

**Report
on the activities
of the Economic Commission
for Latin America**

by

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Joint Inspection Unit*

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I. INTRODUCTION

1. This report is the result of a study of the activities of the Economic Commission for Latin America (ECLA) and its sub-regional offices carried out by three members of the Joint Inspection Unit of the United Nations and specialized agencies^{1/} over the period from the later part of October to the first week of December 1969. The members of the Unit spent about three weeks at ECLA headquarters at Santiago, where they acquainted themselves with the conditions prevailing in the Commission and had detailed talks with Mr. Quintana, the Executive Secretary of ECLA, Mr. Balboa, the Deputy Executive Secretary, heads of divisions, specialists and other officials of the Commission. They also had some extremely useful talks with Dr. Prebisch, former Executive Secretary of ECLA and now Director-General of the Latin American Institute for Economic and Social Planning, and his colleagues, who made informative and constructive comments on the activities and prospects of the Economic Commission for Latin America. The members of the Unit visited the Offices of ECLA at Rio de Janeiro, Mexico City and Port of Spain. They also held

^{1/} The Joint Inspection Unit, the creation of which was recommended by the Ad Hoc Committee of Fourteen in para. 67B of its report to the General Assembly (document A/6343), came into existence on 1 January 1968 as a result of General Assembly resolutions 2150 (XXI) and 2360 (XXII). Apart from the United Nations, the following organizations participate in the inspection system by decision of their respective legislative or governing bodies: FAO, ILO, UNESCO, WHO, ITU, WMO, IMCO, IAEA, ICAO and UPU. The members of the Unit, from eight countries designated by the President of the General Assembly, were appointed by the Secretary-General of the United Nations after consultation with the other members of ACC. They are: Mr. Maurice Bertrand (France), Mr. L. Garcia del Solar (Argentina), Mr. Sreten Ilić (Yugoslavia), Mr. C. S. Jha (India), Mr. Robert M. Macy (USA), Mr. Joseph A. Sawe (Tanzania), Sir Leonard Scopes (UK) and Mr. Alexsei F. Sokirkin (USSR).

detailed discussions with the heads of the Bogota and Montevideo Offices of ECLA. They met and held useful exchanges of views with the representatives of the United Nations Development Programme (UNDP) and of the specialized agencies and with government representatives at Lima (Peru), Santiago (Chile), Buenos Aires (Argentina), Rio de Janeiro (Brazil), Caracas (Venezuela), Bogota (Colombia), Mexico City (Mexico) and Port of Spain (Trinidad and Tobago).

2. The members of the Joint Inspection Unit wish to express their deep appreciation and thanks to all those whom they met for their valuable and constructive co-operation.

Purpose of the inspection

3. The Economic Commission for Latin America is the third regional economic commission to be studied by the Joint Inspection Unit. The first two were the Economic Commission for Africa and the Economic Commission for Asia and the Far East, whose activities were examined by the Unit in June and July 1968 and March and April 1969 respectively (see documents JIU/REP/68/3 and JIU/REP/69/6).

4. As in the previous two cases, the task of the members of the Joint Inspection Unit was to seek out any difficulties and shortcomings in the activities of the Commission and to make an evaluation of its past and present activities and of its future role, particularly in the light of the evolving pattern of United Nations activities in economic and social development and in the light of the forthcoming Second Development Decade. Particular attention was paid to the specific circumstances in which the Commission functions.

II. ESTABLISHMENT AND DEVELOPMENT OF ECLA

5. ECLA was established pursuant to resolution 106 (VI), adopted by the Economic and Social Council on 25 February 1948. Like the earlier established Economic Commission for Europe and Economic Commission for Asia and the Far East, it was set up as a temporary body, being converted into a permanent regional commission in 1951.

Composition and Sessions of ECLA

6. The members of the Commission are the Members of the United Nations in North, Central and South America, and in the Caribbean area, as well as France, the Netherlands, and the United Kingdom.

7. Sessions of the Commission are held every other year. Up to and including 1968, a Committee of the Whole was convened biennially in the intervening years to review the work of the Secretariat and its programme, to approve the annual report and to consider other matters. At its thirteenth session, in 1969, ECLA decided not to hold biennial sessions of the Committee of the Whole, on the understanding that the latter would be convened whenever the Commission was required to take an urgent decision.

Purposes of ECLA

8. In paragraph 1 of its terms of reference, the purposes of ECLA are defined as follows:

"The Economic Commission for Latin America acting within the framework of the policies of the United Nations and subject to the general supervision of the Council, shall, provided that the Commission takes no action in respect to any country without the agreement of the Government of that country:

(a) Initiate and participate in measures for facilitating concerted action for dealing with urgent economic problems arising out of the war and for raising the level of economic activity in Latin America and for maintaining and strengthening the economic relations of the Latin American countries both among themselves and with other countries of the world;

"(b) Make or sponsor such investigations and studies of economic and technological problems and developments within territories of Latin America as the Commission deems appropriate;

"(c) Undertake or sponsor the collection, evaluation and dissemination of such economic, technological and statistical information as the Commission deems appropriate;

- "(d) Give special attention in its activities to the problems of economic development and assist in the formulation and development of co-ordinated policies as a basis for practical action in promoting economic development in the region;
- "(e) Assist the Economic and Social Council and its Technical Assistance Committee in discharging their functions with respect to the United Nations technical assistance programme, in particular by assisting in their appraisal of these activities in the Latin American region;
- "(f) In carrying out the above functions, deal as appropriate with the social aspects of economic development and the inter-relationship of the economic and social factors."

The Commission is empowered to make recommendations on any matters within its competence directly to the Governments of members or associate members concerned, Governments admitted in a consultative capacity, and the specialized agencies concerned. The Commission submits for the Council's prior consideration any of its proposals for activities that would have important effects on the economy of the world as a whole.

Main features of ECLA's work

9. Though ECLA's terms of reference were originally much the same as those of ECAFE and ECE, established about the same time, the nature and orientation of its activities as they have evolved, have been somewhat different from those of the other Commissions. First, ECLA's region was not been the scene of war, even though it suffered from the economic consequences of war. Second, the region was not embarking de novo on the task of regional co-operation since inter-American organizations had existed and functioned long before ECLA's formation. Third, the existence of a common language for most of the countries facilitated and stimulated regional co-operation.

10. Notwithstanding these favourable circumstances, Latin American countries were at first not overly orientated towards the concept of economic planning for facilitating the organization, acceleration and execution of economic development; nor had they then the trained personnel and infrastructures required for economic planning and execution of economic development projects. ECLA, with its broad terms of reference, came therefore at a timely and psychological moment. It is widely recognized that

ECLA contributed in large measure to Latin American countries becoming planning-conscious and to their policies being systematically geared towards economic development. It helped the creation of trained personnel for planning and development - many of them are at present occupying key positions of responsibility in the development field of their respective countries - and provided governments with an assessment of requirements in such spheres as industrial development, the introduction of techniques of economic planning etc. The Commission's ideas, though they at first met understandably with some resistance, eventually won recognition.

