d'empêcher une nouvelle fois le système déjà complexe et disparate des ajustements de répondre à sa vocation fondamentale (à savoir assurer l'égalisation véritable du pouvoir d'achat entre les différents lieux d'affectation) ne fera qu'aggraver les problèmes de fonctionnement auxquels sont confrontées les organisations. C'est pourquoi le CAC est vigoureusement opposé à l'exclusion de la différence du coût de la vie entre Washington et New York aux fins du calcul de la marge, qui n'a aucune justification technique. Il considère en outre inacceptables toutes mesures telles que la suppression de l'indemnité de poste dans la ville de base, dont l'effet serait de ranger la grande majorité des lieux d'affectation dans des classes négatives aux fins de l'ajustement.

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10. la CFPI devrait au contraire décider de retenir une base plus réaliste pour la comparaison des traitements des Nations Unies et des Etats-Unis, en comparant la totalité des prestations entre les deux fonctions publiques, y compris les prestations liées à l'élément expatriation. De même, elle devrait s'occuper en priorité d'apporter au système des ajustements, tant dans les villes sièges que dans les bureaux extérieurs, les corrections dont la nécessité est vitale. L'étude visant à rechercher une solution universellement applicable au problème de la distinction entre les effets des fluctuations monétaires et les variations du coût de la vie, tant dans les lieux d'affectation à monnaie forte que dans ceux dont la monnaie est faible, devrait être achevée d'urgence. Dans l'intervalle, les mesures temporaires actuelles applicables aux lieux d'affectation à monnaie forte devraient non seulement être maintenues mais aussi être améliorées de manière à tenir compte des conditions particulières qui existent dans chacun des lieux d'affectation considérés; dans les lieux d'affectation à monnaie faible, des mesures devraient être immédiatement instaurées en vue d'atténuer les effets défavorables des dévaluations passées de la monnaie locale.

11. De l'avis du CAC, il n'y a absolument aucune raison de réduire l'indemnité pour frais d'études non plus que les droits en matière de congé annuel qui ont été institués dès les premiers jours d'existence du système et ont fait depuis lors l'objet d'un certain nombre de révisions, qui ont toutes confirmé leur validité.

12. Enfin et surtout, des mesures doivent être prises pour offrir des incitations financières plus réalistes pour ce qui est de la mobilité et du service dans les bureaux extérieurs, en particulier en une époque où la nécessité concrète pour les organisations d'assurer cette mobilité est de plus en plus nette et où l'exécution des programmes sur le terrain revêt une importance primordiale.

13. Bien que la présente déclaration mette principalement l'accent sur les conditions d'emploi des fonctionnaires recrutés sur le plan international, on ne saurait omettre en conclusion de mentionner les conditions de vie très difficiles auxquelles se heurtent certains de nos fonctionnaires recrutés sur le plan local dans un petit nombre de lieux d'affectation qui ont subi le contrecoup de conditions économiques déplorable, situation qui s'est trouvée aggravée dans certains cas par des troubles politiques internes. Ces fonctionnaires devraient, conformément à la méthode actuelle de calcul des traitements, bénéficier promptement de l'application de mesures correctives spécifiques afin de leur permettre de subvenir à leurs besoins quotidiens essentiels.

14. La présente déclaration a été adoptée par les chefs de secrétariat lors d'une réunion spéciale ayant exclusivement pour objet d'examiner les moyens de remédier à la détérioration persistante des conditions d'emploi du personnel des organisations qui appliquent le régime commun. Nulle déclaration sur les conditions d'emploi ne serait complète si l'on omettait de préciser que les chefs de secrétariat ont d'ores et déjà pris des mesures dans les organisations qui se heurtent à des difficultés financières en vue de rendre leurs activités plus efficaces et rentables, grâce à une politique de restructuration, à une réduction du nombre des postes et à l'élimination des programmes non prioritaires, au gel du recrutement et à d'autres mesures d'économie. Les chefs de secrétariat estiment que ce sont des mesures de cette nature qui aideront à restaurer jusqu'à un certain point la

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viabilité financière des organisations. En revanche, on ferait preuve de courte vue et on irait en dernier ressort à l'encontre des résultats recherchés non seulement par les organisations mais aussi par les Etats membres si l'on cherchait à résoudre les difficultés financières auxquelles se heurtent actuellement certaines organisations au détriment des droits des fonctionnaires. Le CAC espère fermement que la CFPI reconnaîtra ce fait.

15. Le CAC espère que la Commission parviendra à trouver des solutions qui permettront aux organisations de s'acquitter des responsabilités qui leur ont été confiées par les Etats membres et de créer le climat de confiance au sein du système qui est essentiel à son bon fonctionnement.

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Annexe II

DECLARATION DU CAC AU COMITE MIXTE DE LA CAISSE COMMUNE DES PENSIONS
DU PERSONNEL DES NATIONS UNIES

Pensions et rémunération considérée aux fins de la pension applicables
aux administrateurs et aux fonctionnaires de rang supérieur

1. La très forte dépréciation du dollar des Etats-Unis vis-à-vis d'un certain nombre de monnaies a entraîné depuis la fin de 1986 une diminution persistante du montant de la pension initiale calculé en monnaie locale (sur la base de la moyenne des taux de change au cours des 36 derniers mois ayant précédé la date du départ à la retraite). Cette diminution a depuis quelques mois atteint près de 1 % par mois dans certains lieux d'affectation importants. Devant la perspective de subir des pertes de cet ordre en sus de l'érosion dont ont fait récemment l'objet leurs prestations de retraite, de nombreux fonctionnaires ont décidé d'opter prématurément pour une retraite anticipée, privant ainsi les organisations de connaissances et compétences précieuses.
2. Le CAC est fermement convaincu que cette situation anormale, en vertu de laquelle plus longtemps un fonctionnaire reste en activité et plus la valeur de sa pension de retraite diminue dans la monnaie du pays où il compte prendre sa retraite, doit être redressée. Le problème de l'incidence de la dépréciation du dollar des Etats-Unis sur les traitements a été examiné par la CFPI et des mesures ont été prises pour atténuer la diminution de la rémunération nette en monnaie locale dans certains lieux d'affectation. De son côté, le Comité mixte devrait instaurer d'urgence des mesures visant à remédier au problème de la diminution des prestations de retraite calculées en monnaie locale.
3. Quelles que soient les mesures correctives qui seront adoptées, leurs incidences sur la situation actuarielle de la Caisse des pensions devront être soigneusement pesées. Tout déséquilibre actuariel susceptible d'en résulter pourrait être corrigé de trois manières différentes : en augmentant les recettes de la Caisse, en réduisant les prestations de retraite ou en conjuguant ces deux séries de mesures. Le CAC considère toutefois qu'il serait inacceptable de réduire une nouvelle fois les prestations de retraite. Par conséquent, toutes dépenses supplémentaires découlant de ces mesures correctives devraient être couvertes grâce à l'augmentation des recettes de la Caisse.
4. Il convient de rappeler à cet égard que la deuxième phase du relèvement du taux des cotisations a déjà été différée à deux reprises par l'Assemblée générale (en 1985 puis en 1986). Ce relèvement devrait maintenant être appliqué sans plus tarder, c'est-à-dire qu'il devrait entrer en vigueur le 1er janvier 1988.
5. Le fait que la période de stabilité des prestations de retraite qu'espérait inaugurer l'Assemblée générale ne s'est pas matérialisée a eu pour effet de démoraliser les fonctionnaires et de susciter leurs inquiétudes, dans la mesure où ils ignorent s'ils ont ou non à craindre de nouvelles réductions. Le CAC saisit cette occasion pour souligner que la révision prévue pour 1990 devrait être entreprise en pleine coopération avec le Comité mixte.

9 juin 1987

ANGLAIS ET FRANCAIS

COMITE ADMINISTRATIF DE
COORDINATION

Session extraordinaire
Genève, 21 juin 1987

LES DIFFICULTES FINANCIERES ACTUELLES DE L'ONU ET DES AUTRES
ORGANISATIONS DU SYSTEME DES NATIONS UNIES ET LEURS REPERCUSSIONS:
CONDITIONS D'EMPLOI DU PERSONNEL DES ORGANISATIONS QUI APPLIQUENT
LE REGIME COMMUN

Note par le Secrétaire du Comité

1. Dans sa décision 1987/3, le Comité administratif de coordination (CAC) a donné pour instructions au Comité consultatif pour les questions administratives (Personnel et questions administratives générales) (CCQA (PER)), en tenant compte des idées exprimées par le CAC au sujet, notamment, de la recommandation 61 du Groupe d'experts intergouvernementaux de haut niveau chargé d'examiner l'efficacité du fonctionnement administratif et financier de l'ONU, de le saisir, à sa session extraordinaire, de brefs documents directifs sur les questions suivantes: traitements; pensions et rémunération considérée aux fins de la pension; ajustements (indemnités de poste ou déductions); marge entre la rémunération de l'Administration fédérale des Etats-Unis et celle des organisations qui appliquent le régime commun des Nations Unies; congé annuel; indemnité pour frais d'études; telles autres questions critiques que le Comité consultatif déterminera. En outre, le CAC a demandé au CCQA (PER), lors de la préparation des documents directifs en question, de songer particulièrement aux conditions d'emploi du personnel sur le terrain.

2. Ci-joint le rapport du CCQA (PER), préparé à la suite de la décision 1987/3 du CAC. Les projets des déclarations mentionnés dans le paragraphe 5 de l'introduction au rapport seront distribués dans un additif à cette note.

1/ Le rapport complet du CCAQ (PER) sur sa 67ème session sera distribuer ultérieurement comme document ACC/1987/10.

Questions administratives
(Questions de personnel et questions
administratives générales)

Soixante-septième session
Genève, 26-27 mai 1987
New York, 29 juin-17 juillet 1987)

RAPPORT DU CCQA AU CAC

Conditions d'emploi des fonctionnaires dans les organisations
appliquant le régime commun

Introduction

1. Dans les présentes circonstances, les organisations ont manifestement de plus en plus de mal à recruter et à garder à leur service le personnel hautement qualifié dont elles ont besoin pour exécuter leurs programmes. Le changement d'orientation intervenu depuis la mise en place du système pour favoriser l'assistance au développement et, plus récemment, la coopération technique, en mettant l'accent sur l'autosuffisance nationale, milite en faveur d'améliorations destinées à faciliter le recrutement et la réaffectation des fonctionnaires, et non le contraire. Les difficultés financières auxquelles se heurtent actuellement certaines organisations appellent certes une réévaluation de l'ordre des priorités, mais chercher à résoudre ces problèmes en portant atteinte aux conditions d'emploi des fonctionnaires serait, comme l'a fait observer le Secrétaire général à l'Assemblée générale à sa quarante et unième session, une politique à très courte vue dont les incidences affecteraient l'ensemble des organisations appliquant le régime commun des Nations Unies.

2. Tout examen des conditions d'emploi du régime commun au stade actuel doit s'inscrire dans le contexte de l'érosion régulière des différents éléments de la rémunération des fonctionnaires internationaux qui a été enregistrée ces dernières années :

a) L'imposition d'une fourchette d'évolution de la marge qui limite le fonctionnement du système des ajustements s'est traduite, depuis août 1984, par un gel des émoluments et un déclin non négligeable du pouvoir d'achat des fonctionnaires ;.

b) La nouvelle définition du taux d'accumulation et plusieurs réductions des prestations intervenues depuis 1983, ainsi que les deux réexamens de la rémunération considérée aux fins de la pension pour les administrateurs et fonctionnaires de rang supérieur qui ont eu lieu en 1984 et 1986, se sont traduits par des réductions des prestations de retraite ;

c) Dans certains lieux d'affectation importants, la dépréciation récente du dollar des Etats-Unis par rapport aux autres monnaies a entraîné des réductions du montant de la rémunération effectivement perçue en monnaie locale, alors même que les effets de taux d'inflation élevés et de dévaluations continues ont créé des difficultés dans de nombreux lieux d'affectation hors siège ;

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d) Le réexamen du montant d'un certain nombre d'indemnités (indemnité pour frais d'études, indemnité pour personnes à charge, indemnité d'affectation), qui aurait normalement dû être effectué, a été reporté étant donné le climat peu favorable qui règne actuellement sur les plans financier et politique.

3. Dans ce contexte, la conclusion hâtive et infondée du Groupe des 18 selon laquelle "la rémunération totale des fonctionnaires atteint un niveau légitimement préoccupant, qu'il faudrait réduire" n'est guère justifiée, et c'est le moins qu'on puisse dire.

Résumé

4. Conformément aux instructions données par le CAC à sa première session ordinaire de 1987, le CCQA présente ci-joint, pour que le CAC les examine, une série de textes sur les éléments clefs des conditions d'emploi, qui peuvent être résumés comme suit:

- a) Traitements i) La méthode de comparaison actuelle entre les traitements nets de l'Administration fédérale des Etats-Unis et ceux du régime commun des Nations Unies est trop restrictive et devrait être remplacée par un système de comparaison de la rémunération totale, tenant compte des prestations liées à l'expatriation; ii) La CFPI devrait déterminer à sa session d'été de 1987 les méthodes à appliquer, à New York et ailleurs, pour mettre fin au gel des rémunérations ;
- b) Marge : Il conviendrait de s'élever énergiquement contre la proposition visant à exclure l'élément correspondant à l'écart entre le coût de la vie à Washington et le coût de la vie à New York pour les calculs relatifs à la marge, car cela aurait pour effet de prolonger le gel actuel de la rémunération ;
- c) Système des ajustements : i) Une solution d'application universelle permettant de distinguer les effets des fluctuations monétaires, aussi bien dans les pays à monnaie forte que dans ceux à monnaie faible, devrait être appliquée à compter du 1er janvier 1989 au plus tard; ii) Entre-temps, il faudrait maintenir et perfectionner les mesures temporaires actuellement prévues pour les pays à monnaie forte et prévoir immédiatement l'application de mesures d'urgence pour les lieux d'affectation où la monnaie est faible; iii) Il faudrait résister à la proposition tendant à supprimer l'indemnité de poste dans la ville de base;
- d) Pensions et rémunération considérée aux fins de la pension pour les administrateurs : i) Le Comité mixte de la Caisse commune des pensions du personnel des Nations Unies devrait élaborer des mesures visant à protéger la valeur initiale, en monnaie locale, des prestations de retraite; ii) En ce qui concerne l'augmentation du taux de cotisation, la seconde phase, déjà approuvée en principe par l'Assemblée générale, devrait entrer en vigueur le 1er janvier 1988;
- e) Indemnité pour frais d'études : L'indemnité pour frais d'études devrait être maintenue pour les études supérieures. En fait, un relèvement du montant de l'indemnité serait même justifié. Une aide supplémentaire devrait être prévue pour les fonctionnaires en poste dans les lieux d'affectation où les conditions de vie ou de travail sont difficiles;

- f) Congé annuel : Les dispositions en vigueur concernant les congés ne devraient pas être modifiées;
- g) Conditions d'emploi dans les lieux d'affectation hors siège, : La structure de l'indemnité d'affectation devrait être modifiée afin de mieux rémunérer la mobilité.
5. Le CCQA a également établi des projets de déclarations que le CAC pourrait soumettre à la CFPI, et au Comité mixte de la Caisse commune des pensions du personnel des Nations Unies.

Traitements et marge

A. TRAITEMENTS

1. Depuis qu'existe le régime commun des Nations Unies, et conformément au Principe Noblemaire, les traitements des administrateurs doivent être tels qu'ils puissent attirer les nationaux de l'Etat Membre dont la fonction publique est la mieux rémunérée. Il a par conséquent été jugé nécessaire de prévoir une marge et d'offrir des traitements un peu plus élevés que ceux de la fonction publique servant de comparaison, afin de tenir compte de facteurs tels que l'expatriation et le fait que la sécurité d'emploi est moindre. Cette marge a fluctué entre 10 et 20 % pendant les 10 années antérieures à 1984.
2. En 1984, la CFPI, après avoir examiné le classement, aux fins des ajustements, des sept villes sièges, a conclu que l'indice d'ajustement pour New York devait être relevé de 9,6 %. Cette décision a entraîné le passage de New York à une classe d'ajustement plus élevée le 1er août 1984 et devait à nouveau entraîner le passage à une classe supérieure le 1er décembre 1984, ce qui aurait porté la marge à 126. L'Assemblée générale, préoccupée par la perspective d'un tel accroissement de la marge, a alors demandé à la Commission de geler l'ajustement pour New York à partir d'août 1984 et de proposer pour la marge une fourchette de variation déterminée.
3. L'Assemblée générale a décidé de fixer pour la marge une fourchette de 110 à 120 avec un point médian souhaitable de 115, ce qui a eu pour effet de geler les traitements des administrateurs.
4. Pour ce qui est de la fonction publique servant de comparaison, les traitements de l'Administration fédérale des Etats-Unis devraient, en application de la loi de 1970 sur les rémunérations (Pay Comparability Act), être fixés en fonction des rémunérations offertes par le secteur privé. Toutefois, depuis 1979, ils ont été fixés selon d'autres régimes de rémunération établis par l'Administration fédérale. La parité entre le secteur privé et le secteur public n'étant plus établie, les traitements de l'Administration fédérale des Etats-Unis accusent à l'heure actuelle un retard d'environ 24 % par rapport aux rémunérations dans le secteur privé et, pour les classes de l'Administration fédérale considérées comme l'équivalent des classes d'administrateur et de fonctionnaire de rang supérieur, le décalage est encore plus important. Par ailleurs, la fonction publique servant de comparaison applique des taux de rémunération notablement plus élevés (barèmes spéciaux) pour certains groupes professionnels lorsque le barème général est trop bas pour attirer du personnel qualifié.

5. Les salaires des administrateurs sont ainsi "alignés" sur un barème de rémunération qui n'évolue pas selon les modalités qui avaient été en principe établis. De ce fait, aucune modification n'a été apportée aux traitements de base depuis 1975. Qui plus est, les ajustements au titre du coût de la vie (indemnités de poste) ont été gelés, ce qui fait que les traitements à New York se trouvent encore, à l'heure actuelle, au même niveau qu'en août 1984, alors que trois mouvements de l'indice d'ajustement auraient dû être pris en compte et qu'une hausse de 11 % du coût de la vie a été enregistrée à New York pendant ce temps. Tous les autres lieux d'affectation ont été affectés dans la même mesure que New York et, en outre, nombre d'entre eux ont eu à pâtir des effets des fluctuations monétaires.