11. The following may be described as the main landmarks in the work of ECLA:

(a) In 1950, the situation of the Latin American economy was objectively analysed and the main lines of the Commission's work were laid down in the Commission documents "The Economic Development of Latin America and its Principle Problems" and "Economic Survey of Latin America 1949".

(b) At the third session of ECLA (1950), the Commission adopted a resolution in which the Governments of the Latin American countries were recommended to take steps to speed up the development of industry and to establish an order of priority for the realization of the specific goals of industrialization in each country. To protect developing industry, the Commission recommended the adoption of protective measures.

(c) At its fourth session (1951), ECLA drew attention to the need for establishing programmes for the economic development of the Latin American countries, and at the same time pointed out that domestic savings must become a main source of financing for economic development. At the same time, the Commission advocated a broad expansion of foreign investment.

(d) Also at the fourth session, a programme was adopted for the training of qualified personnel in the sphere of economic development. Many economists from the Latin American countries who have taken courses organized by ECLA under that programme now hold leading posts in their countries' governments. When, on its establishment in 1962, the Latin American Institute for Economic and Social Planning assumed responsibility for the training of economists, it considerably expanded the scope of the training and increased the number of those receiving it.

(e) In 1951, to promote the economic development of the countries of Central America, the Commission established the Committee for Economic Co-operation between the countries of Central America. One of the results of this Committee's work was the signature in June 1958 of the Multilateral Treaty on Free Trade and Central American Economic Integration.

(f) In 1955, the Trade Committee was established by decision of ECLA with a view to promoting and facilitating economic co-operation among the Latin American countries.

(g) In accordance with a decision taken by ECL at its sixth session, a draft treaty on the organization of the Latin American Common Market was signed. Later on, as preliminary measures towards the establishment of the Common Market, sub-regional groups like the "Central American Common Market (CACM)" and the "Latin American Free Trade Association (LAFTL)" were set up.

(h) In 1962, the Latin American Institute for Economic and Social Planning was established under the auspices of ECLA in accordance with an ECLA resolution.

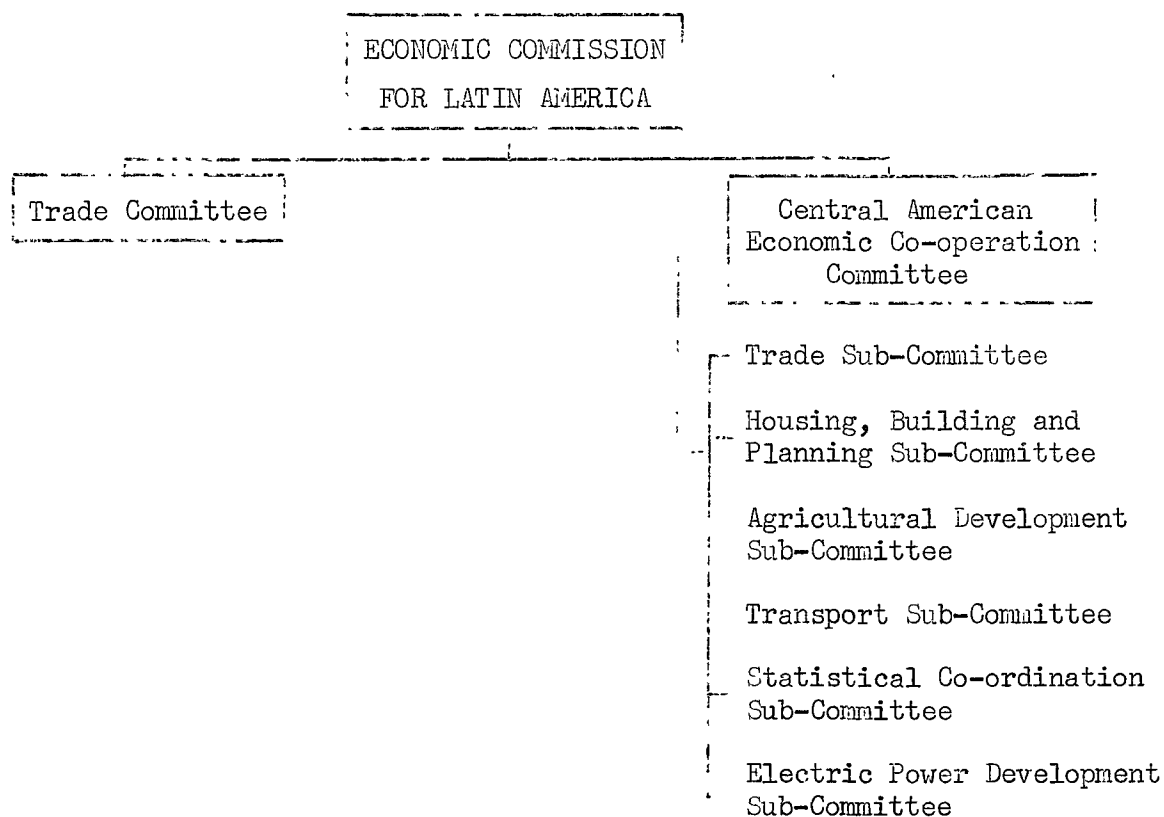
(i) During the last decade, the Commission has taken an active and direct part in all efforts to establish trade and economic relations and co-operation between the countries of Latin America, in line with the Commission's previously adopted programmes. The Commission's thirteenth session, held at Lima, in April 1969, should be regarded as a turning point in ECLA's work. It made a broad evaluation of the achievements and failures of the 1960's and set the guidelines for a UN Programme of Action and for the Commission secretariat's future work. Among matters which the Commission was to study in particular were far-reaching problems of economic integration, both at sub-regional and regional level, employment, population and social studies, absorption of external financial and technical co-operation, the development of production for export income distribution, mobilization of internal savings and transfer of technology.

III. INTERNAL ORGANIZATIONAL STRUCTURE OF ECLA

12. The members of the Joint Inspection Unit carefully studied the organizational structure of the Commission and of its secretariat, including the changes which have been made as their activities have expanded.

Structure of ECLA

13. Unlike the other regional economic commissions, ECLA has not established, in the course of its development, a sub-structure of committees and other standing subsidiary bodies for its various fields of work. The Trade Committee and the Central American Economic Co-operation Committee are exceptions in this respect, as is shown in the following diagram:



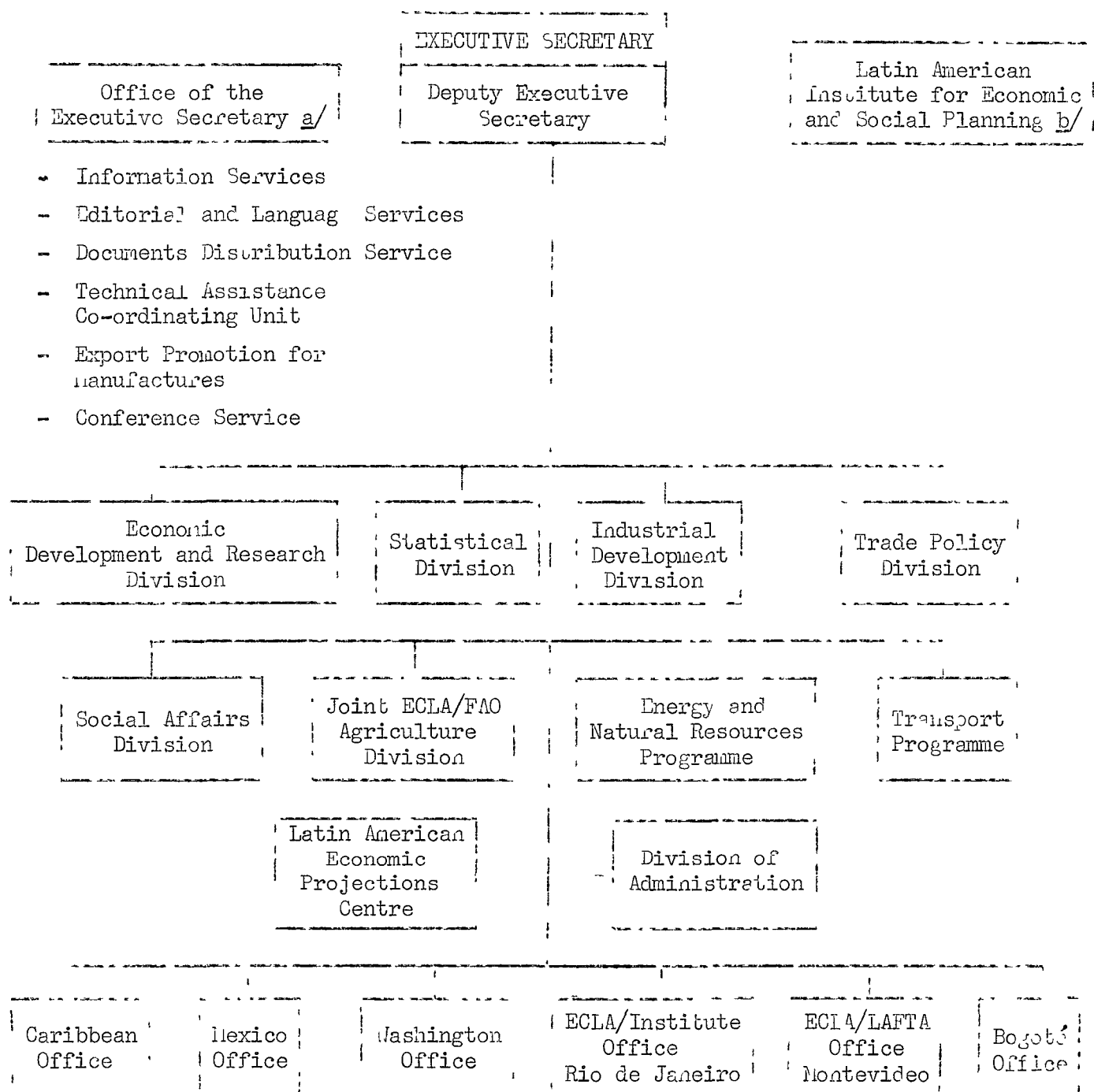
14. The Trade Committee was established in 1955 pursuant to ECLA resolution 101 (VI) and held sessions in 1956, 1959, 1961 and 1964. The Committee has not met since 1964, the main work on problems of trade being done by the secretariat of the Commission.

15. The Central American Economic Co-operation Committee was established in 1954. It held nine sessions, the last in January 1966. In the main, the work of this body has been carried out by various sub-committees and working groups: more specifically, the Regional Committee on Electrical Standards, the Regional Group of Electricity Rates, the Working Group on Maritime Transport and Port and Harbour Development, the Central American Statistical Co-ordination Sub-Committee, the Central American Housing, Building and Planning Sub-Committee, the Central American Transport Sub-Committee and the Water Resources Sub-Committee. These sub-committees and working groups have been serviced mainly by the Mexico Office of ECLA.

Organization of the secretariat - ECLA Headquarters

16. In order to service the sessions of the Commission and its subsidiary bodies and to carry out the tasks entrusted to the Commission, eleven divisions and six sub-regional offices have been established within the secretariat, as is shown in the chart below. In addition, the Latin American Institute for Economic and Social Planning works in close contact and co-operation with the secretariat.

17. The basic structure of ECLA is as follows:



a/ There is a post of Secretary of the Commission which is not included among the services coming under the office of the Executive Secretary.

b/ The United Nations, through the ECLA secretariat, acts for the Special Fund component of UNDP as executive agency for the Latin American Institute for Economic and Social Planning, established in 1962 under resolutions 199 (IX) and 220 (AJ.52) of the Commission.

18. We do not propose to comment on past changes in the internal organization of the Commission's secretariat. We fully understand that the effort to find the best forms of organization for a secretariat inevitably involves some experimentation, and that this may not always be successful. What matters is that, in the end, the most efficient forms of organization should be arrived at. We focused our attention, therefore, on the existing organization of the secretariat and the degree to which it meets requirements at the present time.

The secretariat's main functions are:

- (a) Functional servicing and documentation of the Commission and its subsidiary bodies;
- (b) Research, surveys, studies and other activities within the Commission's competence;
- (c) Co-operation in the preparation and execution of technical assistance programmes.

19. Within the secretariat, the servicing of the Commission and its committees and sub-committees is organized as follows:

- (a) The Commission, the Committee of the Whole and their subsidiary bodies are serviced by the Office of the Executive Secretary;
- (b) The Trade Committee and other bodies dealing with inter-regional trade are serviced by the Trade Policy Division;
- (c) The Central American Economic Co-operation Committee and its subsidiary bodies are serviced by the Mexico Office of ECLA.

20. As will be seen from the table below, the servicing of sessions of the Commission and its subsidiary bodies, groups of experts, seminars and so on does not take up much of the secretariat's time.

Year	Sessions				Meetings				Working days, total
	Commission and its subsidiary bodies	Groups of experts and seminars	Meetings of other United Nations bodies	Total	Commission and its subsidiary bodies	Groups of experts and seminars	Meetings of other United Nations bodies	Total	
1962	3	10	4	17	32	144	72	248	124
1963	1	8	1	10	24	90	10	124	62
1964	3	4	1	8	26	52	10	88	44
1965	1	3	2	6	18	44	40	102	51
1966	1	4	1	6	5	65	14	84	42
1967	1	10	3	14	22	160	49	231	115
1968	1	11	5	17	6	112	33	157	154
1969	1	7	7	15	18	81	130	229	114

21. Much bigger proportion of the time, material and manpower resources of the secretariat is spent on various studies and surveys and on the provision of advisory and technical assistance of various kinds to individual countries and to organizations outside the United Nations system. These activities will be discussed in more detail in the section dealing with the Commission's work programme.