6. Au début de 1987, par suite d'augmentations de traitement accordées aux fonctionnaires de l'Administration fédérale des Etats-Unis, la marge était tombée à 116,7. On pense que d'ici la fin de 1987, elle tombera en-dessous de 115 et le CCQA recommande au CAC d'insister pour qu'il soit dès lors mis fin au gel dès que possible. A cette fin, il est d'une importance cruciale que la CFPI détermine cette année, à sa session d'été, les modalités à appliquer tant à New York qu'ailleurs.

7. Lorsqu'il sera mis fin au gel, les fonctionnaires percevront l'indemnité de poste correspondant à une nouvelle classe d'ajustement dès que celle-ci sera due; toutefois, les pertes substantielles subies vu la diminution de leur pouvoir d'achat au cours des trois dernières années ne seront pas compensées.

8. Tant que les traitements des fonctionnaires de l'administration retenue aux fins des comparaisons seront maintenus à un niveau inférieur à ce qu'ils devraient être, les traitements des administrateurs resteront comprimés. Pour modifier cet état de chose, l'on pourrait envisager les options suivantes :

- a) Définir une nouvelle fourchette de variation de la marge;
- b) Modifier l'élément servant aux comparaisons en retenant non plus la fonction publique de l'Administration fédérale des Etats-Unis mais une "combinaison" du secteur public et du secteur privé de ce même pays;
- c) S'il existe une fonction publique offrant des rémunérations plus élevées, retenir celles-ci aux fins des comparaisons;
- d) Modifier la base de comparaison en retenant non plus les traitements versés aux fonctionnaires de l'Administration fédérale des Etats-Unis en poste aux Etats-Unis, mais l'ensemble des émoluments et prestations versés aux fonctionnaires de l'Administration fédérale, qu'ils soient en poste aux Etats-Unis ou ailleurs.

9. On propose que le CAC appuie énergiquement l'utilisation de la méthode consistant à comparer les rémunérations totales, y compris les prestations liées à l'expatriation. Cette méthode refléterait plus exactement la situation réelle dans la fonction publique internationale, puisque 90 % des administrateurs employés par les organisations appliquant le régime commun sont expatriés.

10. Les autres options mentionnées plus haut ne donneraient vraisemblablement aucun résultat, tout au moins dans l'immédiat, pour les raisons suivantes :

- Une demande visant à établir une nouvelle définition de la fourchette de variation de la marge n'aurait que peu de chances d'être prise en considération pour le moment, puisque l'Assemblée générale vient d'établir cette fourchette.
- Le CAC a déjà proposé de retenir le secteur privé des Etats-Unis comme base de comparaison, mais cette proposition a été rejetée par la Commission; la solution consistant à retenir une "combinaison" du secteur public et du secteur privé aux Etats-Unis n'a pas été étudiée jusqu'à présent, mais le problème que pose le fait de se référer, ne serait-ce qu'indirectement, au secteur privé demeurerait entier;
- En 1981, la Commission a étudié la fonction publique de la République fédérale d'Allemagne en vue de son utilisation éventuelle aux fins des comparaisons mais cette étude n'a pas été concluante. L'évolution récente des taux de change semble certes donner plus de poids à une proposition dans ce sens, mais il convient de souligner que tout renversement de tendance futur concernant les taux de change risquerait d'avoir des incidences non négligeables en sens inverse. Pour examiner plus à fond ces questions (dont l'examen doit certes être poursuivi), il faudra à la Commission énormément de temps. En outre, l'établissement d'une corrélation entre les traitements et indemnités dans le système des Nations Unies et dans une fonction publique différente revenue aux fins des comparaisons soulèverait des difficultés, du fait qu'un grand nombre de prestations (prestations de retraite par exemple) sont calculées par rapport aux prestations offertes par la fonction publique servant actuellement aux comparaisons.

B. MARGE

11. La méthode de détermination de la marge fait actuellement l'objet d'un débat à la CFPI, le problème précis qui se pose consistant à déterminer s'il convient ou non de prendre en considération dans les calculs la différence entre le coût de la vie à New York et le coût de la vie à Washington.

12. Lorsqu'elle a recommandé à l'Assemblée générale une fourchette de variation de la marge de 110 à 120, la Commission a tenu compte de la différence de coût de la vie entre New York (ville de base pour le régime commun des Nations Unies) et Washington (ville de base pour l'Administration fédérale des Etats-Unis), différence qui au cours des années est restée de l'ordre de 5 %. La Commission qui, depuis 1975, avait toujours confirmé qu'il convenait de tenir compte de cette différence dans les calculs relatifs à la marge, a renversé sa position en 1986, à la majorité de ses membres, en se fondant principalement sur l'argument que les traitements de l'Administration fédérale des Etats-Unis sont les mêmes à Washington et à New York. L'Assemblée générale a demandé à la CFPI de réexaminer cette décision.

13. Le fait de ne plus tenir compte de la différence de coût de la vie entre New York et Washington aurait pour effet d'accroître d'environ 5 % la marge entre les rémunérations des administrateurs et celles des fonctionnaires de l'Administration fédérale des Etats-Unis. Il en résulterait une prolongation du gel à moins que la fourchette de variation de la marge ne soit ajustée en conséquence, ce qui est toutefois peu vraisemblable.

14. A la session de mars 1987 de la CFPI, le CCQA s'est énergiquement élevé contre l'adoption d'une méthode de calcul ne tenant pas compte de la différence entre le coût de la vie à New York et le coût de la vie à Washington, et ce pour les raisons suivantes :

- Premièrement, l'adoption d'une telle méthode représenterait une modification injustifiée de l'un des facteurs importants qui ont été pris en considération lorsque la fourchette de variation de la marge a été fixée à 110 - 120.
- Deuxièmement, elle serait contraire à l'un des aspects fondamentaux du système des ajustements, à savoir le versement d'émoluments différents pour tenir compte des différences de coût de la vie entre deux lieux d'affectation.
- Troisièmement, elle ne serait pas compatible avec le fait que les équivalences entre les classes du régime commun des Nations Unies et celles de l'Administration fédérale des Etats-Unis sont établies en retenant Washington pour les Etats-Unis et New York pour le régime commun des Nations Unies - procédure récemment confirmée par la Commission elle-même à la suite d'un examen approfondi de la possibilité d'établir les équivalences de classes pour les deux fonctions publiques à New York.
- Quatrièmement, toute modification apportée à la pratique actuelle, en vigueur depuis longtemps, devrait être fondée sur des arguments techniques convaincants. Aucun argument de cet ordre n'a été avancé dans le cas présent, et il ne semble d'ailleurs pas qu'il en existe.

15. Pour ces raisons, il est essentiel que le CAC insiste pour que la CFPI maintienne, s'agissant des calculs relatifs à la marge, la méthode comportant la prise en considération de la différence entre le coût de la vie à New York et le coût de la vie à Washington.

Ajustements (indemnités de poste ou déductions)

Généralités

1. Le système des ajustements a été conçu à un moment où les taux de change étaient fixes; il répondait alors à son objectif principal - l'égalisation du pouvoir d'achat entre lieux d'affectation. Depuis le début des années 70, le système des ajustements a aussi servi à compenser les variations des taux de change officiels entre les monnaies locales et le dollar des Etats-Unis. Avec le temps, il est apparu que le système ne pouvait parer entièrement aux fluctuations des taux de change et qu'un certain nombre de mesures correctives ponctuelles devaient être appliquées. Depuis 1984, le gel de l'indemnité de poste pour la ville de base en vue de contenir la marge dans les limites de la fourchette définie par l'Assemblée générale s'est avéré un obstacle supplémentaire au bon fonctionnement du système des ajustements.

Fluctuations monétaires

2. L'utilisation de l'indemnité de poste pour parer aux fluctuations monétaires a créé un problème majeur tant dans les lieux d'affectation où la monnaie locale s'est appréciée par rapport au dollar (lieux d'affectation à monnaie forte) que dans ceux où la monnaie locale a subi des dévaluations importantes (lieux d'affectation à monnaie faible).

3. Dans les lieux d'affectation à monnaie forte (la plupart des villes sièges, d'autres lieux d'affectation en Europe et les lieux d'affectation hors siège où la monnaie est liée à une monnaie forte), le déclin de la valeur du dollar des Etats-Unis a eu pour effet de réduire sensiblement la rémunération effectivement perçue en monnaie locale, du fait que la formule d'ajustement ne compense que partiellement les variations des taux de change.

4. Sur la demande insistante du CCQA, la CFPI a d'abord essayé de stabiliser la situation, puis d'atténuer l'effet de nouvelles réductions (facteur de correction de la rémunération - FCR - entré en vigueur en septembre 1986, et disposé en vertu de laquelle la rémunération effectivement perçue ne peut tomber au-dessous d'un certain plancher - appliquée d'avril à août 1987). Ces mesures n'ont toutefois pas permis de pleinement rétablir les rémunérations au niveau auquel elles se trouvaient lors de la dernière enquête sur le coût de la vie.

6. En approuvant le FCR, la CFPI a demandé instamment que soit mise au point d'urgence une méthode permanente, d'application universelle en vue d'éliminer les effets des fluctuations des taux de change. A sa récente session, le Comité consultatif pour les questions d'ajustements (CCPQA) de la CFPI a examiné diverses propositions à cet égard, mais a conclu qu'aucune d'entre elles ne pouvait être appliquée dans l'immédiat : une solution permanente et universellement acceptable ne pouvait être envisagée que dans le cadre d'un examen global du système des rémunérations, dont il a recommandé la réalisation. Entre-temps, le CCPQA a estimé que les solutions intérimaires (FCR et mesure concernant l'institution d'un plancher) devraient continuer d'être appliquées dans les lieux d'affectation à monnaie forte jusqu'à ce que l'examen en question soit effectué, et qu'il fera une recommandation en ce sens à la CFPI à sa prochaine session.

7. Dans les lieux d'affectation à monnaie faible (la plupart des lieux d'affectation hors siège), le problème est habituellement un problème de dévaluation par rapport au dollar des Etats-Unis. Dans ces lieux d'affectation, le système des ajustements vise à maintenir la valeur de la rémunération en monnaie locale. Cette application quelque peu mécanique du système a pour résultat d'abaisser constamment le niveau des traitements en dollars. Pour les fonctionnaires recrutés sur le plan international dans les bureaux extérieurs, la diminution du montant de leur traitement en dollars est perçue comme une véritable perte de revenu, compte tenu de l'importance de leurs engagements financiers hors de la région du lieu d'affectation.

8. Actuellement (mai 1987), dans 84 % des lieux d'affectation hors siège, regroupant plus de 90 % du personnel des bureaux extérieurs, l'indemnité de poste est inférieure à celle applicable dans la ville de base du système. Dans environ 35 pays où se trouvent des bureaux extérieurs, l'indice d'ajustement est négatif. (La pratique qui consiste à verser des rémunérations inférieures au traitement de base n'est suivie ni par la fonction publique choisie comme point de comparaison, ni par d'autres organisations bilatérales.) Chaque opération d'incorporation au traitement de base d'une partie de l'indemnité de poste augmentera le nombre des lieux d'affectation où l'indice d'ajustement est négatif.

9. Il est de plus en plus évident que l'érosion de la rémunération globale dans les bureaux extérieurs diminue l'aptitude des organisations à exécuter leurs programmes. Le problème apparaît à la fois pour le recrutement de personnel pour l'exécution des projets de durée déterminée et dans les bureaux extérieurs. Le personnel affecté aux projets et le personnel de carrière sont l'un et l'autre affectés.

10. Les fonctionnaires ne comprennent plus et n'acceptent plus ce système complexe, rajusté au coup par coup, qui a abouti à l'abaissement de leur rémunération et de leur niveau de vie, surtout par comparaison avec leurs homologues qui dans d'autres organisations multilatérales et bilatérales (ainsi que dans des organisations non gouvernementales) s'occupent du développement et d'assistance humanitaire.

11. Il y a de bonnes raisons de croire que le problème est peut-être lié à la mesure des frais de logement et à l'approche conceptuelle adoptée en ce qui concerne les fluctuations monétaires et les dépenses faites hors de la région du lieu d'affectation. Un examen doit être entrepris de toute urgence. Le PNUD va effectuer immédiatement une étude pour déterminer quels sont les domaines dans lesquels des problèmes se posent et proposer d'éventuelles solutions. Le CCQA a accepté d'appuyer cette initiative. Ces travaux devraient être coordonnés avec ceux du CCPQA et de la CFPI.

Suppression de l'indemnité de poste pour la ville de base

12. En 1985, l'Assemblée générale a prié la CFPI d'étudier la possibilité de supprimer l'indemnité de poste pour la ville de base du système (New York). Cette demande a été faite à une époque où l'Assemblée avait l'impression que la fourchette entre les rémunérations de l'Administration fédérale américaine et celles des Nations Unies s'élargissait excessivement. Si l'indemnité de poste était supprimée pour la ville de base, cela signifierait qu'à l'avenir, tout mouvement des rémunérations serait soumis à l'approbation de l'Assemblée générale.

13. L'imposition d'une fourchette de variation de la marge a abouti à un contrôle de la rémunération beaucoup plus étroit qu'auparavant. De l'avis du CCPQA, il n'est pas indispensable d'examiner la question plus avant pour le moment.

Conclusion

14. Le CCQA fait les recommandations suivantes :

- L'étude en vue de trouver une solution universelle au problème de la distinction entre les effets des fluctuations monétaires et ceux des variations du coût de la vie, tant dans les pays à monnaie forte que dans ceux à monnaie faible, devrait être achevée de toute urgence de sorte qu'un nouveau système puisse être mis en application le 1er janvier 1989 au plus tard.

- Entre-temps,

Dans les lieux d'affectation à monnaie forte, les mesures transitoires actuelles doivent être non seulement maintenues mais perfectionnées pour mieux faire face à l'évolution différente des taux de change des monnaies locales par rapport au dollar;

Dans les lieux d'affectation à monnaie faible, des mesures devraient être prises d'urgence pour atténuer les conséquences négatives des dévaluations passées de la monnaie locale;

Le CCQA fera des propositions spécifiques à la Commission à sa session de juillet 1987, tant pour les lieux d'affectation à monnaie forte que pour ceux à monnaie faible.

- Le CAC devrait s'élever énergiquement contre la suppression de l'indemnité de poste pour la ville de base.

15. L'AIEA aurait préféré qu'il soit recommandé à la CFPI de suspendre immédiatement l'application du système des ajustements dans les lieux d'affectation à monnaie forte pour ajuster la rémunération effectivement perçue en fonction des fluctuations monétaires - application de l'indemnité de poste qui n'était pas prévue à l'origine - et de décider que la rémunération effectivement perçue ne devrait pas s'écarter, du fait des fluctuations monétaires, du montant fixé par la Commission lors de la plus récente enquête intervilles sur les dépenses, afin de n'affecter défavorablement ou favorablement ni les fonctionnaires ni les Etats Membres.

Pensions et rémunération considérée aux fins de la pension pour les administrateurs et les fonctionnaires de rang supérieur

1. En décembre 1986, l'Assemblée générale a adopté un nouveau barème de la rémunération considérée aux fins de la pension pour les fonctionnaires de la catégorie des administrateurs; ce barème, qui s'est soldé par des réductions à toutes les classes, est entré en vigueur le 1er avril 1987. Certaines mesures transitoires de portée limitée ont également été adoptées en vue de protéger les droits aux prestations de retraite acquis par les fonctionnaires au titre de périodes d'affiliation durant lesquelles le montant de la rémunération considérée aux fins de la pension était plus élevé. L'Assemblée générale, estimant que l'entrée en vigueur du nouveau barème fondé sur les critères énoncés dans la résolution "contribuerait à instaurer une période de stabilité, indispensable pour le régime commun", a prié la CFPI, agissant en pleine coopération avec le Comité mixte de la Caisse Commune des pensions du personnel des Nations Unies, d'entreprendre une nouvelle révision complète des méthodes appliquées pour déterminer la rémunération considérée aux fins de la pension et de présenter des recommandations à l'Assemblée générale en 1990.

2. Néanmoins, la dépréciation brutale du dollar des Etats-Unis à l'égard d'un certain nombre de monnaies a entraîné depuis la fin de 1986 une baisse ininterrompue du montant initial de la pension exprimé en monnaie locale (sur la base de la moyenne des taux de change pendant la période de 36 mois précédant le départ à la retraite). Ces mois derniers ladite baisse s'est élevée à près de 1 % par mois dans les principaux lieux d'affectation. Devant la perspective de pertes de cet ordre qui viendraient se surajouter à l'érosion récemment subie par les prestations de retraite, nombre de fonctionnaires ont décidé de prendre prématurément une retraite anticipée, privant par là les organisations d'un fonds précieux de connaissances spécialisées.

3. Cette anomalie qui fait que plus un fonctionnaire reste longtemps en service plus il voit diminuer la valeur de sa pension dans la monnaie du lieu où il prend sa retraite exige qu'on y porte remède. Le problème de l'effet de la dépréciation du dollar des Etats-Unis sur les traitements a reçu l'attention de la CFPI et des mesures ont été prises pour atténuer la baisse de la rémunération nette en monnaie locale dans certains lieux d'affectation. Dans le même ordre d'idée, il conviendrait de demander au Comité mixte de la Caisse des pensions de prendre des mesures pour résoudre le problème de la baisse des prestations de retraite en monnaie locale.

4. Quels que soient les remèdes adoptés, leur effet sur la situation actuarielle de la Caisse des pensions devra être judicieusement pesé. Une évaluation de la situation actuarielle est actuellement en cours, dont les résultats seront communiqués au Comité mixte de la Caisse des pensions à sa session d'août 1987. Il est probable que cette évaluation fera apparaître la persistance d'un déséquilibre actuariel étant donné a) la diminution des recettes de la Caisse du fait de l'abaissement de la rémunération considérée aux fins de la pension et b) la hausse du coût en dollars des Etats-Unis des pensions versées aux retraités du fait de la dépréciation du dollar des Etats-Unis à l'égard de certaines monnaies locales; c) on doit également s'attendre que tout gel du recrutement aura également un effet négatif. S'il existe en principe plusieurs moyens de redresser ce déséquilibre : ou bien en accroissant les recettes de la Caisse ou bien en diminuant les pensions de retraite ou bien en combinant ces deux mesures, il ne fait aucun doute que les organisations jugeraient inacceptable une nouvelle réduction des prestations de retraite. Il s'ensuit que le coût additionnel résultant des remèdes adoptés devrait être couvert par un accroissement des recettes de la Caisse.