Secretariat staff

22. The table reproduced below shows the growth of the secretariat staff of ECLA over the ten years from 1960 to 1970.

	1960	1965	1969	1970
Executive Secretary	1	1	1	1
Director (D-2)	-	1	1	1
Principal Officer (D-1)	5	5	8	8
Senior Officer (P-5)	13	14	22	22
First Officer (P-4)	19	32	31	34
Second Officer (P-3)	21	33	42	46
Associate Officer (P-2)	26	30	32	32
Assistant Officer (P-1)				
Professional category, total	85	122	137	144
General Services	123	211	304	312
Total	208	333	441	456

Percentage increase in staff from 1960 to 1970:

(a) Professional category: 69.5 per cent;

(b) Total staff, including General Services: 119.123 per cent.

23. Thus the total strength of the secretariat of ECLA has doubled in the past ten years, although it should be noted that the numbers in the professional category have increased by only 69.5 per cent, and that a substantial increase in local staff was necessary for the administration of the new building which was occupied in 1966.

Budget of the secretariat

24. The direct expenditure of the secretariat of ECLA increased much faster over the same period. As will be seen from the table below, this expenditure increased by 175.76 per cent - i.e., it more than doubled - between 1960 and 1970.*

*/ The table does not include appropriations made for the payment of consultants and temporary staff and also for the payment of overtime and subsistence allowances.

Year	Direct expenditure	Percentage increase	Proportion of total United Nations budget, %
1956	1,298,000	-	2.57
1960	2,170,000	-	3.33
1961	2,716,000	26.65	3.83
1962	2,622,000	-3.96	3.10
1963	2,653,000	1.18	2.88
1964	2,962,000	6.99	2.88
1965	3,242,000	23.67	3.03
1966	4,951,800 ^{1/}	45.03	4.14
1967	4,448,900	-10.15	3.41
1968	4,382,100	-1.50	3.10
1969	5,752,600	31.27	3.71
1970	5,984,200	4.02	3.65

^{1/} Includes \$1,000,000 for UN building in Santiago.

25. We did not find in the budget and other documents submitted by the Commission for the information and approval of member States, material for judging to what extent precisely an increase in the budget was due to an increase in the workload of the secretariat. Imponderable and uncontrollable factors such as rising inflation have no doubt contributed to this increase by way of rising local salary scales and costs of supplies and services. Nevertheless the documents do not bring out clearly and convincingly the correlation between increased staff costs and the work programme of the secretariat. UN budget estimates do not supply this kind of information either. We understand that this problem is under current consideration within the United Nations, and in ACC and CCAQ. Nevertheless, we wish to emphasize the need for establishing such systematic programming and budgeting procedures as to bring about the correlation referred to above and enable member States of the Commission, when examining and approving the Commission's work programme, to have a clear idea of what resources are needed to carry out these programmes and where the resources are to come from.

26. It should be noted that in proportion to the total budgetary expenditure of the United Nations, there has been no increase in the Commission's expenses; indeed if anything, this proportion tends to decline^{1/} or at least to become stabilized. Needless to say, the establishment of two new organizations - UNCTAD and UNIDO - has increased the total expenditures of the United Nations and has affected accordingly the proportion of the regional commissions to this United Nations total. But even if the budgets of UNCTAD and UNIDO are subtracted, the tendency towards, if not a decline, at least a stabilization of the budgets of the regional commissions, which we have remarked upon, remains clear. Moreover, the transfer to the regional economic commissions of certain operational functions hitherto discharged by Headquarters offices does not seem to have been accompanied by the transfer of the necessary resources or, at any rate, has not led to a corresponding reduction in Headquarters expenditure.

Internal organization of the secretariat

27. On the whole, the internal organization of the secretariat is satisfactory. The divisions are rationally organized and ably led. However, to give some idea of the secretariat's structure and methods of work, we will make some comments on certain aspects of the work of the secretariat as a whole and of its individual subdivisions.

28. Below are some figures on the distribution of professional and senior staff among the various units of the secretariat:

^{1/} Comparison of ECLA established posts with total UN established posts, excluding UNCTAD/UNIDO 1966-1970

	<u>ECLA</u>			<u>Excluding UN Total UNCTAD and UNIDO</u>			<u>% ECLA to Totals</u>		
	<u>Posts</u>			<u>Posts</u>			<u>EP</u>	<u>GS</u>	<u>Costs</u>
	<u>EP</u>	<u>GS</u>	<u>Costs</u>	<u>EP</u>	<u>GS</u>	<u>Costs</u>			
1970	138	303	3,455	2,528	4,368	74,009	5.45	6.94	4.67
1969	137	304	3,214	2,506	4,370	69,375	5.46	6.96	4.63
1968	130	291	2,837	2,333	4,146	60,858	5.57	7.02	4.66
1967	130	228	2,640	2,276	4,034	57,122	5.71	5.65	4.62
1966	130	228	2,528	2,254	4,054	54,174	5.77	5.62	4.67

Distribution of professional and senior staff
among units of the Secretariat 1/

	1960	1969	1970
Executive Office and immediate services	16	21	22
Economic Development and Research Division	8	13	12
Economic Projections Centre	-	5	6
Statistical Division	9	8	8
Industrial Development Division	7	10	10
Transport Programme	2	4	4
Energy and Natural Resources	2	5	5
Trade Policy Division	3	10	9
ECLA/FAO Agricultural Division	3	3	3
Social Affairs Division	2	8	8
Division of Administration and immediate services	9	11	11
Mexico Office	18	26	27
Washington Office	7	3	3
Rio de Janeiro Office	1	2	2
Montevideo Office	-	2	2
Office for the Caribbean	-	3	5
Bogotá Office	-	1	1
	87	135	138

29. As can be seen from the foregoing, new secretariat offices at Port of Spain and Bogotá and an Economic Projections Centre at ECLA headquarters have been established in the last ten years. The staffs of the Economic Development and Research Division, the Industrial Development Division, the Transport Programme and the Energy and Natural Resources Programme have been reinforced. The Trade Policy Division and the Social Affairs Division have been strengthened considerably to keep pace with the growing emphasis by member States on trade integration and on the development and diversification of exports among members of the region. This increase in the specialist staff of the main sub-divisions of the secretariat has had a favourable effect on the quality of the work of the secretariat as a whole.

30. As stated in paragraph 16 above, eleven divisions have been established in the secretariat, corresponding to the main lines of activity under the Commission's work programmes.

1/ These data are based on information received from the secretariat of ECLA.