5. On se souviendra qu'en 1983 la Caisse des pensions avait recommandé d'accroître le taux des cotisations de 21 à 24 % en quatre étapes échelonnées sur une période de huit ans. La première augmentation, portant le taux à 21,75 %, a été approuvée et est entrée en vigueur le 1er janvier 1984. La deuxième augmentation (de 21,75 à 22,5 %) a déjà été différée deux fois par l'Assemblée générale (en 1985 et en 1986). Le CAC devrait insister pour que cet accroissement soit mis en application sans plus de retard et prenne par conséquent effet le 1er janvier 1988. Sur la base des estimations présentées l'année dernière à l'Assemblée, un accroissement de 0,75 % du taux de cotisation entraînerait des dépenses additionnelles de 13,2 millions de dollars par an à savoir 8,8 millions pour les organisations dans leur ensemble et 4,4 millions pour les participants.

6. Le fait que la période de stabilité des pensions de retraite que l'Assemblée générale espérait avoir instaurée ne s'est pas concrétisée tend à perturber et à démoraliser les fonctionnaires qui ne savent s'ils doivent s'attendre à de nouveaux retranchements. Le CCQA soulignera à nouveau le moment venu qu'il est indispensable que l'étude prévue pour 1990 se déroule en pleine coopération avec le Comité mixte de la Caisse des pensions.

Rémunération considérée aux fins de la pension des fonctionnaires des organisations appliquant
le régime commun (en dollars des Etats-Unis par an)

| (a) | (b) | (c) | (d) | (e) | (f) | (g) | (h) | (i) | (j) | (k) | (l) |
|----------------------|--|--|---|---|--|--|------------------------------|------------------------------|--------------------------------|--|---------------------|
| Classe et échelon | Barème révisé 1.1.81- 30.9.81 | Accroissement de l'IPC 8.7% 1.10.81- 30.9.82 | Accroissement de l'IPC 7.17% 1.10.82- 30.9.84 | Accroissement de l'IPC 5.4% 1.10.84- 31.12.84 | Barème révisé 1.1.85- 31.3.87 | Accroissement ou diminution [f - e] en % | Nouveau barème 1.4.87- | Accroissement f (1986) | ou diminution e (fin 84) | en % comparaison de h avec c (1982) | avec b (1981) |
| P.1-I | 21 450 | 23 316 | 24 989 | 26 338 | 27 500 | + 4.4 | 27 100 | - 1.5 | + 2.9 | + 16.3 | + 26.3 |
| P.1-X | 29 801 | 32 394 | 34 716 | 36 591 | 37 400 | + 2.2 | 36 100 | - 3.5 | - 1.4 | + 11.4 | + 21.1 |
| P.2-I | 28 560 | 31 045 | 33 272 | 35 069 | 35 500 | + 1.2 | 34 500 | - 2.8 | - 1.6 | + 11.1 | + 20.8 |
| P.2-XI | 38 985 | 42 377 | 45 416 | 47 868 | 47 900 | + 0.1 | 46 300 | - 3.4 | - 3.3 | + 9.3 | + 18.8 |
| P.3-I | 35 969 | 39 098 | 41 901 | 44 164 | 43 800 | - 0.8 | 42 600 | - 2.7 | - 3.6 | + 9.0 | + 18.4 |
| P.3-XIII | 51 121 | 55 569 | 59 554 | 62 770 | 62 200 | - 0.9 | 58 800 | - 5.5 | - 6.3 | + 5.8 | + 15.0 |
| P.4-I | 44 982 | 48 895 | 52 403 | 55 233 | 53 300 | - 3.5 | 52 100 | - 2.3 | - 5.7 | + 6.6 | + 15.8 |
| P.4-XII | 61 490 | 66 840 | 71 633 | 75 501 | 70 900 | - 6.1 | 68 300 | - 3.7 | - 9.5 | + 2.2 | + 11.1 |
| P.5-I | 57 351 | 62 341 | 66 811 | 70 419 | 66 100 | - 6.1 | 64 300 | - 2.7 | - 8.7 | + 3.1 | + 12.1 |
| P.5-X | 72 166 | 78 444 | 84 070 | 88 610 | 83 900 | - 5.3 | 77 200 | - 8.0 | - 12.9 | - 1.6 | + 7.0 |
| D.1-I | 65 906 | 71 640 | 76 777 | 80 923 | 74 500 | - 7.9 | 71 400 | - 4.2 | - 11.8 | - 0.3 | + 8.3 |
| D.1-VII | 78 676 | 85 521 | 91 655 | 96 604 | 87 900 | - 9.0 | 82 100 | - 6.6 | - 15.0 | - 4.0 | + 4.4 |
| D.2-I | 78 976 | 85 847 | 92 003 | 96 971 | 84 800 | - 12.5 | 81 800 | - 3.5 | - 15.6 | - 4.7 | + 3.6 |
| D.2-IV | 85 952 | 93 430 | 100 129 | 105 536 | 92 400 | - 12.4 | 88 000 | - 4.8 | - 16.6 | - 5.8 | + 2.4 |
| ASG | 101 199 | 110 003 | 117 891 | 124 257 | 103 900 | - 16.4 | 98 100 | - 5.6 | - 21.1 | - 10.8 | - 3.1 |
| USG | 114 047 | 123 969 | 132 858 | 140 032 | 115 700 | - 17.4 | 106 100 | - 8.3 | - 24.2 | - 14.4 | - 7.0 |

Indemnité pour frais d'étude

a) Champ d'application

1. Le Groupe des Dix-Huit a remis en question dans sa recommandation 61 le versement d'une indemnité pour frais d'étude au titre des études postsecondaires. L'Assemblée générale a renvoyé la question à la CFPI pour examen et la Commission doit faire rapport sur ce point à l'Assemblée à sa quarante-deuxième session.

2. Il vaut la peine de noter que cette question a déjà été soulevée au moins deux fois précédemment par l'Assemblée générale. Les études qui en sont résultées ont donné lieu aux observations suivantes :

- Les études postsecondaires ouvrent droit à une aide financière au titre de l'indemnité pour frais d'études depuis l'institution de celle-ci en 1946. Depuis lors l'accès à l'enseignement supérieur s'est considérablement élargi et dans un monde où la concurrence se fait de plus en plus vive, il est indispensable d'avoir un diplôme universitaire pour prétendre à de nombreux types d'emplois.
- S'il est vrai que de nombreux gouvernements, y compris celui du pays choisi comme point de comparaison aux fins de la détermination des traitements, ne fournissent qu'une aide limitée (sous la forme le plus souvent d'une participation aux frais de voyage) pour les études postsecondaires de leur personnel expatrié, c'est là un domaine où il faut procéder avec prudence. Dans de nombreux pays, les études postsecondaires sont gratuites ou virtuellement gratuites pour les nationaux et les résidents. Les conditions d'expatriation des fonctionnaires internationaux diffèrent de celles des fonctionnaires des affaires étrangères à bien des égards : temps passé en dehors du pays d'origine, possibilités offertes pour l'éducation des enfants, possibilités d'emprunts, tarifs de frais de scolarité plus favorables pour les résidents, etc., sans compter la structure du traitement, des avantages et des indemnités.
- Plus particulièrement, les modalités de remboursement des frais d'études dans les organisations des Nations Unies sont très différentes de ce qu'elles sont dans les fonctions publiques nationales à l'égard de leur personnel expatrié. Dans les fonctions publiques nationales il n'est pas rare de rembourser au personnel expatrié la totalité des dépenses effectivement engagées. En revanche les organisations des Nations Unies ont imposé une double limite au montant des remboursements sous la forme d'une part d'un pourcentage limite et d'autre part d'un chiffre limite absolu du montant remboursé.

3. Compte tenu de tous ces facteurs, le consensus a été que si l'Assemblée générale avait décidé en 1946 que les études postsecondaires devaient ouvrir droit à un remboursement au titre de l'indemnité pour frais d'études, il faudrait des raisons impérieuses pour recommander une modification de cette

politique constante. Il y a dix ans environ, la Commission de la fonction publique a conclu qu'aucune raison impérieuse n'avait été avancée. Au contraire, compte tenu de la tendance générale à l'expansion de l'enseignement postsecondaire, il serait anormal d'adopter une position plus restrictive que 30 ans auparavant. La Commission a donc recommandé que les études postsecondaires continuent d'être incluses dans l'indemnité pour frais d'études et a recommandé d'éliminer l'exception qui était faite à l'époque pour les études postsecondaires effectuées dans le pays d'affectation.

4. Sous sa forme actuelle, l'indemnité pour frais d'étude contribue au moins dans une certaine mesure à satisfaire l'une des principales préoccupations des fonctionnaires expatriés qui ont des charges de famille, à savoir comment pourvoir convenablement à l'éducation de leurs enfants quand ils sont en poste en dehors de leur pays d'origine. L'indemnité est aujourd'hui de ce fait l'un des principaux éléments des conditions d'emploi des fonctionnaires expatriés et un facteur important lorsqu'il s'agit d'accepter un emploi ou une affectation. Toute altération apportée au stade actuel à l'un des avantages clefs liés à l'expatriation ne pourrait qu'entraver encore davantage les efforts que font les organisations pour recruter et retenir à leur service le personnel dont elles ont besoin pour assurer l'exécution efficace de leurs programmes.

5. Pour toutes ces raisons, le CAC voudra sans doute réaffirmer vigoureusement que les dispositions actuelles relatives à l'indemnité pour frais d'étude doivent demeurer inchangées.

b) Montant de l'indemnité

6. Selon une procédure acceptée par la CFPI, le montant de l'indemnité pour frais d'étude est réexaminé à intervalles réguliers de trois ans. L'étude prévue pour 1986 a été effectuée par le CCQA au nom de la Commission et mise à jour en 1987. Des résultats de l'étude, qui sera présentée à la CFPI à sa session d'été de cette année, il ressort qu'il existe des arguments valables pour proposer de porter le montant maximum du remboursement à un chiffre qui pourrait atteindre jusqu'à 6 000 dollars par an (les dépenses ouvrant droit à indemnité étant remboursées à concurrence de 75 % sous réserve d'un montant absolu maximum). Il est estimé que le coût pour les organisations d'un accroissement de cet ordre de grandeur s'élèverait pour l'ensemble du système à environ 2,4 millions de dollars par an.

7. Indépendamment de cette question, il y aurait lieu de prévoir une aide supplémentaire pour les fonctionnaires en poste dans des lieux où les moyens d'enseignement ont été jugés insuffisants et qui sont par conséquent obligés d'envoyer leurs enfants étudier à l'étranger. Cette mesure qui s'appliquerait aux fonctionnaires en poste dans des lieux désignés dans le cadre du programme de la CFPI comme des postes pénibles ouvrant droit à des voyages plus fréquents au titre de l'indemnité pour frais d'études devrait prendre la forme de la non-inclusion des frais de pension dans le plafond de remboursement. Le CCQA entend faire une proposition à cet effet à la prochaine session de la CFPI.

Congé annuel

1. Dans sa recommandation 61, le Groupe des 18 a demandé que la durée annuelle des congés soit fixée à quatre semaines pour tous les fonctionnaires (ce qui représente une réduction de deux semaines des congés auxquels ils ont droit à l'heure actuelle). La CFPI examinera cette proposition à sa session de juillet 1987 et fera rapport sur la question à l'Assemblée générale lors de sa quarante-deuxième session.
2. Lors de la création de l'Organisation des Nations Unies, il a été décidé délibérément d'accorder des congés identiques à toutes les catégories de personnel (30 jours de congés payés par an), les congés étant considérés comme une prestation sociale.
3. Depuis, la durée des congés annuels a été examinée par quatre organes d'experts, 1/ qui ont tous recommandé qu'aucune modification n'y soit apportée.
4. Un examen des pratiques suivies en matière de congés par un certain nombre de fonctions publiques nationales que le CCQA a effectué récemment a fait apparaître que dans la plupart des cas, les congés varient en fonction de divers critères, (âge, durée du service, expatriation, ou une combinaison de ces facteurs). Il y a lieu de souligner toutefois que si ces arrangements peuvent convenir pour les fonctions publiques nationales, ils ne répondraient pas aux besoins des organisations appliquant le régime commun des Nations Unies, en raison des différences touchant à la fois les perspectives de carrière et le facteur expatriation. Dans les organisations du système des Nations Unies, les fonctionnaires de la catégorie des administrateurs sont souvent recrutés en milieu de (l'âge moyen de recrutement de ces fonctionnaires est de plus de 40 ans) et à tout moment, 90 % d'entre eux sont en poste en dehors de leur pays d'origine. Ces considérations militent fortement contre l'application des critères utilisés par les fonctions publiques nationales pour définir la durée des congés. De plus, dans les fonctions publiques nationales qui ont été examinées, l'étude précitée a fait apparaître une nette tendance vers une augmentation de la durée des congés. L'écart qui existait antérieurement entre la durée des congés dans les fonctions publiques nationales et dans le système des Nations Unies s'est de ce fait considérablement réduit. Toute réduction des droits des fonctionnaires du système des Nations Unies en matière de congé annuel irait directement à l'encontre des tendances actuelles.

1/ Le Comité préparatoire (1946), le Comité Flemming (1949), le Comité d'étude du régime des traitements (1956) et le Comité spécial pour la révision du régime du traitement des Nations Unies (1971-1972).

5. Pour les raisons précitées, il est difficile de comprendre ou de justifier la recommandation du Groupe des 18. Il y a lieu de noter également qu'une réduction de la durée des congés comme celle proposée par le Groupe des 18 marquerait une autre détérioration extrêmement visible des conditions d'emploi des fonctionnaires du système des Nations Unies. Elle créerait des problèmes très sérieux en matière de personnel, et renforcerait l'impression que le système des Nations Unies n'est plus un bon employeur. De surcroît, une réduction de la durée des congés annuels pour des fonctionnaires en exercice serait contestable sur le plan juridique.

6. Compte tenu de ces facteurs, il est proposé que le CAC a) conclue qu'il n'est pas justifié de réduire à ce stade les droits à congé en vigueur depuis plus de 40 ans et régulièrement approuvés par l'Assemblée générale depuis lors et b) recommande dans les termes les plus énergiques qu'aucune modification ne soit apportée aux droits actuels en matière de congé annuel.

Conditions d'emploi dans les lieux d'affectations hors siège

A. Personnel recruté sur le plan international

1. Les organisations éprouvant de sérieuses difficultés à recruter, retenir et réaffecter du personnel. Petit à petit, la rémunération totale offerte dans le système des Nations Unies est devenue de plus en plus modeste par rapport aux avantages offerts par les programmes d'assistance bilatéraux et multilatéraux (y compris les ONG) aux fonctionnaires expatriés travaillant sur le terrain. Il ressort d'informations récentes que non seulement il n'existe pas de marge positive entre la rémunération versée par les Nations Unies et celle versée par les Etats-Unis dans les lieux d'affectation hors siège, mais qu'en fait la rémunération versée par les Etats-Unis dépasse parfois de 40 à 50 % celle versée par les Nations Unies.

2. L'amélioration des conditions d'emploi dans les lieux d'affectation hors siège est importante pour l'ensemble du système des Nations Unies. Pour les organisations dont les fonctionnaires sont fréquemment réaffectés durant leur carrière, cette amélioration est vitale. La nécessité de prévoir des dédommagements au titre de la mobilité est une question différente de celle de la rémunération dans les lieux d'affectations hors siège. En sus des mesures à prendre pour corriger le fonctionnement du système des ajustements dans les lieux d'affectation hors siège, des mesures devront être prises d'urgence pour dédommager les fonctionnaires et leur famille tenus de changer périodiquement de lieu d'affectation des dépenses supplémentaires et des bouleversements qu'entraînent les réaffectations.

Indemnité d'affectation

3. L'indemnité d'affectation avait initialement pour but de permettre aux fonctionnaires de se procurer du mobilier ou un logement meublé au lieu de faire déménager leur propre mobilier. Elle a été modifiée par la suite de manière à inclure un élément spécial destiné à tenir compte de l'affectation dans un bureau extérieur. La raison d'être et l'objectif de cette indemnité devraient encore être étendus de manière à tenir compte de façon adéquate des coûts tangibles et intangibles liés à la mobilité. Le CCQA a l'intention, à la prochaine session de

la CFPI, de présenter des propositions visant à incorporer dans l'indemnité d'affectation un élément important lié à la mobilité du personnel, étant entendu que ces indemnités de niveau plus élevé ne seraient payables qu'à partir de la deuxième affectation (soit la première réaffectation). L'indemnité d'affectation non ajustée pour tenir compte de la mobilité serait payable lors de l'affectation initiale, pour établir une différence entre les dépenses associées à l'affectation dans un bureau extérieur et celles liées à la mobilité. Le CCQA a également l'intention de proposer que cette indemnité d'affectation modifiée soit payable pendant une période fixe lors de chaque affectation.

Logement

4. La disponibilité et la qualité des logements disponibles comptent parmi les facteurs clefs des conditions d'emploi dans les lieux d'affectation hors siège. C'est ce que confirme la pratique de l'administration choisie comme point de comparaison et d'autres organisations dans les lieux d'affectation hors siège, qui considèrent le logement comme un élément important de leur politique de rémunération dans les lieux d'affectation hors siège. Les organisations exerçant des activités sur le terrain poursuivront leurs efforts pour louer à bail, acheter ou construire des logements appropriés dans les lieux d'affectation hors siège où les logements sont rares ou coûteux ou de qualité inférieure aux normes.

B. Personnel recruté sur le plan local

5. S'il est vrai que le présent document a trait principalement aux fonctionnaires internationaux, le personnel recruté sur le plan local joue un rôle vital dans les activités des organisations du système des Nations Unies sur le terrain. Les organisations savent que la situation du personnel dans les lieux d'affectation hors siège où ils connaissent de très graves difficultés économiques, comme en Ouganda ou au Mozambique, nécessite l'application rapide de mesures spéciales conformément à la méthode existante pour définir les traitements locaux dans les lieux d'affectation hors siège. Les organisations reconnaissent également que le personnel recruté sur le plan local qui travaille avec beaucoup de dévouement dans des conditions extrêmement dangereuses, comme au Liban, mérite que des mesures spéciales soient prises en sa faveur. Les organisations continueront de veiller à ce que, en cas de situations économiques ou politiques extrêmement difficiles, des mesures correctives appropriées soient prises en temps voulu en faveur du personnel recruté sur le plan local.

Decision 1987/2. Current financial difficulties of the United Nations and other organizations of the system and their implications

The Administrative Committee on Co-ordination decided to adopt the following statement:

1. The Administrative Committee on Co-ordination considered the financial crisis confronting the organizations of the United Nations system. Members expressed their deep concern that the non-payment of contributions and the resulting shortfalls in resources represent a threat to the good functioning of the United Nations system and are preventing the full delivery of approved programmes. Furthermore, continuing uncertainties regarding the level and timing of the payment of contributions are obliging some organizations to adopt short-term, ad hoc expedients that were incompatible with sound financial management and rational budgetary processes. Members emphasized the need for Member States to abide by their unequivocal financial obligations in a predictable and timely manner. The Committee will give further attention to the impact of the financial crisis on the United Nations system and the future of multilateral co-operation in the context of programme and operational activities of that system and prepare a report for submission to the General Assembly at its forty-second session.