Office of the Executive Secretary

31. Direct control over and co-ordination of the entire activity of the secretariat in executing the programme approved by the Commission are concentrated in this office. The Office, together with the Division of Administration, is responsible for the planning and general co-ordination, preparation and servicing of all meetings of the Commission, including negotiations with the Governments of the countries where the sessions and meetings of the Commission and its subsidiary bodies are held, and for the Commission's representation at conferences and meetings of other organizations. The Office maintains liaison with Governments, specialized agencies, other governmental and non-governmental organizations, the sub-regional offices of the secretariat, United Nations Headquarters in New York, UNCTAD, UNIDO and other United Nations organs. A number of units are attached to the Office:

- (a) The Technical Assistance Co-ordinating Unit, composed of two professional staff members, co-ordinates all activities entrusted to the ECLA secretariat by the United Nations, UNCTAD and UNIDO in connexion with the execution of technical assistance programmes. The Unit supervises Special Fund projects for which the ECLA secretariat is the executing agency.
- (b) The Information Services are responsible for preparing feature articles and press releases on the Commission's work and for maintaining liaison with the press, radio and television. This Unit has two professional staff members, one of them financed by OPI.
- (c) The Editorial and Language Services are responsible for the issue of all ECLA documents, translation, and the servicing of meetings of the Commission and its subsidiary bodies.
- (d) The Documents Distribution Section.

32. On the whole, the Office functions satisfactorily. It is manned by highly qualified and experienced staff and works smoothly, with the result that the Executive Secretary of the Commission, undistracted by details, can provide general direction and co-ordination of the work of the entire secretariat. Some doubt is felt about the division of certain technical servicing units between the Office and the Division of Administration. For example, the Documents Distribution Section is under the authority of the Office, whereas the Division of Administration controls procurement and supplies.

Although it would be logical for both these service units to be subordinated to the Division of Administration, we refrain from making any recommendations on the subject because the present arrangement, although raising certain administrative difficulties, represents a long-established practice designed primarily for convenience of servicing.

Economic Development and Research Division

33. This Division's work falls into three main categories. The first is the analysis of current trends, the second is the study of Latin America's long-term development, the difficulties hindering that development and the policy needed to overcome them; the third is the study of the problems of relatively less-developed countries. In the first category, the main activity is the preparation of the annual Economic Survey of Latin America. In the second category, efforts are concentrated on the execution of specific projects of a general nature or for individual countries. In the third category, the Division's activities consist in providing advisory services through regional advisers, who are attached to various divisions of the secretariat and with whom the Economic Development and Research Division maintains working liaison. The Division has thirteen permanent professional posts, one of which was vacant at the time of the inspection. There is also one regional adviser post.

34. The Division is headed by a highly qualified staff member who, unfortunately, was due to leave the secretariat of the Commission to become Director of the Instituto de Economica of the University of Chile. Collaboration with all other divisions of the secretariat on matters requiring the co-operation of all or most units of the secretariat is ably organized. The surveys prepared by this Division in collaboration with other units of the secretariat are, according to independent sources, of high quality and practical value to member States.

35. In its work, the Division depends to a large extent on statistical data, most of which are prepared by the Statistical Division, although some are obtained by a special statistical unit established within the Economic Development and Research Division. The intention is to transfer this unit to the Statistical Division in the near future, leaving the Economic Development and Research Division with only a few statisticians for analytical work. Under the conditions in which the secretariat of ECLA works, it is perhaps reasonable that the Statistical Division should be completely independent in this way; we consider nevertheless that, if the Statistical Division was made a part of the Economic Development and Research Division, though maintaining its special identity as a technical unit, the secretariat's statistical services could be organized and used in a more purposeful and rational manner.

36. In its report on the work of the Economic Commission for Asia and the Far East (JIU/REP/69/6, paragraph 19(e)), the Joint Inspection Unit, referring to the work of the Research and Planning Division of the secretariat of ECAFE, stated that the Division "should become the nerve-centre for economic thinking and for stimulating comprehensive measures for regional economic co-operation. This Division should be both a thinking division, providing through its studies and economic analyses the raw material for further planning, as well as a service division to the various substantive divisions in ECAFE". We consider that this comment could be applied with equal justification to the Economic Development and Research Division of the secretariat of ECLA - whose title, incidentally, does not even mention planning. Another unsatisfactory feature is that the Latin American Economic Projections Centre is separate from the Economic Development and Research Division and that there is no close connexion between them.

37. The Economic Survey of Latin America contains considerable statistical data and much information of value to member States. A disquieting feature of this excellent publication, however, is the belatedness of its appearance, with the result that it tends to be out of date and to lose its practical benefit. Sometimes the publication is delayed by almost a year. Much of this delay is due to the arrangement by which the material has to be sent to UN Headquarters, where it is edited and where its format and cover page are decided upon. Thereafter it is printed in Mexico, in Spanish. We came across an example of protracted correspondence between the Commission and Headquarters, most of it concerned with the choice of an appropriate cover page. It seems necessary, and we think it should be possible to streamline procedures to eliminate such red-tape as much as possible. The Publications Division at UN Headquarters, for one thing, would need to apply its rules more flexibly. The aim should be to ensure that the time-lag between the date when the material is ready and the date of its publication be not more than 3 months.

38. In its report on the work of the Economic Commission for Asia and the Far East (ibid paragraph 19(g)), the Joint Inspection Unit, referring to the Annual Economic Survey put out by that Commission, suggested that it might be issued biennially rather than annually, any striking changes in the intervening years being reported in supplements. The suggestion could apply equally well to the Economic Survey for Latin America. This would, on the one hand, relieve the Economic Development and Research Division of what is necessarily a burdensome task, for their part, member States would be provided with more topical and therefore more useful document, while the Division would be left with more time to devote to studies of specific economic problems.

Statistical Division

39. The Division collects, analyses and publishes statistical data for the use of the secretariat of ECLA and for general information on economic and social matters. It also promotes the development of national statistics and the international comparability of statistical data. The Division's work programme covers the following subjects: foreign trade statistics, national accounts, industrial and commercial statistics, and population statistics. The Division has eight permanent posts in the professional category - two of which were vacant at the time of the inspection - and two regional adviser posts. An important part of the Division's work consists of collecting and processing statistical data for the Economic Survey of Latin America. The Division supplies statistical data to other divisions of the secretariat and to the Latin American Institute for Economic and Social Planning, and twice a year publishes a Statistical Bulletin. The Division's work is hampered by the lack or inadequacy of raw data on Latin America as a whole and by the poor organization of statistical services in many countries of the region. A further difficulty is that Latin America is the only region which is not served by a permanent United Nations organ concerned with the development of statistics, on the lines of the "Conferences of Statisticians" at work in the other regions.

40. The Division's work is also hampered by a lack of suitable data-processing equipment. Except on the rare occasions when an opportunity arises to use the IBM or other computers installed at Santiago, all tabulation and calculation is done manually with the aid of ordinary office calculating machines.

41. On the whole, the work of the Statistical Division, despite the difficulties, is competently organized and effective. It would nevertheless be desirable for the Division to concentrate more on serving the needs of the secretariat and its various divisions, and for its work programme to be based more directly on the programmes of the main divisions of the secretariat, especially the Economic Development and Research Division.

Industrial Development Division

42. This Division's work programme is concentrated on the following four main subjects: industrial development policy, exports of equipment, the transfer of technology, and regional integration. The Division has eleven permanent posts in the professional category, two of which were vacant at the time of the inspection. There are also five regional adviser posts, four of which are financed by UNIDO.

43. It would be difficult to overestimate the importance of the Commission's work in promoting the formulation of policies and practical measures for the industrialization of the Latin American countries. The studies and analyses of industrial development

trends which have been published, separately or in the annual Economic Survey of Latin America, have had a considerable influence on the industrialization policy of these countries. ECLA was the first to draw attention in its studies to the urgent need for industrialization, emphasizing that the process must be accompanied by an increase in productivity in the major sectors of the economy, especially agriculture. Long before the concept of regional integration had been generally accepted, the studies carried out by the Commission pointed to the small size of domestic markets as one of the main obstacles to the future growth and modernization of industry. Emphasis was placed on the importance of co-ordinating industrial development policies and measures with general plans and programmes for the development of the national economy as a whole. From the inception of the process of Latin American integration, ECLA has devoted its industrial studies to exploring ways and means of promoting industrial integration, giving particular attention to the economically less-developed countries.

44. Now that considerable progress has been achieved in the analysis of industrial development problems and prospects in Latin America, new demands are being made on the secretariat of the Commission: industrial development research and analysis now have to be related more closely to the practical needs of the Latin American countries and have to be of a more operational character. The secretariat is required to undertake more detailed studies and analyses, to chart the most effective course for industrial strategy at the national, regional and sub-regional levels, and thus to help Governments and organizations concerned with regional integration to formulate industrial development and integration policies.

45. We were glad to note that these new demands on the part of member States have been correctly interpreted by the secretariat staff; this is in itself a good augury for the success of the secretariat's work in this field.

46. In discussing industrialization, however, we cannot overlook the fact that an important role in speeding up scientific and technical, and therefore economic and social progress is played by the transfer of technology, the dissemination of scientific and technical information and the organization of research on the basis of international co-operation. We regret to note that the situation in this respect is not entirely satisfactory. Although the Industrial Development Division and other divisions are studying science and technology in general, the secretariat has no programmes directed towards this end: there is no special unit in the secretariat to study the problems involved in the transfer of technology and the dissemination of scientific and technical information, and, what is more, it has not yet become the organizing centre for co-operation between member States in this matter.

Transport Programme

47. The Programme, a euphemism for Transport Division, was instituted at the end of 1955. Its establishment is three professional staff and one regional expert in shipping and ports. Two experts financed under an agreement with the Organization of American States (OAS) worked for the Programme under short-term contracts until 1968. Initially the Programme was concerned mainly with the study of national transport problems in various countries of the region, and also of transport problems relating to the economic integration of South American countries. Subsequently, and especially in recent years, the Programme has concentrated most of its attention on maritime transport problems connected with UNCTAD's work programme, and also on maritime and land transport problems relating to the regional economic integration of Latin American countries.

A great deal of work has been done under the Programme on the preparation of studies and reports for the first and second sessions of UNCTAD and for the Special Committee on Latin American Co-ordination (CECLA). An important feature of activities under the Programme in recent years has been work arising out of conclusions drawn from the periodic and final reports of United Nations experts on Special Fund projects.

Sometimes the Programme is called upon to prepare, in collaboration with the Office of Technical Co-operation (OTC) at Headquarters, job descriptions for experts, or to find experts for OTC.

48. As a rule, relations between the Programme and Resources and Transport Division at UN Headquarters are limited to infrequent correspondence on subjects connected with the preparation of the periodic reports on ECLA's activities which are submitted to the Economic and Social Council, and to comments on reports prepared by the United Nations Secretariat for the sessions of ECCSOC. The ECLA secretariat, including its Transport Programme, appear to be insufficiently informed about the current activities in the region of the Resources and Transport Division of the United Nations Secretariat in New York and seems to lack direct contact with that Division. This situation cannot be regarded as satisfactory. At the same time, there appears to be close co-operation between the Transport Programme and the Division of Invisibles of UNCTAD.

49. The main defect in the relations between the Transport Programme and UNDP is their formal character. The Special Fund projects received by the Programme from UNDP for evaluation are presented in a very brief, summarized form, and this prevents the Programme staff from making really useful comments. Repeated requests by the Programme for more detailed project descriptions have met with no response. The Programme also has difficulty in obtaining the final reports of Special Fund missions, or of missions financed by the Special Fund, visiting Latin American countries.

Natural Resources and Energy Programme

50. Problems connected with the discovery of natural and energy resources and their utilization for the development of Latin American countries are given prominence in the ECLA secretariat's work. In collaboration with the specialized agencies, especially WHO, IMO and FAO, the staff of the Natural Resources and Energy Programme carry on systematic research into the energy, water and mineral resources of individual countries, areas and drainage basins in the region. Surveys of the water resources of Bolivia, Chile, Colombia and Venezuela have been published. Reports on the water resources of other countries in South and Central America are being prepared for publication. The Programme staff organize and participate in seminars and meetings of experts, and help individual countries to plan the utilization of their water resources. Research under the Programme is, of course, concentrated mainly on the economic aspects of problems, but this does not detract from its usefulness.

51. The Programme has an establishment of five permanent posts in the professional category, two of which were vacant at the time of the inspection. Five regional advisers are attached to the Programme, three of them financed by OTC, one by IMO and one by WHO. The Programme's main shortage is in auxiliary staff.

52. The Programme's relations and co-operation with the competent specialized agencies are businesslike and systematic. The same cannot be said, however, about its relations with other United Nations bodies and with Headquarters departments, especially the resources and Transport Division and UNDP. Indeed the contacts between the Programme and the latter seem tenuous in the extreme.

53. Thus the Commission does not seem to have enough information about the activities of the Resources and Transport Division in Latin America. The United Nations Sub-Committee on Water Resources Development, on which ECLA, United Nations Headquarters and the specialized agencies are represented, has held sixteen sessions (one session a year). ECLA has participated in only one session. We were told that this is because the secretariat has insufficient funds for such travel and because the Programme staff are overburdened with current work. Nevertheless, this situation can hardly be justified from a practical standpoint and it is difficult to believe that no funds whatsoever could be found for ECLA participation in the work of such an important body as the Sub-Committee on Water Resources Development.

54. Some time ago an agreement was concluded between the head of the Department of Economic and Social Affairs of the United Nations Secretariat and the Executive Secretary of the Economic Commission for Latin America, under which a five-year programme of the United Nations Secretary-General to survey the development of non-agricultural natural resources in central American countries was to be carried out jointly by Headquarters and the secretariat of ECLA. We hope that this agreement will be put into effect and that relations between Headquarters and the ECLA secretariat will take the form of practical, systematic co-operation.