2. Members reported to the Committee on areas in which they had perceived sharp declines in staff morale due to an increasing erosion of the terms and conditions of service, recently aggravated by currency fluctuations. They noted that a principal asset of the organizations of the common system has always consisted of the expertise, experience and commitment of its staff members. The erosion of such terms and conditions makes the retention of experienced staff and the recruitment of sufficiently qualified new staff more and more difficult, particularly at the field level, thus seriously hampering programme execution. The Committee requested the Secretary-General to present its views to the International Civil Service Commission and the General Assembly, urging them to find solutions that will honour the just expectations of the staff and restore the credibility of the common system.

Decision 1987/3. Follow-up to decision 1987/2

With regard to its decision 1987/2, the Administrative Committee on Co-ordination decided:

(a) To hold a special session at Geneva on 20 June 1987 for the sole purpose of considering ways and means of remedying the deterioration in the conditions of service of staff of the common system. In this connection, it directed the Consultative Committee on Administrative Questions (Personnel and General Administrative Questions), taking into account the views expressed by ACC concerning, inter alia, recommendation 61 of the report of the Group of High-level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations, to present to it at that session concise policy-oriented position papers on the following issues: salaries; pensions and pensionable remuneration; post adjustment; the margin between the remuneration of the United States federal civil service and that of the United Nations system; annual leave; the education grant; and other such critical issues as the Consultative Committee should determine. In preparing the above-mentioned position papers, the Consultative Committee should bear especially in mind the conditions of service of staff in the field;

(b) To request its Organizational Committee to prepare for its second regular session of 1987, with the assistance as appropriate of the Consultative Committee on Administrative Questions and of the Consultative Committees on Substantive Questions, co-ordinated reports and other briefing materials relating to the present financial difficulties of the various Organizations and other bodies of the United Nations system, including their implications for programmatic and operational activities in the short term and medium term, bearing in mind the implications of the development of the situation for the future of multilateral co-operation, as well as possible remedial measures which might be considered for adoption.

CPC/ACC

Check list of documents

Joint Meetings of the CPC/ACC

- 1) Agenda for the Joint Meetings
- 2) Briefing note for the Secretary-General
- 3) Note by the ACC on human resources development,
transmitting also the background paper prepared by ILO.
- 4) Note for the Secretary-General as Chairman of the
Joint Meetings, including his introductory statement in
his capacity as Chairman of ACC.



Economic and Social Council

Distr.
GENERAL

E/1987/103
29 May 1987

ORIGINAL: ENGLISH

JOINT MEETINGS OF THE COMMITTEE FOR
PROGRAMME AND CO-ORDINATION AND
THE ADMINISTRATIVE COMMITTEE ON
CO-ORDINATION

Twenty-second series

Geneva, 22 and 23 June 1987

Item 1 of the provisional agenda

ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK

Annotated provisional agenda

1. Adoption of the agenda and organization of work

The Economic and Social Council, in its resolution 1985/77, stressed the need for improvement in the functioning of the Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination; urged the development of an open and constructive dialogue in the Joint Meetings in order to reach concrete solutions to problems of interorganizational co-ordination; recommended that normally only one item should be chosen to serve as a focus for discussion at the Joint Meetings; and called upon Member States and members of the Administrative Committee on Co-ordination to be represented at a high level in order to maximize the usefulness of the Joint Meetings.

Subsequently, the Council, in resolution 1986/50, noted the progress made at the twenty-first series of Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination in establishing a useful and constructive dialogue between the two Committees and stressed that further improvements were needed for the Joint Meetings to accomplish their objectives.

The Committee for Programme and Co-ordination, at its twenty-sixth session, agreed that the Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination were a particularly important tool for discharging its co-ordination responsibilities. The Committee stressed the need to encourage a critical and constructive dialogue among the members of the two

Committees, as envisaged in Council resolution 1985/77, and recommended that the subject or subjects for discussion should be chosen sufficiently in advance to allow time to prepare the documentation properly. The Committee also recommended that CPC and ACC, at the Joint Meetings each year, should decide on the topic to be considered at the meetings the following year. The conclusions and recommendations of the Committee were endorsed by the Economic and Social Council in resolution 1986/51.

The two Committees may wish therefore to give consideration to the topic for discussion at the twenty-third series of Joint Meetings, to be held in 1988.

2. Co-ordination of the activities of the United Nations system in human resources development and its contribution to meeting the economic and social objectives of the developing countries

The Council, by resolution 1986/50, decided, as agreed by the members of the Administrative Committee on Co-ordination and the Committee for Programme and Co-ordination, that the topic for the twenty-second series of Joint Meetings of the two Committees should be "Co-ordination of the activities of the United Nations system in human resources development and its contribution to meeting the economic and social objectives of the developing countries".

The Administrative Committee on Co-ordination has prepared a note on the topic for discussion, under cover of which it transmits a background paper prepared by the International Labour Organisation. In its note, the Committee has suggested a number of questions that could usefully be explored during the discussion.

The attention of the Joint Meetings is also drawn to Council resolution 1986/73, in which the Council reaffirmed the need for an integrated and multidisciplinary approach to all aspects of the development of human resources in the programmes of work of the United Nations and the other organizations of the United Nations system. In the same resolution, the Council requested the Secretary-General, taking into account earlier studies and the discussions to be held at the twenty-second series of Joint Meetings, to submit a report on human resources development and on the activities of the United Nations system as a whole in that field, with conclusions and recommendations, to the General Assembly at its forty-second session, through the Council, for consideration and appropriate action.

Documentation

Co-ordination of the activities of the United Nations system in human resources development and its contribution to meeting the economic and social objectives of the developing countries: note by the Administrative Committee on Co-ordination

4 June 1987

BRIEFING NOTE FOR THE SECRETARY-GENERAL

CPC/ACC JOINT MEETINGS

Date: 22 June (a.m. and p.m.) and 23 June (a.m. only)
at the Palais des Nations

Subject matter: Co-ordination of the activities of the United Nations system in human resources development and its contribution to meeting the economic and social objectives of the developing countries.

Background:

(1) Subject matter was decided by ECOSOC last summer.

(2) Human resources development is at the same time an input to and the ultimate aim of development efforts. While it is increasingly recognized that human resources development is critical for sustainable growth of developing countries, not enough attention has been paid to it in the national development plans and policies of most developing countries. As a subject for discussion at the intergovernmental level, it has only begun in recent years.

(3) Human resources development encompasses policies and activities in areas such as education, health, nutrition, training and population. Organizations of the system have much to demonstrate in terms of achievements in their respective fields in the last 30 years. However, little discussion has taken place in the formulation of a framework for providing a collective response to the needs of developing countries in their activities at the country level. The willingness of executive heads to follow-up their discussion of the subject matter at the last ACC meeting with a view to arriving at some operational guidelines should be encouraged.

(4) On the part of the United Nations, the Joint Consultative Group on Policy (JCGP) provides a good mechanism to promote co-operation among its member organizations (UNDP, UNICEF, UNFPA, WFP) in their activities in human resources development. The seminar held on the role of women in development provides a good example of what could be done. At the country level, the resident co-ordinator should play a more active role in promoting co-operation among organizations of the system in this regard.

(5) Human resources development could be a useful concept for the General Assembly and ECOSOC, having a central role for co-ordination, to use in laying down a policy framework for more responsive and coherent inputs from organizations of the system to the development needs of developing countries.

(6) Much more work and information are required for the analysis and assessment of the impact of human resources development. This should be further encouraged. The research and analytical arm of the United Nations should co-operate better with their colleagues in the field.

Inputs to the
Joint Meetings:

A background paper was prepared by ILO as a basis for discussion at the Joint Meetings. ACC submitted a cover note suggesting five questions for focussed discussion at the Joint Meetings (see page 3 of attached CRP 1).

Scenario for the
Joint Meetings

- (1) Adoption of the agenda (E/1987/103)
- (2) Introductory statement of the Secretary-General in his capacity as Chairman of ACC (draft statement attached)
- (3) Statement by the Chairman of CPC (Amb. Mohiuddin of Bangladesh)
- (4) Introductory statement to the background paper by Mr. Blanchard (CRP. 1)
- (5) Exchange of views among members of the two committees in alternate order
- (6) Summing-up of the deliberations by the Secretary-General on behalf of the Chairmen of the two committees
- (7) Brief discussion on the possible topic for the next series of Joint Meetings

Comments:

The Joint Meetings have not been functioning as satisfactorily as expected by members of both ACC and CPC. Numerous suggestions have been made for improvement in this regard. The following practical steps should continue to be encouraged:

- (1) The Joint Meetings should focus their discussion on the agreed subject matter;
- (2) Executive heads should refrain from making general statements about their own activities. They should address the specific questions under discussion.
- (3) The Joint Meetings should, to the extent possible, result in agreed recommendations which could be implemented at both the intergovernmental and the secretariat level.

Conference Room Paper No. 1
12 May 1987

ORIGINAL: ENGLISH

JOINT MEETINGS OF THE COMMITTEE FOR
PROGRAMME AND CO-ORDINATION AND
THE ADMINISTRATIVE COMMITTEE ON
CO-ORDINATION

Twenty-second series
Geneva, 22 and 23 June 1987

CO-ORDINATION OF THE ACTIVITIES OF THE UNITED NATIONS SYSTEM IN
HUMAN RESOURCES DEVELOPMENT AND ITS CONTRIBUTION TO MEETING THE
ECONOMIC AND SOCIAL OBJECTIVES OF THE DEVELOPING COUNTRIES

Note by the Administrative Committee on Co-ordination

1. Following the decision to select for discussion at the twenty-second series of Joint Meetings of the Committee for Programme and Co-ordination (CPC) and the Administrative Committee on Co-ordination (ACC) the topic "Co-ordination of the activities of the United Nations system in human resources development and its contribution to meeting the economic and social objectives of the developing countries", ACC agreed to prepare a background paper on the subject as a framework for a focused discussion. To this end, the International Labour Organisation (ILO) acted as lead agency and prepared in close consultation with all organizations concerned the paper annexed hereto, which ACC submits as a basis for discussion.
2. The paper attempts to deal with the human resources dimension of development. Its intention is to generate a wider consensus for the policy orientation of the United Nations system in human resources development in the broader context of international economic co-operation. For this purpose, it seeks to stimulate reflection and discussion and thus could well be a first stage of a continuing debate.
3. In the view of ACC, human resources development is a cost-effective means of promoting the human dimension in the development process. It is much more than the mere provision of input. -It is, rather, the ultimate aim of development efforts.
4. In approaching the co-ordination issues involved, the overall conceptual framework must be constantly kept in mind, and special attention devoted to the

substantive issues which in turn command practical co-ordination arrangements. In this connection, it is necessary that there is a convergency between activities of a conceptual or policy nature and those of an operational character. This consensus can be of practical significance only if national priorities reflect a deliberate commitment to a policy of human resources development.

5. In so far as operational activities are concerned, two points need to be borne in mind. First, co-ordination of such activities can best take place in the field, at the country level. Second, while the assistance of the United Nations system is far from negligible in terms of volume, it is but a fraction of total assistance. Thus co-ordination of the operational activities of the system is of little significance if it is not linked to the totality of external assistance and is not supportive of the responsibility of Governments which alone, in the final analysis, can ensure effective co-ordination.

6. Human resources development has also to be considered in the framework of the specific dimensions of the social problem, such as population growth, educational facilities, health factors and employment possibilities. The discussion should, therefore, be set in the broad context of political, economic and social considerations.

7. To ACC, the dilemma between providing assistance to those best equipped to benefit from it and providing assistance to those most in need of assistance, referred to in the background paper, does not truly arise. Apart from the fact that some organizations specifically direct their activities to the grass-root level, both approaches are needed and it is a combination of both that will lead to success.

8. It was felt that the non-governmental organizations have a very important role to play, and that co-operation between non-governmental organizations and the United Nations system should be further developed. It was recognized that non-governmental organizations should complement the activities of Governments and the United Nations organizations in this area.

9. The development of human resources in the rural areas deserves special attention, especially as regards literacy. Illiteracy is one of the fundamental obstacles to human resources development and rural populations, more than urban ones, suffer from the lack of teachers and equipment, to which must be added the constraint on learning ability due to malnutrition, a point which underscores the global character of the human resources concept.

10. Further, victims of man-made and natural disasters, particularly the millions of displaced persons and refugees, require programmes of humanitarian assistance aimed at developing their dignity and self-reliance, especially through education, training and employment, rather than maintaining such populations in a protracted state of passive dependence on emergency aid.

11. Mention should also be made of the fact that human resources development is not a problem for developing countries alone: in a number of developed countries, profound societal changes are taking place at an increasingly rapid pace, and call for adaptation; this affects in particular young people.

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12. ACC expresses the hope that the discussion of the background paper will lead, in a first phase, to a clearer apprehension of the nature and dimension of human resources development. On this basis, it might then become both possible and desirable to explore the operational implications of such conclusions as may be reached, which might become, in a second phase, a topic for further discussion.

13. Finally, ACC would suggest that the following questions could usefully be explored in some depth at the Joint Meetings:

- (1) How can the consensus that human development is central to development as a whole be translated from rhetoric into effective action? How, in particular, can the "human dimension" find a more prominent place in current approaches to solving major economic problems in the broader context of macro-economic, political and social concerns?
- (2) How can national policy-makers, bilateral donors, non-governmental organizations and the United Nations system work together to ensure that national development plans pay greater attention and allocate adequate resources to human development? What are the practical obstacles encountered by planners and policy-makers in this area, and how can the United Nations system assist in removing those obstacles?
- (3) What criteria should the United Nations system use in targeting its endeavours in human resources development? How can a better articulation be achieved between the necessary short-term focus of much emergency or localized action and the need to build a sustainable capacity for national self-reliance?
- (4) Given the complex environment in which technical co-operation takes place, what measures can the United Nations system take to provide responsive, flexible and more easily absorbed assistance? What approaches have been shown to be effective, and how can the system as a whole learn from successful - and unsuccessful - experience?
- (5) How can the strengths inherent in the specialized mandates, skills and experience of United Nations organizations and agencies be harnessed to achieve a more harmonized response to development needs? How can greater individual and collective effectiveness be achieved?

14. It would also be helpful if, for its part, CPC would indicate in advance of the Joint Meetings the topics which it would also wish to be discussed.

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Annex

CO-ORDINATION OF THE ACTIVITIES OF THE UNITED NATIONS SYSTEM IN
HUMAN RESOURCES DEVELOPMENT AND ITS CONTRIBUTION TO MEETING THE
ECONOMIC AND SOCIAL OBJECTIVES OF THE DEVELOPING COUNTRIES

Background paper prepared by the International Labour Organisation

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I. HUMAN RESOURCES DEVELOPMENT AND THE UNITED NATIONS

A. Introduction

1. The Economic and Social Council, by resolution 1986/50, decided that the topic for discussion at the 1987 series of Joint Meetings of the Committee for Programme and Co-ordination (CPC) and the Administrative Committee on Co-ordination (ACC) should be "Co-ordination of the activities of the United Nations system in human resources development and its contribution to meeting the economic and social objectives of the developing countries". The Council also, by resolution 1986/73, requested the Secretary-General, taking into account the discussions in the Joint Meetings, to submit a report on human resources development and on the activities of the United Nations system as a whole in this field, with conclusions and recommendations to the General Assembly at its forty-second session, through the Economic and Social Council, for consideration and appropriate action.

2. To begin this process and to provide a framework for meaningful discussions, it was agreed to prepare a background paper for the Joint Meetings. It was further agreed by the Director-General for Development and International Economic Co-operation and the organizations concerned that the International Labour Organisation (ILO) should act as lead agency for the preparation of the background paper, in consultation with those organizations. To facilitate this process, the Director-General asked United Nations organizations to contribute their ideas for the draft paper, specifically by responding to a number of questions relating to their activities in human resources development. The questions, reproduced in full in annex I, focused on: (a) pressing problems in human resources development (as perceived by the organizations); (b) how human resources development activities contributed to economic and social objectives; (c) target populations; (d) perceived problems of implementation; and (e) possible obstacles to better inter-organization co-operation. Responses were received from 19 organizations (see annex II).

3. The present paper does not attempt to summarize or synthesize these responses but is rather a distillation of the views and ideas expressed. It also does not attempt a comprehensive treatment of the subject of human resources development and the role of the United Nations in this field. For one thing, much has been written recently on the subject within the system. ^{1/} Furthermore, since the topic is so broad, any effort to provide a wide-ranging view would inevitably run the risk of excursions into philosophical rather than operationally oriented areas.

4. Instead, the paper aims to provide a practical basis for discussion at the Joint Meetings by focusing on a limited number of key themes and issues, and on problems and dilemmas confronting United Nations organizations in attempting to achieve greater impact in the area of human resources development through a more co-ordinated approach.

5. The paper consists of two sections. The first, entitled "Human resources development and the United Nations", sets the scene by pin-pointing certain common denominators in the priority needs of developing countries to which action by the United Nations system in human resources development should respond. It then

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provides a perspective for a discussion by briefly reviewing different perceptions of human resources development and suggesting that it can also be viewed as an approach to development policy in general. The section concludes with a selective review of the broad lines of present action by the United Nations organizations in human resources development, highlighting a number of the characteristics and trends in their activities.

6. The title of the second section, "An agenda for discussion", is self-explanatory. Considered first are some of the dilemmas faced by United Nations organizations in determining their strategies for human resources development (including a recognition of what they can and cannot do) and some of the problems to be overcome by agencies in achieving greater effectiveness in their work in this area. Then considered is the issue of co-ordination, its influence on the system's overall impact and some of the difficulties encountered in trying to achieve greater coherence and complementarity of action. The paper concludes by setting out for discussion a number of steps that might be taken in addressing the main issues of co-ordination; issues which, whilst they have been looked at in the specific context of human resources development, are nevertheless common to many spheres of United Nations action.

B. World priorities - the arena for action by the United Nations

7. Since the present paper deals ultimately with the mandates, roles and strategies of the United Nations and its agencies in the field of human resources development, its suggestions must be bound by the needs of member countries. Despite profound differences in human conditions and problems, there are some common denominators in the priorities of nations and the United Nations must - directly or indirectly - focus on these needs. Given the complexities and ambiguities of the world today, these priorities should remain the main guiding principles for United Nations action and orientation.

1. Striving for human well-being

8. Life in dignity is one of the most basic of the human needs. Without proper food, health and shelter, life is impoverished and endangered. Yet close to half of the earth's population is malnourished and in parts of Asia and Africa between 340 and 500 million people suffer from severe malnourishment. In many developing countries, more than one child in ten dies before reaching its first birthday, by contrast with the one tenth of that ratio for some industrialized countries. The life expectancy of people in several poorer countries is less than half that in the rich countries.

9. Too many families in the world are larger than the resources available to provide minimum standards of health and nutrition. Thus, there needs to be a proper fit between the size of family and its ability to meet its fundamental needs. In addition, over-population vis-à-vis the resource base of the physical environment and the technical capability to use it is a problem in several countries in Asia, Africa and Central America.

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10. Amidst these formidable problems of basic survival, great strides have been taken in fighting disease and malnutrition. Success in such endeavours, however, also means that there are fewer excuses for the United Nations system to pursue courses of action of more questionable utility.

11. The commitment of the United Nations to equity and equality also demands special help for groups deprived of adequate opportunities to develop or with special needs. Among these groups, women, the disabled and some ethnic minorities need particular attention, but such attention should be given with a view to facilitating their integration into the mainstream of development.

12. In the United Nations system, agencies address some of these problems directly while others pursue activities that indirectly facilitate the achievement of the basic goals of survival with increasing dignity and of a more meaningful existence. While much United Nations action is necessarily long-term and seeks to help countries to identify and overcome the root causes of poverty, in some circumstances - where life is threatened by natural or man-made catastrophes - emergency action is required.

2. Helping people to help themselves

13. The goal of improving the human condition cannot be achieved by the efforts of public agencies - domestic or external - alone. People and societies have to be able to provide for their own needs and no meaningful change can be contemplated without their active and forceful participation. United Nations agencies can act as catalysts, prime some social processes, act as stop-gaps for short periods and help in emergencies. Their efforts, however, cannot replace those of the national authorities or the people to help themselves.

14. Helping to educate people for life and training them for productive work is one of the most worthwhile endeavours of United Nations agencies, whether they are directly concerned with training and education or following other specific mandates. In many developing countries, more than one third of the active population has never been to school and no less serious, if less visible, is the large number of people who are functionally illiterate despite having been in school for a few years. With school enrolment growing in most countries, improving the quality of the education imparted becomes the most important and critical problem to be tackled. Developed countries are also discovering that significant numbers cannot understand written instructions or communicate in writing. The status of worker preparation is not much better, with a vast proportion of the world's population lacking essential knowledge for adequate performance of their jobs, or having been trained for jobs that do not exist. Education and training, aside from their intrinsic value for personal development, are a preparation for insertion in productive life. Hence the need for an adequate fit between preparation of labour and its actual deployment, and between the number of people employed by the economy and the size of the working population. The mismatch is evidenced, however, by the dramatic contemporary problem of unemployment: many countries are unable to generate employment for more than 80 per cent of their population, and in an increasing number half or more of the active population is under-employed.

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15. Priority should be given to what is important but also to what is attainable, emphasizing action in which considerable efficacy can be expected. Early education, development of teaching materials, lifelong education and joint training ventures with the production sectors are good examples.

3. Expanding and sharing the frontiers of knowledge

16. The innate drive to explore and discover, present in every human being, enables a person to procure the knowledge and information needed to master his or her environment. Even the simple and primitive curiosity and urge to explore is, however, contingent upon the resolution of basic problems of survival. Of course, new ways to explore and acquire knowledge, as they become more powerful and complex, also become more difficult to understand.

17. United Nations agencies, therefore, have an important role to play in assisting member States to overcome the profound inequalities in access and to generate and process information. For example, in areas such as scientific output, the Third World countries produce less than 10 per cent of the scientific papers published. 2/ The deployment of scientific knowledge to practical endeavours is even more skewed. While there is decentralization of manufacturing to some Third World countries, industrial research and development has remained an activity solidly anchored in industrialized nations.

4. Adjustment cum deterioration: counteracting the trend

18. To quote from the Salzburg Statement: 3/

"Following the fall in commodity prices, the rising debt service burden and a decline in real capital flow, a large part of the developing world - especially in Africa and Latin America - has experienced almost perpetual economic difficulties and crises during the 1980s. Consequently, many countries have had to undertake stringent adjustment programmes ... There have been dramatic falls in employment and real wages and widespread cuts in expenditures in the social sectors ... Diminishing standards in nutrition continue to undermine human capacities - the most important resource a country possesses, as well as the most basic objective of development."

Thus, if anything, the situation is getting worse and, as pointed out in a note by the Secretary-General, "there is little cause for optimism ... the increase in absolute poverty is likely to be serious in the next years to come ..." (E/1986/84, para. 18). To illustrate the point, 5 out of 10 African countries witnessed a drop in their expenditure in primary education of between 25 and 50 per cent. In Asia, the expenditure of three out of five dropped by between 30 and 60 per cent.

19. In this context, at the Istanbul Round-table 4/ human development was described as the neglected dimension in a return to development strategies directed solely to economic goals. In the face of this shift of development emphasis, the United Nations system is making a conscious effort to examine what can be done to

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restore human development to its position of centre stage, and to influence adjustment policies so that social concerns and the human factor are highlighted. Ultimately, however, the yardstick of priorities is where the money goes. There can be an enormous distance between the rhetoric about human development and the volume of resources actually allocated to education, primary health care and similar fundamental needs, and the gap seems to widen as resource constraints bite deeper. It is difficult to avoid the inference that there is an absence at both the national and international levels of a tangible expression of real longer-term commitment to human development.

C. Between debt and starvation: what happens to human resources?

20. The pressure of loans and the urgency of hunger and death cannot be ignored. It is very difficult for Governments either to dodge creditors or resist the political and moral realities of people starving. By contrast, human resources development is expensive and requires a continuity of effort. Furthermore, it takes a long time for results to materialize.

21. Notwithstanding such practical and political difficulties, there is no choice: development requires human resources. The predicament that many Governments face is that in coping with the urgent problems created by debt and starvation, they are foreclosing on the future.

22. The present paper has as its central focus the possible roles of the United Nations system in helping countries out of this predicament but it has to be recognized from the outset that these roles can be rarely more than catalytic. The United Nations cannot create a national commitment to human resources development; it can, however, stimulate a new awareness of the indispensability of strategies for human development as part and parcel of wider development strategies.

D. Human resources as the core idea in development

23. In the above-mentioned process, however, the relationship between development and human concerns seems, if anything, to have become more confused and a return to certain basic principles may be called for. First of all, human development is at the core of the efforts of the United Nations system. The World Health Organization (WHO) does not promote health as a development abstraction: it is concerned with eradicating human diseases, increasing life expectancy, reducing infant and child mortality and so forth. The Food and Agriculture Organization of the United Nations (FAO) deals with the basic human need for food and the improvement of nutritional levels. The actions of the ILO are directed towards the productive employment of people, in safe and healthy working conditions, and assisting them in meeting their basic needs. The United Nations Educational, Scientific and Cultural Organization (UNESCO) strives for an educated and cultured population able to control its own destiny. The concern of the United Nations Children's Fund (UNICEF) with children and mothers is expressed in the context of overall development.

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24. Despite general agreement on the centrality of human beings in the development process, however, there are those who feel that this understanding has not bred a broadly acceptable definition of human resources development. Certainly there is a tendency to view human resources development either in a narrow, utilitarian way (i.e., as the human capital needed to complement the input of financial capital in support of specific economic activities) or from an all-embracing, humanistic standpoint. What the United Nations system needs is not an extreme but a more workable and integrative concept.

25. Why do problems of common understanding persist? One difficulty with the term "human resources development" is the connotation of resources as a means to an end. Certainly without the resource of educated and trained people, efforts to improve the human condition will be severely constrained. We should, however, differentiate between the creation of human resources (principally through education and training) and their deployment and utilization in the development process. Much effort has been wasted because human resources development has not gone hand-in-hand with other factors of development. This has led to chronic mismatches between labour supply and demand and to the under-performance or collapse of development projects in many sectors. The effective deployment of human resources requires a clear-sighted strategy for the formation of human capital rooted in an appreciation of the human implications of a development policy.

26. A second difficulty is that of knowing how broadly to define human resources development. It can be argued that anything that enhances the quality of human life, whether it be from a physical, intellectual or spiritual standpoint, should be considered human resources development. Certainly, if the human condition is the ultimate focus of development, human resources development should embrace not only education and training but also better health and nutrition, the capacity for technological innovation etc. These issues are the corner-stones of human development, important in their own right but also interconnected.

27. In practice, the United Nations system as a whole needs to strike a balance between an all-embracing view of human development focusing principally on maximizing individual human potential and a more targeted approach towards the provision of human resources for specific development activities. In so doing, it needs to recognize differences in emphasis and mission between United Nations agencies: for some, developing human beings is the immediate, and principal, goal of their activities, while for others it is a means to achieve development. Such differences in perception are both inevitable and potentially healthy but experience suggests that, in the past, they may have contributed to a less-than-optimal impact on the supposed beneficiaries of United Nations action, for reasons which will be subsequently explored in the present paper.

28. An overriding concern, however, is that efforts in human resources development should forge a partnership between those who, by their specialized skills, enable development to take place and those who must sustain that development within their own communities. Viewed as such, human resources development is not so much a component of development policy but rather a way of looking at development to ensure that sight is not lost of the ultimate objective of helping people to help themselves.

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29. Last but not least, the translation into operational terms of a rigorous human resources development policy cannot be achieved by earmarking funds or creating targeted programmes for human resources development. Priority for human resources development has to become part of regular programming. Failure to do so will result in efforts in human resources development that remain marginal and ultimately ineffective.

E. Human resources development - the United Nations at work

30. Since the present paper deals primarily with co-ordination and impact, no attempt is made to catalogue the endeavours of the United Nations system in human resources development, still less evaluate them. Before examining the main issues of co-ordination in human resources development, however, it may be appropriate to review briefly the broad lines of United Nations action in this field, as identified by the agencies themselves. 5/

31. It is important, at the outset, to identify the basic constraints under which United Nations agencies operate. In any country, the majority of resources available for development are local. Even in developing countries, the external input are in the minority and of these, United Nations input usually form only a small part. To give an idea of the order of magnitude of the resources available, in Brazil funds provided by the United Nations Development Programme (UNDP) amount to \$US 0.10 per capita per quinquennium.

32. The objective of enhancing human resources can only be achieved therefore if local resources are mobilized for this purpose. Resource allocations imply commitment, and commitment implies a framework of consistent national policies for human resources development. The small amount of resources that the United Nations system can offer can only be supplementary, catalytic or used to help Governments in making rational cost-benefit examinations of various options.

33. The United Nations system can, however, offer a very valuable neutrality. It does not push loans, it does not sell hardware and it is not a tool of geopolitics. There is more detachment in United Nations action than in that of commercial banks or certain forms of bilateral aid. Given the present international situation, it can also help to stabilize or dampen the more extreme effects of pendulum swings from "social" priorities to more "hard-core" development and, it is hoped, maintain the momentum of human resources development efforts.

34. The most visible aspect of United Nations action is technical co-operation at the country and regional levels, but this is not the whole picture. Much effort also goes into developing standards and instruments which guide the formulation of national legislation and policies; into research and the dissemination of its results; into training programmes and training materials; into building up specialized information and documentation services; and into the provision of problem-related advice. In addition, the United Nations system provides a range of intergovernmental and intersecretariat forums in which, in theory at least, a broad approach to human development can be formulated, and its incorporation into integrated social and economic development strategies ensured. The extent to which

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these mechanisms have in reality acted as an early warning system for potential crises in the human condition remains open to question.

35. Since much of this work is embedded in the regular programmes of United Nations bodies and agencies, there is a tendency to overlook it, even though it constitutes one of the system's most telling comparative advantages. For example, the recent emphasis on the need for comprehensive human resource strategies 6/ linked to economic development plans was anticipated more than a decade ago when member States of the ILO and UNESCO agreed on the adoption of instruments dealing with human resources development. The ILO Human Resources Convention (No. 142), for instance, stipulates that "Each member shall adopt and develop comprehensive and co-ordinated policies, and programmes of vocational guidance and vocational training, closely linked with employment ...". The UNESCO Recommendation and the ILO Recommendation (No. 150) make the point that the ILO and UNESCO "have collaborated closely with a view to ensuring that the instruments of the two Organisations pursue harmonised objectives and avoid duplication and conflict".

36. In the same vein, the Convention on Standards of Training and Certification for Seafarers (1978) adopted by the Council of the International Maritime Organization (IMO) establishes basic human resources standards. IMO also attaches the highest importance and priority to its training and fellowship programme and the establishment and development of maritime academies to foster the development of the skilled maritime personnel required for maritime administrations, new types of ships and related port operations. Similarly, the resolution on accelerated development of human resources for industrial development adopted by the Fourth General Conference of the United Nations Industrial Organization (UNIDO) in 1985, recommends the formulation of human resources development policies and the establishment of co-ordinating bodies to plan and implement programmes in this area. Many Governments have found these and similar instruments valuable as a framework for planning in the area of human resources development and for identifying weaknesses in existing structures and provisions.

37. Many United Nations agencies have extensive research programmes. Some of this research is conceptual in nature and focused on broad development strategies, such as those concerning basic needs, primary health care, literacy or participative development. Other work is aimed at improving the effectiveness of technical co-operation, focusing on professional content or on the processes of project identification, planning, implementation and evaluation. Valuable though this work has been, more could be done on how to orientate research work towards practical action, to involve potential beneficiaries from the outset in research design and to ensure that the research results are disseminated to those who can make practical use of them (e.g., decisions-makers and administrators).

38. This is not to deny the undoubted benefits of theoretical efforts and research aimed at illuminating development issues. Path-breaking results have been already obtained and one should expect more high quality research to be forthcoming. We have to face the fact, however, that United Nations organizations are often discouraged from undertaking theoretical research (which can be considered non-productive). The result is that some United Nations research is little more than a conglomeration of existing information and vaguely expressed prescriptions.

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United Nations research is most valuable when it is asking questions and observing the world in order to find answers.

39. In addition to their own research programmes, United Nations organizations have also promoted and sponsored other research institutions (e.g., the International Centre for Training and Research in Population and Development) or have allocated resources to associated bodies, such as the International Institute for Labour Studies, the International Institute for Educational Planning, the International Centre for Theoretical Physics and the regional centres for integrated rural development. No less important are the linkages between United Nations organizations and national training institutions. In such endeavours, the training components can be of major importance.

40. All of the organizations which provided input to the present paper undertake or support training activities. Several have quite extensive training programmes for key "actors" in their particular sphere of competence; for example, the regular programme of the International Atomic Energy Agency (IAEA) of training courses, fellowships and scientific visits for high-level manpower in the nuclear energy field; the ILO programmes, conducted through its regional teams, for labour inspectors and other staff of labour ministries; and the training and fellowship programme of IMO and the United Nations Conference on Trade and Development (UNCTAD) for key personnel of national maritime administrations. Other agencies organize large-scale group training activities as part of their field programmes. FAO, for instance, reports having reached over 350,000 people directly through group training activities in the five-year period ending in 1984; the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has over 360,000 refugee children in school and is supporting 5,000 places in vocational and teacher training centres; the Office of the United Nations High Commissioner for Refugees (UNHCR) contributes to the education of almost 400,000 refugee children of primary school age and to the education and informal training of thousands of other refugees.

41. In parallel with these training activities, many United Nations agencies have made sizeable investments in developing, testing and distributing training materials and preparing guides on needs assessment, curriculum development and programme design. An interesting example is the ILO Modules of Employable Skill programme, a flexible, competency-based approach to vocational training which, having initially been focused on learning elements for skilled workers training, is now concentrated on instructional materials for those who will conceive and design modular-based programmes.

42. Several United Nations agencies have extensive library and documentation services providing comprehensive information in their specialized areas covering both their own research work and publications and those of external bodies. Several have developed specialized information data bases and systems with a wide distribution of a range of information products. Examples include LABORDOC (labour policy, labour relations, employment etc.) and IRTIS (Inter-regional Training Information System) of the ILO, AGRIS (International Information System for the Agricultural Sciences and Technology) of FAO, UNISIS (United Nations Statistical Information System), INFOCLIMA (World Climate Data Information Referral Service) of WMO and the International Nuclear Information System of IAEA.

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43. These are just a few, scattered examples of human resources development activities undertaken by United Nations agencies as part of their regular programmes. The greater part of the system's human resources development effort, however, is in the form of technical co-operation projects in the field. The present paper cannot begin to give any idea of the volume and diversity of such activities; instead, it will attempt to highlight a few underlying characteristics and trends, as identified by the agencies.

Target groups

44. The tendency in the early days of technical co-operation was to try to function in the front line of human resources development, providing training to farmers, industrial craftsmen, teachers, health workers and so forth. For some agencies, this remains a feasible and necessary approach. For others, however, it quickly became apparent that this approach was impracticable and militated against the concept of building self-sustaining capabilities in human resources development. The point is well illustrated by the evolution of programmes offered by the International Centre for Advanced Technical and Vocational Training which began by training key industrial workers, moved on through the training of trainers to training those who train trainers, focusing finally on the management of training institutions and the planning and design of sectoral human resources development systems.

45. The current thrust of FAO in human resources development is on increasing the stock of technical, administrative and management personnel in rural development and on upgrading the skills of existing change agents in, for example, agricultural extension services. The International Telecommunication Union (ITU) also is increasingly focusing its technical co-operation on building capabilities in human resources development policy formulation, planning and management of telecommunication systems. The activities of UNCTAD are concentrated on the building and strengthening of economic management and operational capacity in various areas, ranging from technology planning and policy-making to shipping and port management. WHO, on the other hand, while focusing on the management of health manpower and on health manpower institutions, has built its human resources philosophy around the integrated development of primary health care services; thus, its target groups are broad and include such front-line personnel as traditional birth attendants. UNIDO supports the training of key staff in the planning of industrial development but is also obliged to frame its human resources development strategies around the fact that while skill supply is the product of lengthy processes of education and training, demand is determined by the short-term needs of industrial investment and project management.

Institution-building

46. It is widely accepted that sustaining national efforts in human resources development requires the establishment or strengthening of local institutions (training or research centres, small enterprise development institutes, agricultural extension services etc.). On the other hand, such local organizations have been widely criticized for their remoteness from the issues and populations that they are designed to serve, for bureaucratic ponderousness and inflexibility,

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for relative inefficiency vis-à-vis less formal structures and the private sector, and for the narrowness of their outreach.