Trade Policy Division

55. The main purpose of this Division is to promote the expansion of the Latin American countries' trade with other countries and with one another. It concentrates mainly on work connected with the expansion of exports of equipment, with payments problems and with the promotion of regional and sub-regional integration. The Division makes available to countries of the region individually and collectively, on request, advisory services on specific aspects of trade policy, and in so doing helps to co-ordinate the national trade policies of the individual countries with their common development strategy. It has nine permanent posts in the professional category, three of which were vacant at the time of the inspection. There are also two regional adviser posts.

56. The Division's current work programme in the field of trade policy is based mainly on the recommendations made in ECLA resolution 291 (XIII), entitled "Trade policy in relation to development strategy", which was adopted by the Commission at its thirteenth session at Lima in April 1969. An important feature of the Division's current work is the co-operation, advisory services and technical assistance it extends to the Special Committee on Latin American Co-ordination (CECLA) and other inter-American organizations.

57. Considerations of trade feature largely in the policies of the Latin American countries, in their relations and co-operation with each other and also in their relations with countries in other geographical areas. ECLA takes a very direct and active part in dealing with this problem, mainly by preparing material and studies and by working out proposals and recommendations.

58. It should be pointed out in this connexion that as early as January 1967, at the special meeting of the Executive Secretaries of the regional economic commissions, a decision was adopted concerning a programme of joint activities relating to the promotion of exports from developing countries (United Nations Export Promotion Programme), in which UNCTAD, UNIDO, UNDP, the Department of Economic and Social Affairs of the United Nations, FAO and the regional economic commissions were to take part. In July of that same year, 1967, it was decided at a meeting of the Executive Secretaries which was attended by representatives of UNCTAD, UNIDO, UNDP and FAO, that the United Nations Export Promotion Programme should be a co-ordinated effort in which all interested organizations and agencies in the United Nations family would participate to ensure the harmonious utilization of all existing facilities in the United Nations system in the field of export promotion. It was also agreed that the Executive Secretaries' meeting, with the participation of the organizations and agencies concerned, was the proper body for co-ordinating the Programme, and that each regional commission in developing parts of the world should be a centre of initiative for the United Nations export promotion programme. To this end, it was recommended that regional trade promotion centres should be established in the secretariats of ECA, ECAFE and ECLA, to be operated under the direction of the respective Executive Secretaries. ECLA at its twelfth session, in May 1967,

made similar recommendations (ECLA resolution 269 (XII)). A considerable time has elapsed, however, since the decision to establish these centres in the regional economic commissions was adopted, and whereas in the other two regional commissions such centres exist and have proved useful, the ECLA centre has not yet been set up. 59. We consider that the establishment of the ECLA Trade Promotion Centre should be speeded up. Such a centre is expected not only to do a great deal to promote co-ordination of the work of different organizations in the sphere of trade, but also to encourage co-operation by the countries of Latin America on questions of trade, not only among themselves but also with other geographical areas. Needless to say, it is essential that arrangements for its financial support be made at the outset, so as to avoid the difficulties encountered in this respect by one of the other Trade Promotion Centres. The establishment of the Trade Promotion Centre is of such importance that every effort should be made to find the required resources.

Social Affairs Division

60. The work of this Division has two objectives: to study and obtain a better understanding of the more significant processes of social change in Latin America and, in the light of that understanding, to analyse the whole range of social policies and programmes in order to identify principles and techniques that will make for more effective social and economic development. The Division has eight permanent posts in the professional category, one of which was vacant at the time of the inspection. There are also three regional adviser posts.

61. The Division's current work programme is centred mainly on three problems: employment, population, and regional and local development policies. In its practical activities the Division places emphasis on questions of social policy.

62. The programme of work on employment problems is closely related to the ILO programme in that field. More than two years ago ILO began a joint project with ECLA and other agencies under the Ottawa Plan. An Inter-Agency Technical Committee on the Programme has been established and includes representatives of ILO, ECLA, the

Latin American Institute for Economic and Social Planning, FAO, UNESCO, the Inter-American Development Bank and OAS. The Committee is presided over by the ILO representative. Although most of the experts on the team have been appointed and some have been at work since 1968, the leader of the team was appointed only in September 1969; perhaps for that reason, the team's work is still in its initial stage. No detailed programme of work has been prepared. The Inter-Agency Technical Committee on the Programme has no clearly defined tasks to perform; it has no permanent members, and its composition changes from one meeting to the next.

63. From conversations which members of the Inspection Unit had with persons connected with the ILO programme on the employment problem in Latin America, the impression is gained that the organizations participating in the programme differ as to the basic approach to be taken by the regional team; and this is affecting both the composition of the team and the degree to which the various organizations participate in this important undertaking.

64. It is, of course, a mistake to be too severe about omissions and shortcomings which are inevitable in all major undertakings, but we should like to draw the attention of ILO and the other organizations concerned to the unsatisfactory progress made by the regional team of experts on employment problems in Latin America, so that timely action may be taken to remedy the existing organizational deficiencies.

65. Until recently the Division dealt with two other subjects: housing and community development. Two regional advisers and one secretariat staff member are still working in this field. However, in view of the conditions in which this type of activity has to be carried on in Latin America at present, the secretariat has decided to discontinue the work for the time being and to resume it when circumstances change. We make no comment on this, since the secretariat's decision was taken with the knowledge of the member States of the Commission and of United Nations Headquarters.

66. In acquainting ourselves with the Commission's work in the social field, we found several indications of an insufficiently integrated approach to the subject, especially on the part of United Nations Headquarters. Several units at United Nations Headquarters in New York deal with social matters: the Social Development Division, the Population Division, the Centre for Housing, Building and Planning, and their various sections, the Office of Technical Co-operation and others. In its relations with the regional economic commissions, each of these units acts independently of the others, without the necessary co-ordination. As a result, the Commission receives requests for support in the execution of particular technical assistance projects, and for assistance in the conduct of meetings, seminars and surveys, many of which are planned without prior consultation with the Commission and on which its views often differ from those of the units at Headquarters. As a result, the secretariat is often obliged to participate in projects which, in its opinion, are not of the first importance and merely divert its resources from more effective work. Clarification is needed on such matters as the relations between the regional experts (advisers) attached to ECLA and the experts working in particular countries on Technical Assistance and Special Fund projects. At present it is the duty of the regional advisers to determine the need for technical assistance projects and to define their objectives. This work is done under the direct supervision of the Commission. However, the subsequent appointments of experts to work on those projects are made without consulting the Commission. In the case of Special Fund projects, consultation takes place at a very late stage prior to their approval. The Commission receives brief project descriptions from which it is difficult to draw any conclusions.

67. Whilst this report does not propose to deal with the administrative structures of Headquarters per se, it seems that the structures of the various units of the Department of Economic and Social Affairs of the United Nations which deal with social questions do not allow for the required rapport, whether between one another or between them and the regional economic commissions. We also wonder if there exists the necessary measure of overall policy co-ordination in these fields in the Department of Economic and Social Affairs. We understand that the Administrative Management Unit is likely to study the working of the ESU. We would therefore withhold our comments at this stage.