47. In their efforts to help develop viable institutions, agencies have not been helped by pressure from funding sources to withdraw support, often at critical junctures in institutional development, so that it is now encouraging to find a wider appreciation of the fact that human resources development involves a long-term commitment and that developing institutional capacity takes at least 10 or 15 years. Institution-building is far more than the creation of institutions. It is also helping them through crisis and counteracting the downturn in their life-cycle, when ossification sets in and infusions of new blood and new ideas are required. Despite doubts cast on the validity of institution-building as a target for United Nations action, most agencies continue to see it as a development priority in the quest to foster self-reliance and sustainability. The issues addressed in the present paper therefore have more to do with increasing the impact and outreach of institutions, and with defining their role in a well-defined policy for human resources development, than with justifying their existence.

Short-term versus long-term impact

48. The unmistakable trend in much of the assistance provided by the United Nations system is towards building the competence to plan, design and manage the delivery of services, whether it be in health care, family planning, education, telecommunications, skill formation etc. Action in this area requires what the World Bank calls a supportive policy environment and this in turn presupposes the existence of skills in policy formulation for human resources development.

49. One important facet of such policies is the co-ordination of national and international efforts in human resources development but there is little point in insisting that such efforts must take place within a clearly defined human resources policy if the capability to devise such policies does not exist. Paradoxically, in order for many Governments to determine the technical assistance they need in human resources development, and to co-ordinate that input for maximum impact, they may need technical assistance to construct their systems and enhance their capacity for policy formulation, planning and co-ordination in this field. Such assistance will yield only long-term results but it is a vital contribution to economic and social development.

50. Other agencies also stress the long-term nature of returns to their programmes. In the education sector, UNESCO points to the clear relationship between literacy and improved levels of health and nutrition but acknowledges the relatively slow "trickle-down" of benefits. The United Nations Environment Programme (UNEP) and WHO both emphasize the promotional character of much of their work in creating awareness and changing attitudes. The same is certainly true of efforts to influence attitudes towards family planning or the greater involvement of women in training and the labour force.

51. At the other end of the spectrum lie the immediate problems of mitigating the worst effects of natural and man-made disasters and of extreme poverty. Here, too, longer-term developmental considerations are assuming greater importance. For

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example, the World Food Programme (WFP) in both its food-aid and food-for-work modes is shifting from a welfare approach to one which stresses self-reliance, sustainability and improved nutritional status for the poorest sections of the population. In the case of food aid, this could serve as an incentive for community improvement and self-help schemes, as well as for attendance at health clinics and schools. In food-for-work programmes the emphasis is on infrastructural development and on increasing the purchasing power of the poor (through the income-transfer effect of food aid).

Funding human resources development

52. Although UNDP has recently given even greater attention to human resources development, the majority of its programme resources has always been applied to technical assistance bearing directly or indirectly on the development of knowledge and skills. Aside from its expenditure on the development of knowledge and skills. Aside from its expenditure on projects in the education and training sectors, UNDP makes the point that all of the projects it supports contain a training element estimated during the period 1980-1985 as 11 per cent of total project expenditure. Its new priorities, as outlined in the report of the Administrator to the Governing Council in 1986 (DP/1986/10), include greater attention to primary education, non-formal education, training for self-employment and at the grass-roots level, training for the informal sector, public sector management and, encouragingly, support for comprehensive human resources strategies, both national and sectoral. It also envisages a greater role for the private sector in human resources development.

53. Among the more interesting shifts in approach in human resources development is that towards longer-term programmes for specific sectors, and this in turn envisages synchronized contributions by international organizations. As stated in the above-mentioned report, "Instead of initiating projects individually and then trying to co-ordinate them as best they can, aid agencies could join from the outset in a multi-year commitment to achieve specific human resource targets" (DP/1986/10, p. 17).

54. The World Bank considers human resources development a key area in project lending. It is the primary objective of lending for purposes of education and training which, while initially aimed at relieving acute shortages of skilled manpower, have now been demonstrated as important in limiting population growth and reducing infant mortality. The Bank supports all levels and types of education but, with questions of efficiency and alternative financing in mind, the trend is towards expanding primary and general education and trying to overcome shortcomings in policy-making and management in the area of human resources development. The Bank has also recently introduced sector adjustment lending to provide support for comprehensive policy and institutional changes in the educational sector (e.g., redistribution of resources between educational levels).

55. In addition to direct lending for education, the Bank is increasingly investing in human capital development in other sectors through project-related training (PRT) components of infrastructure projects, for instance, in energy and telecommunications. It also undertakes training of top-level policy-makers by means of seminars and courses organized by its Economic Development Institute (EDI)

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and has an extensive programme of research and policy analysis in the area of education and training.

56. Apart from the World Bank group, the largest source of funding for human resources development in the United Nations system is the World Food Programme (WFP). Of the \$US 10 billion in total food aid committed by WFP since its inception, 25 per cent has been direct support for vulnerable group feeding projects and school feeding projects, the remainder devoted largely to support for rural development (mostly through labour-intensive works) and to refugee and emergency assistance. WFP views this assistance also as contributing to human development, especially since the family rations provided in these projects, which are always directed to the poor, alleviate the serious effect of under-nourishment on a child's potential for development. Increasing efforts are being made to incorporate, in food aid projects, the training and other activities for human resources development that are financed by Governments, United Nations agencies and bilateral donors. Food aid should therefore be seen as a most valuable part of the resources of the United Nations system directed at human resources development. The effective use of food aid for achieving it requires, however, enhanced efforts to link food aid with financial input and technical support; for this purpose, WFP is seeking to increase its existing co-operation with other United Nations agencies. WFP is also working to expand and make more effective the use of food aid to alleviate the adverse effects of adjustment programmes on human development and is seeking, in co-operation with the concerned agencies, to design selected projects as an integral part of such programmes.

57. Other specialized funds within the United Nations system lay considerable emphasis on human resources development, either as a means to an end or as an end in itself. The United Nations Fund for Population Activities (UNFPA) sees human resources development in the population field as a multidimensional process involving, on the one hand, expanding national capability in specialized fields, such as demographic data analyses, population policy formulation and management of family planning services, and, on the other, the education of the populace at large - and in particular women - which is the strongest observable factor in reducing infant mortality.

58. Human resources development is an increasing component of a programme of the International Fund for Agricultural Development (IFAD) which views development in general as the liberation of creative human potential. The main objective of human resources development is to raise the productivity of target groups on a sustained basis through a package of measures which couples training with the development of infrastructure (e.g., irrigation), input such as fertilizers and credit, institutional support and incentives.

59. However, despite the recent enthusiasm for human resources development we must acknowledge the very modest amounts of money deployed by United Nations agencies in this field compared to global needs and to overall allocations of official development aid (ODA). It was estimated in 1985 that expenditure by the United Nations system constituted only 6.5 per cent of total ODA expenditure (bilateral channels and other multilateral channels, such as the World Bank and the Organisation for Economic Co-operation and Development (OECD)). On the other hand, it has frequently been pointed out that action by the United Nations system can

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achieve results proportionately much greater than the volume of resources allocated to it. If United Nations action is to be of consequence, however, it must provide the environment and opportunity for people to make their maximum contribution. Only high efficacy, coupled with the greatest possible multiplier effect and a sharp focus on critical areas in human resources development, can make up for the very modest amount of resources available.

II. AN AGENDA FOR DISCUSSION

A. Enhancing the impact of the United Nations: dilemmas and approaches

1. Facing the dilemmas

60. Human resources development, in addition to being a complex process in its own right, takes place in a diffuse and difficult environment. Strategic choices have to be made and each has its own price; difficult and delicate decisions have to be made, and none is without cost. In order to give some idea of the complexities of this environment, a few of the fundamental dilemmas inherent in action by the United Nations system in the area of human resources development are discussed below. Each has its impact on the effectiveness of action.

(a) The creative mismatch between agencies and countries

61. The United Nations system functions in line with its mandates, the priorities expressed by its constituents and its experience. In practice, however, it tends to operate as an oligopoly of multilateral services through an approach which is essentially supply-orientated, based primarily on its own convictions and perceptions of needs. Since Governments also have their complex set of priorities which change over time and in response to circumstances, some problems result.

62. If United Nations agencies merely responded to government requests they would be taking an unacceptably passive attitude. However, imposing agency priorities à outrance is not acceptable either, even though United Nations organizations supposedly act in line with the policy guidance they receive from their governing organs - an issue discussed in section 2 (a) below. The reality is that organizations' principles and policies have their own dynamics which may on occasion be alienated from the true needs of the country, reflecting development fads or professional hobby-horses, and resulting in wasted resources on unwanted action or targets. There may be insufficient effort at problem identification, little intuition for real priorities and little effort to understand a problem within the context of the local environment.

63. Furthermore, "countries" or "the people" can be illusive concepts. Who in the country? How much consensus can be found? Depending on the local counterpart of the agency, one may get a different sense of priorities. One can find a sympathetic counterpart for almost any project, however inappropriate. There is an interlocking pattern of mutually reinforcing interests which may serve as substitutes for the needs of the country, as perceived by a majority of its citizens.

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64. There may indeed be a creative tension in this situation but achieving a delicate balance is very difficult indeed. As regards UNDP-funded technical co-operation, the country programming process is designed to ensure a measure of coherence in action taken by the United Nations system and a close adherence to development priorities. This process is, however, not without its problems. The low-level of financial input from the United Nations system in relation to other sources reduces the moral authority of UNDP and sometimes obliges it to accept unconditionally certain expressed priorities even where it is apparent that these have more to do with the political clout of certain ministries than with real needs or operational feasibility. In other cases, the insistence of certain Governments on using UNDP resources primarily in support of pre-investment activities has resulted in the under-resourcing of human development in other sectors, even where official rhetoric assigns high priority to it.

65. If United Nations action is to yield positive results, ways will have to be found to encourage a creative mismatch in the form of a constructive debate between national and international development agencies as part of the process of determining development priorities. This is not a question of challenging the primacy of national objectives and plans but rather of drawing attention to the fact that social development goals are achieved in a variety of ways. Social development projects may well founder if they are not anchored to economic realities. Conversely, the goals of projects in other areas (e.g., physical and economic development) may be frustrated if social aspects - with human resources and development prominent - are overlooked. Thus, the constructive debate, as regards human resources development, has more to do with incorporating the human perspective into development than it has with promoting specific projects in human resources development.

(b) Equity versus impact - helping the poorest of the poor?

66. Whether we are discussing the allocation of resources among countries or choices of projects within a given region, we are likely to be faced with the dilemma of whether to help the poorest of the poor or those who can make the best use of the help given. This is not so much a question of equity versus efficiency but of efficiency within equity. Humanitarian imperatives dictate that we should help those whose needs are greatest. Yet there are others, not as badly off, who can benefit much more from United Nations help, or where results will be visible in a shorter time. Helping those who are already literate, who have a reasonable standard of health, who have some access to resources, or who have effective local community leadership will obviously be easier than helping those who do not enjoy these benefits. In other words, there is a trade-off in the efficiency of helping: the less acute the need, the greater the consequence of each dollar and vice versa.

67. The same dilemma reappears as agencies have to decide between a more important task - in terms of development priorities - with a weak or ineffective ministry or a less important one with more efficient partners. The choice may be, for example, whether to assist much-needed schools run by incompetent educators who will waste time and resources, or to build more roads, an issue of less importance perhaps, with the help of efficient and productive engineers.

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68. There are no easy choices and, above all, there are no technical answers. In some cases, helping the poorest may be a moral imperative - a matter of relief rather than development policy. In others, the agency may not have the profile for the styles of interventions that are more effective (where, for example, non-governmental organizations could do better). Such dilemmas should be faced squarely, in the context of both short-term and longer-term development priorities and the agency's own mandate and competence.

(c) Working at the grass-roots level or with the elite?

69. Should United Nations agencies work at the grass-roots level, preparing, helping or directly assisting those who are the ultimate beneficiaries of the action, or concentrate their action on those who have the greatest potential for influencing others or as change agents?

70. There are no a priori judgements as to which is better. It depends on moment and circumstance. Some agencies will have comparative advantages in either area; others will always have to decide where the emphasis will be. Yet, the growth of bilateral help and the multiplication of non-governmental organizations change somewhat the comparative advantages of the United Nations. Capillarity, that is to say reaching down to the grass-roots level, is one of the areas in which almost all United Nations agencies may have comparative disadvantages. There is a significant proportion of non-governmental organizations that do much better. They work with voluntary labour that is expendable in the sense that when the enthusiasm and drive to withstand the hardships of precarious living conditions burns out, they are duly replaced by a fresh supply. Likewise, costs are generally much greater for the United Nations which must depend on experts with a professional background. The growing use of United Nations Volunteers may be redressing somewhat the comparative disadvantages of the United Nations agencies.

71. Of course, the choice is not quite so dichotomized as the above example may suggest. Change agents can be found at all levels in society (village leaders, health workers and teachers, a farmer more adventurous than the rest, a woman who can overcome cultural barriers), not only among the educated and the nationally influential. In deciding where and with whom to work, the challenge is to find out where the comparative advantages of each United Nations agency and the United Nations system as a whole lie, or should lie, and then to make sure that they are geared up to exploit those advantages to the benefit of the countries.

72. The use of experts from other developing countries is another possibility, together with the deployment of national experts. These experts approach their tasks with different perceptions and are differently equipped to cope with matters in which cultural considerations play a major role. In this context, technical co-operation among developing countries offers many advantages, even though experience has shown that such co-operation, too, is not without its problems, notably the need to "pump-prime" resources to cover, for example, foreign exchange costs.

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(d) Maintaining control - centralize or decentralize?

73. The question of co-ordination of action among United Nations agencies will be addressed in a subsequent section. It seems, however, that work remains to be done in achieving better co-ordination within United Nations organization, given their diversity of activities and locations. An obvious example, to which we will return, is how to ensure a two-way interaction between research in human resources development (including new training approaches) and technical assistance projects in the field. Another example would be to ensure that programme and project designers remain sensitive to the constraints on implementation at the country level; a further would be how to translate field experience into institutional learning for the organization itself.

74. Centralization of decision-making allows a headquarter unit to co-ordinate and control action taking place at different locations. It may also optimize the deployment of resources, avoiding wasteful duplication. In most cases, a headquarter office has clear advantages in the diffusion of information, in managing networks and as a clearing-house of ideas and information. On the other hand, decisions taken at the local level permit quicker action and closer adherence to local needs and circumstances, matters which are of considerable consequence in human resources development. There can be either lack of overall perspective or insensitivity to local needs. In which way are United Nations agencies in need of finer tuning? There are many complaints of excessive centralization and it is likely that there is truth to that. It is, however, pointless to generalize about all United Nations agencies.

Points for discussion

What criteria should United Nations agencies use in trying to resolve the basic dilemmas inherent in their operating environment (e.g., whether to work at the grass-roots level or with the elite?

Are the dilemmas strategic ones or should they be confronted on a case-by-case basis?

Are there other major dilemmas facing United Nations agencies in determining the thrust and direction of their work?

2. Becoming more effective

75. There are many ways in which the United Nations as a whole and individual agencies could become more effective in human resources development. Greater effectiveness through a more cohesive system-wide approach will be taken up in section 3 below. Examined in the present section are areas in which agencies could achieve a higher level of complementarity and mutual support among the various components of their own work, and one or two ways in which to further improve their impact in the field.

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(a) Consolidating the links between policies, norms and operations

76. As noted in section I, many United Nations organizations devote substantial resources to policy matters and to the development of standards which in turn assist the formulation of national legislation and policies. The issue to consider here is how to forge closer links between these activities and operational activities in technical co-operation.

77. Earlier we stressed the benefits that could arise from the creative mismatch of development priorities, as between agencies and countries. Yet the idea that the principles and objectives of international organizations are in basic conflict with the interests of member States, whose instruments they are, is clearly untenable. As the Joint Inspection Unit stated some years ago: "to decide that the work done by Governments in the governing bodies of the specialized agencies [is] unusable by those same Governments ... [in] designing and preparing the country programme would be to condemn the entire United Nations system". 7/

78. It is therefore important that the technical assistance provided by United Nations organizations reflect the policy directives given by their member States. Conversely, in calling upon agencies to undertake various activities, Governments need to consider the practical constraints on translating policies into action. The policies of United Nations agencies, while they should be directed towards ambitious development goals (the eradication of a disease, universal primary education or literacy, full employment etc.), should also be mediated by a pragmatism born of experience in implementing them.

79. It makes little sense for States to call upon the United Nations to emphasize aspects of social policy in technical assistance, only to allocate lowest priority to social development in their own programmes for international aid. Thus, United Nations agencies have an important role to play in keeping national policy-makers abreast of policy recommendations formulated at the international or global level.

80. This raises the important question of the role of United Nations technical assistance in enhancing national capacity in social policy formulation, in particular in the area of human resources development. One effect of adjustment policies has been to weaken government infrastructures in the social sector, adversely affecting social policy formulation and absorptive capacity. It therefore seems imperative for United Nations agencies not only to engage in a policy dialogue with developing countries but also to develop their own capability to offer policy advice. This requires the closest possible links between the agencies' policy-making bodies and programmes of technical co-operation.

81. One such link is that of international standards, although here it is important to differentiate between regulatory and promotional standards. The application of regulatory standards, for example, those relating to levels of pollution, purity of drugs or foodstuffs, school provision or minimum age for employment, can highlight a need for technical co-operation in their attainment or enforcement. Promotional - or development-orientated - standards, on the other hand, lay down policies and programmes for arriving at generally accepted social objectives. They are usually defined in broad terms and provide for latitude in

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means, methods and time schedules. They provide the greatest impetus to continuing action aimed at social development, lending themselves most easily to technical co-operation and providing guidance for their eventual attainment.

82. It would not be appropriate to suggest that all United Nations technical assistance in human resources development should be geared to the implementation of the system's various norms. On the other hand, to the extent that international standards reflect a wide policy consensus, agencies which make maximum use of them in planning their strategies and programmes for human resources development will be taking a significant step towards greater consistency and coherence in their technical co-operation. Where Governments have ratified conventions, technical co-operation should be available to assist countries in overcoming any problems of application, and nowhere is this more critical than in the area of policies and systems for human resources development.

Points for discussion

What can be done to improve the articulation between the policies and priorities established by United Nations organizations, in response to the needs expressed by their member States, and those that find their way concretely into national development plans?

What are the possible roles of United Nations organizations in strengthening capacity in social policy formulation?

(b) Research and technical co-operation

83. Technical co-operation does not consist in the simple transfer of experience from one country to another; an approach which may have been successful in a particular country may not necessarily succeed in another. One major line of research undertaken by United Nations organizations, therefore, is an ex post facto examination of the variables which contributed to or inhibited success. This kind of systematic analysis goes well beyond the limits of conventional evaluation and, if carried out properly, provides a sound base for institutional learning.

84. In a sense, however, this is beginning at the end. One of the potential strengths of many United Nations organizations is their research capability and a great deal of very valuable work has been done in conceptualizing development problems. Before embarking on large-scale programmes of assistance, agencies need to understand clearly the dimensions, nature and causes of the problems to be addressed (whether it be problems of malnutrition, disease, underemployment, industrial inefficiency or whatever) and, importantly, to be able to help member States understand them. There is a clear link here with United Nations assistance in policy formulation, referred to in the previous section.

85. An aspect of this kind of conceptual research is the discovery and labelling of broad problem areas, target groups and assistance strategies. A case in point is the emergence of the informal sector. United Nations agencies should be careful not to fall into the trap of development fads but at the same time there is no doubt that research directed to the informal sector has provided a useful focus for and greater coherence in work on adapted technology, low-cost and innovative

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instructional technologies, the interrelationship among elements in support packages for micro-enterprises and, generally, on approaches to sectors previously considered beyond the reach of formal technical assistance. A danger to be heeded by United Nations agencies engaged in this kind of work, however, is the tendency to worry the concept to death: the law of diminishing returns applies to efforts to define what the informal sector, for example, actually is rather than beginning to work with it. Another danger is to oversell these ideas to countries which are committed to other goals perhaps more germane to their needs or priorities at that moment.

86. There is certainly a strong case for action research through "on the ground" activities, and the United Nations is relatively well placed to undertake pilot projects, having some regular resources at its disposal and a wide range of contacts in developing countries. Greater effectiveness could be achieved, however, if such pilot activities were conceived as part of a wider programme of research. Also desirable is that results and experience are fed back systematically, the need for further related research clearly defined, and the issue of replication in other conditions considered.

87. It would also be useful if more country programme or regional indicative planning figure (IPF) resources could be set aside for activities of a pilot or experimental nature, and if research components could be built into large-scale technical assistance projects. This would help to ensure the continuing vitality and dynamism of technical co-operation and the systematic feedback and analysis of experience, the concomitant being that agencies should improve their internal communications among research groups, those who evaluate technical co-operation activities, and those who advise on and design new activities. In the context of reduced funding for human resources development, it is also obvious that agencies need to look not only at overall effectiveness but also at cost-effectiveness.

Points for discussion

How can the research endeavours of the United Nations organizations be optimized so as to obtain maximum effectiveness?

How should agencies allocate their efforts along the theoretical/practical continuum?

(c) Promoting access to information

88. An important consumer of the results of agencies' research, in addition to the agencies themselves, should be the member States. Research findings which help shape technical co-operation strategies and actions should be equally, if not more, useful in formulating national policies and programmes. A pre-condition of their utility is, however, that research designs should be elaborated with the user in mind and, wherever possible, involved. A regular and justifiable complaint of researchers and institutions in developing countries is that they are associated with United Nations research projects, if at all, at a very late stage, usually in the preparation of a case study for a larger piece of research, the objectives, approach and orientation of which they have had no opportunity to influence. One among several means of improving this situation is by working with lead

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institutions in a country or region, involving them in research design and assigning them responsibility for networking with other organizations and individuals in undertaking the research. This approach helps to stimulate commitment and ensure continued relevance to the main preoccupations of the countries; it also helps to avoid the wasted effort of researching topics which have already been thoroughly covered at the national level and, importantly, strengthens national research capability. Yet, research is a fragile activity and cannot be undertaken by brute force. Civil servants cannot be forced into research and researchers cannot be forced to work on topics that do not interest them.

89. Good research remains of marginal use if its results are not, directly or indirectly, channelled to those who can make best use of them. The suggestions made above should help in this but those best able to conduct research are not necessarily those who should be acting on the results.

90. There are many ways by which research can reach decision-making centres and influence the results. Some are direct and obvious, others are circuitous and diffuse. Research that is meant to be applied and practical does not always turn out to be the most influential. Yet, research studies which swell the shelves of university libraries are not perhaps achieving their objectives. It is important that relevant research findings - in a digestible form - reach human resources development policy-makers and planners, those who design training programmes and curricula materials, those who plan and implement community self-help schemes and so forth. The more such research addresses shared problems and proposes workable, concrete responses, the greater its utility and the more it will stimulate the habit of looking to research support for practical activities.

91. Disseminating research results outside research circles requires a clear and straight-forward presentation, free of unnecessary jargon and methodological verbiage. Specialized and exotic wording required in order to advance science is not at all necessary to explain the results obtained.

92. Despite these useful efforts, one has to probe deeper into the nature of inquiry and decision-making. Knowledge makes a difference for those who decide. Where knowledge is generated also makes a difference. When decisions are made close to where knowledge is being generated, we have the highest chances of utilization. Institutions with autonomy to make decisions have to rediscover basic facts unearthed by research as they retool their goals and methods. Mailing papers to administrators or, worse, to libraries means very little. The act of learning together (or rediscovery) is what brings research results to life.

93. These are only the extremes in a continuum of skills and talents. Between the scholar and the expert in the field many intermediate profiles, both new and old, are required.

94. Promoting easier access to research results is one facet of the wider issue of access to information. United Nations agencies have extensive collections of bibliographic and other information in their specialized fields and, often, extensive publication programmes. While this information is distributed routinely to their local offices and to selected contacts (e.g., counterpart ministries), there seems to be a need to develop the capacity in member States to draw upon the

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data bases existing in United Nations agencies. This in turn may involve technical assistance in setting up specialized national documentation centres and ensuring links with larger regional or international data bases. It will probably also necessitate an effort once more to create the habit among decision-makers and practitioners of looking to documentation centres for assistance in problem-solving, recognizing that one's own problems may not be unique.

95. One approach which is proving quite successful is to link national documentation centres to a distributed global information system (e.g., in the area of skills development), using regional data bases and a regional support network (which includes advisory services to national centres) as the intermediate link. National centres are encouraged first to explore what relevant material exists in their own country and to build collections at that level. Information which may be of use outside the national setting is then transferred to a regional data base (increasingly by means of specialized bibliographic software for use on inexpensive micro-computers) that is accessible elsewhere in the region and interregionally. Inasmuch, however, as institutions should carry the burden of diffusing research and information, even in advanced countries, they often fail to reach the right people. Networks and informal mechanisms directed at certain essential people should be developed. In a world overburdened with information, these networks could play a major role (at a very modest cost).

Points for discussion

By which means can countries have greater access to the wealth of information and research results produced by the United Nations system?

How can these materials have greater impact in local decision-making?

(d) Working with a new breed of expert

96. The transfer of know-how is an essential ingredient in programmes of human resources development. At the same time, we have frequently heard that developing countries resident international experts are no longer wanted. This may well be the case and, indeed, could be considered one measure of the success of technical assistance: as local capacity increases, shorter-term interventions may be more appropriate. What is clear, however, is that the profiles of experts have to be adjusted to meet diverse technical co-operation needs and different attitudes towards assistance.

97. Without doubt, there remains a role for the highly specialized expert (in industrial processes, economic planning, medicine, telecommunications etc.). Yet, in the more advanced Third World countries a new profile of expert is taking shape. The expert is no longer the omniscient authority capable of providing knowledge which is currently unavailable locally but, instead, one who helps local administrators who cannot spare the time for systematic inquiry or research work because of their commitments within the institutional hierarchies.

98. By contrast, in the least developed countries, a completely different profile is required. More versatile, entrepreneurial change agents are also needed in many situations. This new person (one hesitates to say "expert") should have a natural

curiosity and respect and be charmed by the culture (or cultures) of the country of assignment. Directive styles, at home, in schools and public administration, should give way to expertise in interpersonal communication, team work, motivation, creativity, action-learning and, above all, the ability to transfer the development process progressively into the hands of the local people in order to foster the growth of self-reliance. Some United Nations agencies are beginning to utilize this new type of expert but this is still the exception.

99. United Nations agencies have ample knowledge and experience of how to recruit the conventional technical expert but to find the new type of expert, different strategies of recruitment are required as indicated by the recent experience of some agencies. Higher degrees, impressive lists of publications and past experience in urban and industrial settings do not necessarily add up to the desired profile. New sources, perhaps outside the university campus or the consulting company, should be explored. The new breed of expert may also have different motivations and will need to be managed in a less bureaucratic manner. The increasing use of experts from developing countries and of national experts provides one solution to the problem.

Points for discussion

How can the United Nations organizations effectively deploy a broader range of "expert" profiles?

Under what circumstances should the organizations move towards innovative, less orthodox profiles?

(e) Government, governance and working with non-governmental organizations

100. An increasing share of activities central to the processes we are discussing do not take place in government: from mass movements to non-governmental organizations, de facto, there is more and more activity outside it.

101. The United Nations system cannot ignore this trend. It should not hide behind narrow definitions of its mandate vis-à-vis the member country's Government. Instead, it should help Governments to understand these new trends and benefit from them. To some extent, however, this new form of organization affects also the forms and styles of United Nations work directly. The greater ability of many non-governmental organizations to operate nearer the grass-roots level, together with their lower costs, has been repeatedly demonstrated. By contrast, United Nations agencies can display greater professionalism and have closer links with Government and the sources of power and influence. The comparative advantages of each has to be maximized, redeploying experts in new roles and using volunteers where appropriate.

102. In order to help the poorest, the United Nations system, with its global view of the country's development, could provide a bridge between Governments and the more reliable and accountable non-governmental organizations that do an excellent job at the grass-roots level but may suffer from severe myopia when facing the more global consequences of their action. Faced with the sometime anarchical operations of non-governmental organizations, Governments might well appreciate assistance in

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establishing inventories of their activities and in evaluating, selecting and, where appropriate, accrediting their initiatives. For their part, non-governmental organizations would probably appreciate improved access to local authorities and advice on questions of development, training and the management of their own organizations. They would also appreciate having access to good quality teaching materials, which suggests the need for a clearing-house of available, proved materials. In addition, non-governmental organizations might welcome a broader view of the regions in which they work, which suggests the need for a network for the exchange of experience amongst non-governmental organizations. Last but not least, both Governments and non-governmental organizations could benefit from greater transparency in the work of those non-governmental organizations that display irresponsible or incompetent behaviour. In all of these matters, the United Nations agencies could have an important role to play.

103. The following example illustrates the need for close co-ordination between the work of the United Nations agencies and of non-governmental organizations: as part of a project for "women's pre-co-operatives in rural areas", several mills for millet grains were installed in Senegalese villages, with the idea of freeing women's time for new income-generating activities. Women were trained to manage the mills, to calculate depreciation etc. The feasibility study had estimated that the output of four villages would justify the operation of one mill. Unfortunately, the anarchic good will of some non-governmental organizations led to the installation of additional mills in the area, without any notice to the Government. The additional mills created excess capacity, making it uneconomical to operate any one unit.

Points for discussion

In what ways, and under which circumstances, can or should United Nations organizations interact with non-governmental organizations and with other resources outside the mainstream of public activities?

How can the United Nations assist Governments to mobilize these energies and resources and apply them in a flexible yet purposeful manner, retaining the benefits of autonomy and initiative without the corresponding trend towards fragmentation and duplication?

3. Practising the art of the possible

104. One of the greatest problems facing United Nations agencies in their technical co-operation work, and an issue discussed in the section dealing with dilemmas, is that those in greatest need are often unable to create the conditions under which help becomes effective.

105. Almost all United Nations agencies identified the main difficulty in human resources development project work as having to do with the preparedness and absorptive capacity of the national co-operating agency or institution. Counterpart funds are not made available or come too late. Counterpart personnel are inadequately prepared and remunerated, are not motivated, do not share the same ideas, are not recruited in time, or leave during or immediately after the

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project. Procurement and building are delayed. In addition, there are more diffuse problems, such as disorganization at large in the country or within the Government, lack of political will or commitment to the project. There are only too many tales of projects that simply do not take root and that crumble and vanish when the expert goes away or project money dries up.

106. These claims or complaints do not seem to be exaggerated. They are real enough and constantly jeopardize the efforts of technical co-operation. Yet, if taken too seriously, they lead to a logical cul-de-sac. If those in need could meet all counterpart organizational, logistical and support needs, chances are that they would not need so much help. Social disruption and inability to organize are almost always concomitants of poverty. Hence, if conventional assistance fails because the receiving end cannot organize itself, is it by definition doomed to failure, thus creating a vicious circle?

107. Leaving aside the mild sophistry of the argument, it is quite clear that agencies, in planning their strategies, have to take into account the nature of the societies in which they are working. It is only too easy to set up a sophisticated and streamlined package of assistance conceived at headquarters and then merely regret that the recipients cannot put their act together in order to benefit from it. Indeed, systematic failures of this type suggest inadequate policies on the part of funding and implementing agencies. Obviously, countries are what they are. If agencies cannot find effective ways to deal with a given problem, it is better not to waste resources. United Nations agencies do not have supranational or super-human powers. It takes courage to admit that there are many things that cannot be done but in the long run it is necessary.

108. Technical assistance does not take place in a political vacuum; it is not meant to relieve the conscience of donors and agencies. Efficacy is what counts. Innocence is not acceptable in dealing with change, institutions and people. All interventions have a political dimension: some people gain, some lose (power or whatever). Unless one has a credible strategy for dealing with that, the probability of failure is considerable. Political neutrality is not always possible. In fact, there is a limit to what agencies can do, no matter how flexible and willing to compromise they are. There are basic principles that cannot be violated and there are thresholds of counterpart efforts below which all work is in vain. Delicate and controversial as these frontiers might be, United Nations agencies cannot avoid facing these issues.

Points for discussion

What strategies can United Nations organizations adopt to cope with the realities of the environment in which technical co-operation takes place?

What alternatives exist to the conventional assistance package which emphasizes formal commitment to counterpart support?

What can be done to facilitate the mobilization of local counterpart support?

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B. Facing the issues of co-ordination

109. The United Nations system has, from time to time, been criticized for a lack of overall impact in technical co-operation. Donor Governments complain that their financial input does not yield adequate results. Governments of poor countries regret that they do not get the help they need. Press comment can range from resignation and cynicism to vociferous condemnation of the United Nations system. Experts and administrators get discouraged by the disappointing results, making it even more difficult to reverse the situation.

110. It is not the purpose here to gauge how well-founded these accusations may be, especially in the field of human resources development. For our purposes, it is sufficient to accept that despite some very major achievements there is much that is not as effective as it might be. Since the weak overall impact is also the result of too many projects that appear inefficient or ineffective, part of the answer lies in improving impact at the project level, as well as in orchestrating the system as a whole.

111. In trying to pin-point these issues, two factors stand out: (a) the need for more concerted action among United Nations agencies, as well as with other institutions providing technical co-operation; and (b) the ability of United Nations agencies to learn from their experience, particularly in working together.

1. Harmonization and concerted action

A large number of United Nations and other multilateral and bilateral agencies are active in the area of human resources development and the unavoidably fragmented nature of their work, it should be no surprise that concerted action is often lacking. In addition, and gaps; furthermore, the elusive nature of national sovereignty, inter-state rivalries and disputes. United Nations agencies are often preoccupied with their own affairs thereby seeking legitimacy with their own governments. The extent to which these factors militate to some extent against greater cohesion, is a matter of debate.

104. One of the questions in co-operation work, is that those in greater need of help becomes effective.

105. Almost all United Nations agencies have human resources development projects. The absorptive capacity of the recipient countries is often limited. Counterpart funds are not made available in many cases. Ideas are inadequately prepared and not recruited in time.

... d by OECD, the International Labour Office are recently circulated to member states, envisage a more forceful approach to the current reality is that of an integrated system. They call for a more coordinated action of relatively independent agencies to reflect the will of the member states and their own constituents and respond to their needs. These agencies must exist and be worth pursuing only if their activities are the product of a coordinated effort and the responses to those

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1. Harmonization and concerted action

112. Given the large number of United Nations and other multilateral and bilateral agencies active in the area of human resources development and the unavoidably ill-defined borders among them, it should be no surprise that concerted action is difficult. There may be duplication and gaps; furthermore, the elusive nature of the frontiers for their action may generate rivalries and disputes. United Nations agencies understandably follow their own mandates thereby seeking legitimacy with their local constituents. While this state of affairs may militate to some extent against concerted system-wide action, the question arises of the extent to which improved co-ordination, of itself, would in fact lead to greater cohesion, harmonization and impact.

113. The guiding principles on co-ordination enunciated by OECD, the International Monetary Fund (IMF), the World Bank and UNDP, which were recently circulated to resident co-ordinators and executive heads of agencies, envisage a more forceful centralization of priority-setting authority. Yet, the current reality is that United Nations bodies do not form a "government" or an integrated system. They are, instead, a flexible federation or a constellation of relatively independent agencies, and this, despite some criticism, appears to reflect the will of the majority of the member countries. Agencies have their own constituents and respond to them. Furthermore, effective collaboration can exist and be worth pursuing only when there are common purposes, and common purposes themselves are the product of consultation and agreement on major priorities and the responses to those priorities.

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114. Ultimately, no external agency can co-ordinate external input at the country level because it is not competent to apply sanctions for those not co-operating. If this is true with respect to United Nations organizations, the possibility of achieving co-ordination between bilateral and multilateral assistance, except by consensus, is even more remote. Furthermore, activities in human resources development can be viewed as a matrix, with some organizations working in subject areas with target groups across the board, others working in sectoral areas with specified target groups and still others concentrating on specific geographic areas. For instance, UNESCO deals with education at large, UNIDO becomes involved with the preparation of industrial workers in support of specific industrialization projects, and the Economic Commission for Latin American and the Caribbean (ECLAC) may focus on human resources for industrial development, but solely in a Latin American context.

115. None of this is to say that greater efforts should not be made to identify common purposes and to agree on major priorities and responses. There is room for diversity which springs from comparative strengths and experience, within a unified approach which itself arises from consensus. The United Nations is well-furnished with intergovernmental and inter-agency mechanisms for co-ordination and it may well be appropriate to examine how these organizations could make a greater contribution to the process of consensus building and the harmonization of priorities and objectives. In operational terms, it being understood that centralized dictation is the enemy of consensus.

Points for discussion

Given the diverse constituencies and special competences of United Nations organizations, how can greater harmonization of action be achieved?

What is the role of the system's intergovernmental and inter-agency bodies in building an operational consensus on priorities and means of action?

(a) Co-ordination in technical assistance - a critical problem?

116. While it is imperative that technical assistance in human resources development be better co-ordinated, experience shows that solutions cannot be sought merely by granting co-ordinating authority to a single body. Leadership should be based on demonstrated vocation and competence for the task at hand. Some of the new concepts of leading agencies need to be explored.

117. Further, United Nations agencies at the country level agree among themselves on harmonized programmes without taking into account the realities of the environment in which they operate. Fragmentation of United Nations effort reflects the division of power within countries. Ministries, local agencies, political actors and administrators fight for power and resources. At the same time, agencies associate with them - by choice or by mandate. Therefore, not only may they change the balance of power but they become deeply imbricated with these disputes and rivalries. As a result, agency rivalries become to a large extent an echo of those encountered in countries.

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118. Imaginative ways have to be chosen to deal with this problem. Improving effective communication among all agencies is certainly a first step. As long, however, as national priorities remain controversial and the object of power disputes, United Nations priorities in that same country are prone to ambiguity and lack of transparency.

119. A corollary of these insights is the high priority which should be placed on the building or strengthening of Governments' capacity to undertake co-ordination on the basis of rational analyses of external aid proposals: how they fit into government priorities, their impact on the budget, in present and future years, counterpart cash and in-kind contributions etc. Given the structural difficulties of external co-ordination, it is the Governments which must be prepared to say yes or no and under what conditions. In this connection, two ideas are worth considering. One is building the capability for human resources impact analysis, whereby those responsible for any kind of development project - with or without external aid - would be required to determine the human resources needed for its execution and to plan for the provision of those resources. A second is the appointment of national human resources aid co-ordinators who would be charged with ensuring the harmonization of technical assistance in this field in order to achieve maximum impact.

Points for discussion

How can United Nations organizations improve their local-level communication so as to offer a more coherent response to national development priorities?

How can they maintain their essential links with sectoral ministries without being drawn into power struggles and sub-optimization?

(b) Who does what? A conflict of competence

120. Conflicts of competence occur even in countries in which there is limited action by international agencies. Agencies often claim that others are poaching on what they consider their territory. This is even more serious in countries flooded with agencies of all varieties - bilateral and multilateral - trying to conduct overlapping activities and bumping into each other. However, conflicts of competence cannot be solved only by attempting to better define the respective territories. Such grey areas result from the different criteria agencies utilize to define their territory. As noted earlier, some focus on target groups (illiterate persons, the malnourished etc.). Still others work on a regional basis. Overlaps are unavoidable. That being the case, agencies mostly face ambiguities and overlaps. Frontiers are inevitably blurred and ad hoc solutions have to be devised. Usually, field work ends up being very broad and interdisciplinary, even going beyond the mandate of the agency that sponsors it. At the same time, agencies should not interpret their mandates too extensively but rely on pragmatic arrangements wherever possible. Notwithstanding this variety of requirements and activities, there is a tendency for agencies to continue to treat the expert as a technical specialist handling only a narrow range of tasks. Communications and instructions ignore the real environment in which the transfer of skills, knowledge and experience takes place.

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Point for discussion

How can United Nations organizations better equip themselves to cope with ambiguity and the highly variable environment in which technical co-operation takes place?

2. Learning from experience (ex tenebris lux)

121. Institutions must be able to learn, no less than individuals. As they gain experience and as the world changes they need to decode feedback from the field and transform it into fresh policies to correct their trajectories. While some United Nations agencies have displayed good adaptive behaviour, there is need for a greater alertness and willingness to change. Inability to learn from experience or to transform this learning into action may be fatal to the United Nations system.

122. The chronicle of developments in management theory often recalls that great strides in the discipline were taken during the Second World War, as the result of mobilization to supply armies operating in Europe. Amidst the tragedy of war, management acquired some powerful tools which are still being used today, for example, operations research and other quantitative techniques as applied in such areas as transport planning and materials management.

123. Something similar seems to have happened with the recent crisis of drought and famine in Africa. The magnitude of the disaster led the United Nations system to mount emergency schemes to cope with chronic problems of co-ordination and lack of effectiveness of the several United Nations and other agencies involved. All of the evidence suggests that these were novel solutions and that they resulted in a considerable improvement in United Nations effectiveness. The extent, however, to which this experience has been diffused to other operational areas in the concerned agencies, or to other agencies not involved in the emergency action, is questionable. Therefore, it seems very appropriate to analyse this experience in order to extend its benefits beyond those directly associated with the African crisis management.

124. It has been pointed out that the United Nations system was patterned after ideas conceived prior to 1945. Since then, little has changed in the basic structures despite the creation of other agencies within the system. Other international organizations, created subsequently, have benefited from hindsight and have created new structures and strategies that are in some respects more effective. This could be another source of inspiration. The creation of mechanisms that effectively allow the meeting in small groups of the people who really take decisions at the country level has been highlighted as a step ahead. Another interesting approach (adopted, for example, by the European Economic Community) is to focus mechanisms for co-operation along themes for which, or areas in which, mutual agreement, at least in principle, has already been reached. If there is no consensus, no one wastes time or money in trying to set up action programmes.

125. There is much to be learned by reviewing experience both within and outside United Nations organizations. Flexibility in funding is very important. In many

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cases, it is better to start small and then add to the resources when there is a demonstrated need. It also seems that long-run commitment to the same project is a good practice followed by some bilateral donors. The World Bank is displaying a welcome pragmatism when, in the case of very poor countries, it covers the costs of counterpart support (e.g., maintenance, salaries of teachers etc.). There are also recent cases of an agency enforcing counterpart financing requirements on countries which are quite unable to meet them.

Points for discussion

What further steps can United Nations organizations take to learn from experience - their own and that of other agencies?

Are existing mechanisms adequate for institutional learning?

What new approaches to funding and programme development seem to provide favourable results?

3. Towards the solutions

(a) Candour and accountability

126. There is no disagreement on the principle that United Nations organizations are accountable both to donors and aid recipients for the results of their technical co-operation work. There are cases, however, of less than total transparency in official reporting. Some critics would claim that United Nations language conceals more than it reveals, although this may be inevitable to some extent given the nature of the division of the responsibility for success or otherwise and given the nature of the forums to which reports are directed.

127. In the short run, disguising a bad outcome or failing to deal openly with failure or vexation, may be the most diplomatic - and certainly the least troublesome - way out of a problematic situation. Yet, a report that hides inadequate results, even from senior management from within, also prevents institutional learning. How can an institution collectively benefit from experience if very few become aware that wrong decisions were taken along the way? In the longer run, too, difficulties and failures must be faced squarely and staff rewarded for good performance and sanctioned for poor results.

(b) Joint ventures on evaluation

128. There are many mechanisms for evaluation within the United Nations system, ranging from project-by-project evaluation (focusing both on the outcome - in terms of objectives obtained - and on the efficiency of the process of executing the project) to system-wide considerations (e.g., reports of the Joint Inspection Unit). An area which merits more attention, however, is joint programme evaluation, in which agencies would combine their efforts to examine the characteristics, complementarity and impact of their programmes.

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129. Useful work has been done in this direction by means of the thematic evaluation studies undertaken by UNDP in collaboration with various technical agencies. For instance, in the preface to evaluation study No. 11, "Thematic evaluation study on industrial training" (subtitled, significantly, "People first"), the former Administrator of UNDP claims that the study "looks honestly at weaknesses and makes suggestions for remedies. Its long-term objective is to help improve the capability of the United Nations system to meet the needs of developing countries by raising the effectiveness and efficiency of technical co-operation".

130. The line of programme, as well as project, evaluation by themes or major development preoccupations should be pursued. The scope should, however, be broadened to encompass not only technical co-operation (and certainly not only that carried out with UNDP support) but also the wide range of other activities (standards, research, training, information and promotion) undertaken by the United Nations and its organizations. On the other hand, to take human resources development, in toto, as a theme for such a joint evaluation would be more than the system can cope with. It may be necessary, therefore, to delimit the topic somewhat in order to handle it.

131. Two further points. First, the evaluation should not be a mere historical retrospect or an exercise in self-congratulation; rather it should project into the future by linking evaluation with programme formulation, despite earlier less than successful experiences with joint programming. Second, the necessary resources should be made available to undertake the evaluation and to ensure that its results become a working tool for policy-makers and programme designers.

132. There is, however, one great danger. Ease of evaluation cannot become a criteria for project selection. Projects should not be refused on the grounds that the results cannot be evaluated (or quantified, in cases of extreme orthodoxy), for evaluation is still a fledgling discipline. Some of the most impressive and far-reaching outcome defy measurement. Some of the measurements capture only the most irrelevant and superficial dimensions of a project (e.g., how many diplomas were issued?). There is a mounting tendency to impose project formats that were developed with the best intentions to facilitate subsequent evaluation but to punish a great many projects that do not fit their procrustean bed.

133. Evaluation is a very delicate exercise in which one cannot forego mastery of the subject-matter and firsthand knowledge of the project. In some cases, evaluation has lost its purpose. It is as if it were done simply to satisfy bureaucrats. It fails to take into account the wealth of results, mostly qualitative in nature. Evaluation starts from hard data and a deep probe into reality but it then becomes a subjective judgement. People - hopefully well-prepared and experienced people - evaluate: not computers, algorithms or formulae. Projects have many effects and types of impact which are not amenable to single dimension indicators. Accounts evaluate how well books were kept, not how good the project is. There are many dimensions of projects that cannot be captured by simple formulae. Hence the fragility of wholesale or all-encompassing evaluation. Nowhere is this more true than in the area of human resources development.

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Point for discussion

What can and should be done to make evaluation in the United Nations a more meaningful, constructive and forward-looking exercise?

(c) The quest for a better flow of information

134. Within the schemes proposed to improve the functioning of United Nations agencies, there is one simple and straightforward prescription: to increase the flow of information available to all.

135. The mere fact of circulating information about what other agencies - or other departments, for that matter - are doing is already a very significant step ahead. It allows other partners to participate, if they so want, or to offer criticism or suggestions. No less important in some cases, it forces others to know what the next agency is doing.

136. The circulation of proposals and projects within the United Nations agencies is a step in the right direction but that alone is just the beginning. Is information moving early enough to make it possible to do anything? Or does it come as a fait accompli? An enemy of good communications can be the sheer volume of paperwork that moves around and its lack of directness and focus. Styles can be verbose and formalistic. Useless details may hide relevant messages. Administrative jargon could obscure the real meaning. Much improvement on some of these counts is essential if any good is to result.

Point for discussion

How can United Nations agencies improve the quality, timeliness and usability of the information they circulate?

(d) Local solutions to local problems

137. There is good and bad in delegating decisions to the field. When, however, problems of co-ordinating the action of various agencies come to the forefront, the advantages of giving greater degrees of freedom and flexibility to the field become stronger. The chances of co-ordinating action taking place in the hinterland of a developing country from offices located in Geneva, Paris, Rome or New York are very remote indeed. By contrast, the best chances of co-ordinating lie in active exchanges between agencies at the field level or very close to it. Frequent and frank interaction between agencies with autonomy to readjust their activities is a first move in the right direction.

138. Ad hoc arrangements for dealing with other agencies can progressively evolve. One very promising approach is to delegate co-ordinating roles to the agency that is to conduct the programme that is the most critical or central to country needs at that moment. For instance, FAO has had this role in cases of famine.

139. The Resident Co-ordinator has been assigned the role of local co-ordinator of technical assistance activities for development executed by United Nations agencies. This role, if carried out in the spirit of respect for the expertise and

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local constituencies of specialized agencies, can be critical in building consensus on priorities to be addressed, in developing harmonized programmes of action and in most effectively utilizing scarce resources. It has been said, however, that to the extent that UNDP is seen to "compete" for its own resources and to interpret co-ordination in terms of technical management of multilateral co-operation, it runs the risk of losing legitimacy as the co-ordinator of the action of others. 8/ There is a need for sensitivity in dealing with the diverse members of the United Nations family and for a clear recognition of the pluralistic nature of government and the aid priorities it identifies.

140. With this caveat, it is nevertheless clear that co-ordinating United Nations agencies is an endeavour that should take place as close as possible to where the action is. Co-ordination as a set of administrative acts from the centre has been tried again and again and has been shown to be ineffective. This is not to say that co-ordinating bodies do not have important roles to play; indeed, they do. Essentially what they can do, however, is to create the proper predispositions and pre-conditions that are conducive to fruitful interaction of the agencies at the local level.

Points for discussion

How can arrangements for co-ordination at the local level be exercised to take full advantage of the technical expertise of various United Nations agencies?

What scope is there for the technical lead agency approach?

(e) Efficacy without co-ordination?

141. A lack of co-ordination among United Nations agencies and between them and bilateral or non-governmental technical assistance programmes is certainly to be deplored to the extent that it wastes resources and dilutes overall impact. Duplication, rivalries and programmes that respond more to the internal needs of United Nations organizations than to those of the beneficiaries ultimately discredit the United Nations system; improved co-ordination can go some way towards overcoming these shortcomings.

142. Yet, such considerations can easily become a smoke-screen for plain, straightforward ineffectiveness. While it is easy to put the blame for failure on the deus ex machina of co-ordination, some programmes and projects are simply bad, without the excuse of disarticulation among agencies.

143. By contrast, programmes can be excellent even in the absence of co-ordinating mechanisms. Nobody denies that the programmes of greater effectiveness cover a given issue from many sides - feeding, healing and educating the same group, for instance. They are, however, more likely to fail or falter the more complicated they are and the greater the number of agencies involved. Simpler programmes with more specific targets are usually the ones that succeed, even when the odds are not in their favour. It is not uncommon to see the ruins of splendid integrated programmes developed by a ministry to distribute food to the poor, create new eating habits, foster small producers and sell food at subsidized prices to

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deprived groups, while the very same ministry conducts a very successful campaign to eradicate polio or smallpox.

144. Has duplication become an evil to be avoided at any cost? Certainly duplication can be wasteful when it leads to the deployment of far more resources than would be needed if people and agencies were to pool their efforts. Duplication is even worse when it gives contradictory signals to the system, when it leads to disputes among institutions, when one side destroys what the other has created. Yet, there is a positive side to duplication. Without getting carried away in an ideological dispute, it is quite clear that when agencies compete they set goals and standards for one another and their performance is compared by constituents. Very often, the market or region is too big to be accommodated by a single unit, be it a school, a training programme or whatever. Different institutions offering the same fare may mean greater individual attention to each unit. To sum up, duplication is a manifestation of pluralism, which is neither good nor bad in absolute terms.

145. The lessons are sufficiently clear. Project designers have to pay greater attention to the inherent difficulties of managing projects and less to the beauty of the concepts and theories imbedded in them. And the more participants the more difficult it is to prevent dysfunctions that may endanger the project.

Concluding remarks

146. In emphasizing the importance of human resources development, the present paper has been focused on matters of efficiency and co-ordination within and among United Nations organizations and agencies. It has outlined a number of dilemmas and problems in delivering technical co-operation and has attempted to direct discussion to a consideration of policies which might lead to enhancing the impact of action by the United Nations system.

147. In the paper attention has been drawn to the complex environment in which United Nations system efforts in human resources development take place. First, human resources development itself is a broad and complex issue. Second, United Nations agencies deal with a wide variety of requests for assistance in line with their diverse interests, specialized competences and constituencies. Necessarily, the actions which constitute their response are no less diverse and multifaceted. In order to accomplish their mission in such an environment, it has been asserted that United Nations agencies and organizations require the autonomy - at the headquarter, regional and country levels - to be able to react flexibly and promptly, maximizing their specialized skills and experience. The corollary of this operational independence, however, is that from time to time problems of duplication surface and on occasions the United Nations system seems to be at cross-purposes with itself.

148. This is why qualitatively better co-ordination is required. As these issues have been viewed in the present paper, the main solution has to come from what has been called invisible co-ordination, that is, various actors getting together informally and sorting out their problems. The closer to the delivery site that this takes place, the more effective it will be. Nevertheless, it is incumbent upon the central organs of the United Nations system to promote principles,

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policies and predispositions that foster consensus and facilitate this delicate process of harmonizing the work of the United Nations organizations and agencies to the benefit of human resources development throughout the world.

Notes

1/ In this connection, attention can be drawn to the papers prepared for the UNDP North-South round-table meetings on issues of human resources development, at Vienna (1984), Istanbul (1985) and Salzburg, Austria (1986) and the Tokyo Workshop on Human Resources Development (1986).

2/ Estimated from E. Garfield, "Mapping science in the Third World", Science and Public Policy, (1983), pp. 113-114.

3/ Salzburg Statement on Adjustment and Growth with Human Development, UNDP North-South Roundtable, Salzburg, Austria, 7-9 September 1986.

4/ Istanbul Statement on Development: the Human Dimension, UNDP North-South Roundtable, Istanbul, 1-4 September 1985.

5/ Drawn, selectively, from responses to the questions posed by the Director-General for Development and International Economic Co-operation, soliciting suggestions for the draft of the present paper, in particular those responses dealing with activities contributing to economic and social objectives.

6/ For example, in "Human resources development: issues and implications: report of the Administrator of the United Nations Development Programme (DP/1986/10), in particular pp. 14-15.

7/ Report of the Joint Inspection Unit on country programming as an instrument for co-ordination and co-operation at the country level (JIU/REP/76/10).

8/ This issue is addressed, for instance, in the report of the Joint Inspection Unit on field representation of organizations of the United Nations system: structure and co-ordination (see A/41/424).

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Annex I

QUESTIONS RELATING TO "PRESSING PROBLEMS IN HUMAN RESOURCES DEVELOPMENT"
(AS PERCEIVED BY ORGANIZATIONS)

1. Given the roles and mandates of your organization, what are the issues and problems in human resources development you perceive as most pressing today? Are these new issues or have they been at the forefront of the agency's goals for some time?
2. How does your organization see its activities contributing to economic and social objectives, in particular in the developing countries? What is the volume of funds deployed for activities that lead to human resources development? How is the target population defined and what is its potential size? What share of this population is reached directly by its activities?
3. What difficulties is your organization facing in implementing these activities? In addition to the pervasive financial constraints of the United Nations system, what are the main problems hurting the fulfillment of its mission? Is it considering major changes in direction or strategy?
4. How can the activities in the areas in which it is operating be best co-ordinated with those of other organizations? Are there major obstacles to better co-ordination among organizations of the system?

Annex II

LIST OF ORGANIZATIONS FROM WHICH RESPONSES WERE RECEIVED
(IN ALPHABETICAL ORDER)

Food and Agriculture Organization of the United Nations
International Atomic Energy Agency
International Civil Aviation Organization
International Fund for Agricultural Development
International Maritime Organization
International Telecommunication Union
Universal Postal Union
United Nations (Department of Technical Co-operation for Development)
United Nations Conference on Trade and Development
United Nations Development Programme
United Nations Educational, Scientific and Cultural Organization
United Nations Environment Programme
United Nations Fund for Population Activities
Office of the United Nations High Commissioner for Refugees
United Nations Industrial Development Organization
World Food Programme
World Health Organization
World Bank
World Intellectual Property Organization