Joint ECLA/FAO Agriculture Division

68. The Division's functions are to study the problems of agriculture in Latin America and to formulate proposals for their solution. Particular attention is given to such aspects of agricultural problems as income and land distribution patterns; the modernization of agricultural production through the introduction of new techniques; the harmonization of national agricultural production policies; the expansion of inter-regional trade in agricultural products; and the formulation of a common agricultural development strategy. The Commission deals mainly with the economic problems of agriculture and is not, or is only marginally, concerned with its technical problems. It does not deal with fishing or forestry. The Division has six permanent posts in the professional category, of which three are financed by ECLA and three by FAO. One post was vacant at the time of the inspection.

69. In addition to the Joint ECLA/FAO Agriculture Division, there is a regional office of FAO at Santiago which deals with all aspects of agriculture. We were pleased to find that the Division co-operates very closely and co-ordinates its activities with FAO and the FAO regional office at Santiago.

70. Acquaintance with the Division's programming work and conversations with the Division's staff lead us to the conviction that the Division is devoting a great proportion of its efforts to studies of trade in agricultural products carried out at the request of various inter-American organizations. The value of the Division's work would, in our opinion, increase if it engaged itself more actively in studies of basic questions of agricultural development and agrarian reform in the light of conditions prevailing in different countries of Latin America.

Latin American Economic Projections Centre

71. The Centre was established in 1963 pursuant to General Assembly resolution 1708 (XVI). At present the Centre has six permanent posts in the professional category and works in close co-operation with the Institute for Economic and Social Planning. Its work includes:

- (a) The preparation of economic planning projections for the Latin American region as a whole and for groups of countries or individual countries;

- (b) The study of existing projection techniques and methods with a view to recommending and applying those found suitable for the Latin American countries;
- (c) Study of the statistical and technical information required for the preparation of projections;
- (d) The collection and analysis of information on the work of other international and national organizations in the field of programming and projections, in order to put the experience of such organizations to use in the economic development of the Latin American countries.

72. The Centre is undoubtedly doing a great deal of research work, but we got the impression that this work did not arise out of the general work programme of the secretariat and that it had no apparent practical effect.

73. As we have already observed in paragraph 36, there is insufficient liaison between the Centre and the Economic Development and Research Division. We were inclined to the view that in order to make the Centre better integrated with ECLA's studies, it should be merged with and become part of the Economic Development and Research Division. The Executive Secretary, however, is not in favour of this and feels that to place the two under the same unit might result in diminishing returns. In deference to his view, we consider that as the best means to the Centre's integration with the work of the rest of the secretariat and particularly its Economic Development and Research Division, the Centre, while maintaining its autonomy should be subject to supervision and guidance by the Director of the Economic and Research Division, whose function it will be, inter alia, to ensure that sufficient productive liaison is established between the Centre and the appropriate divisions of the secretariat.

Public Administration Unit

74. This Unit deals with questions connected with the improvement of public administration in the Latin American countries. It is also responsible for co-ordinating the assistance rendered by the United Nations to the Latin American countries in the field of public administration. Its staff consists of one

professional officer and three regional advisers. In its present form, and with the resources available to it, the Unit is scarcely in a position to provide States with any substantial assistance in training administrative staff. We wonder if there is any need for having a separate Public Administration Unit on such a small scale.

Division of Administration

75. This Division deals with administrative, financial and personnel matters for the secretariat and its sub-regional offices. The Division also renders administrative services in connexion with regional Technical Assistance and Special Fund projects for which ECLA has been appointed the executing agency. The Division is functioning satisfactorily but is beset with a number of problems, financial and administrative, including those relating to personnel, to which we shall refer later.

Organization of the secretariat - Sub-regional offices

76. The practice with regard to the establishment of sub-regional offices varies from one regional economic commission to another. The Economic Commission for Asia and the Far East has no sub-regional offices at all. The main purpose of the sub-regional offices of the Economic Commission for Africa is to serve countries in the region which are bound together by a similarity of economic geography or by common economic and other interests. The establishment of sub-regional offices for Latin America is prompted by a wide variety of factors. Whereas the offices at Mexico City and Port of Spain are intended to serve countries in specific geographical areas, the Montevideo Office represents the secretariat of the Commission with the Latin American Free Trade Association (LAFTA). For its part, the Rio de Janeiro Office co-operates with Government representatives in rendering technical assistance to a single Government, that of Brazil. The Bogotá Office was originally intended to serve three countries, namely Colombia, Ecuador and Venezuela; now that the Andean economic Group has been established, it will obviously have to serve additional countries and make some changes in its originally chartered course. In order to convey a reasonably clear idea of the type of work done by the sub-regional offices of the secretariat of ECLA and of the conditions in which they do it, we consider it necessary to discuss each of them in some detail.

Mexico Office

77. This Office was established in 1952 to serve Mexico and the countries of Central America and the Caribbean. In the early years of its existence, however, its main function was to serve the Central American Economic Co-operation Committee, set up by ECLA in 1951. The Office acted as the secretariat of that Committee and prepared the requisite studies and surveys for it, in co-operation with the Governments concerned and with the help of United Nations Technical Assistance and Special Fund experts. In 1960, as a result of the Committee's work, the General Treaty on Central American Economic Integration was signed and the Central American Economic Council - an intergovernmental body at ministerial level - and the Permanent Secretariat of the Central American Common Market (CIECA) were set up. The ECLA Economic Co-operation Committee has not been convened since 1966, and the Mexico Office of ECLA has accordingly come to act as technical adviser to the Central American Economic Council and to carry out studies and enquiries at its request. In the course of time other changes have taken place in the work of ECLA's Mexico Office. A sub-regional office of ECLA was established at Port of Spain, specifically to serve the countries of the Caribbean. As a result, the activities of the Mexico Office in this area have been confined to rendering technical assistance to the Caribbean Office at Port of Spain and to carrying out surveys of common interest to both areas and to ECLA as a whole.

78. The establishment of CIECA and of the ECLA Office for the Caribbean has naturally led to changes in the orientation and nature of the work of ECLA's Mexico Office, although it has not significantly reduced the volume of that work. On the contrary, the Office's work has increased both in volume and variety, while merely changing somewhat in nature and orientation. A delimitation of functions became necessary between the Permanent Secretariat of the Central American Common Market (CACM) and the Mexico Office of ECLA. Under the agreement arrived at, the Permanent Secretariat of CACM is concerned mainly with the study and preparation of proposals relating directly to the operational activities and policies of the Common Market, and also to short-term problems. ECLA and its Mexico Office, on the other hand, are mainly concerned, directly or through the Economic Co-operation Committee, with those aspects of integration in which relatively

little progress has been made (concerted utilization of natural and energy resources, ocean transport and ports, development financing, etc.), or with the study of long-term problems relating to the Common Market and integration (industrial development policy, import substitution, customs union, relations with third countries or groups of countries, alternative possibilities for the regional integration of transport systems, etc.).

79. An important place in the Office's work has been given to problems connected with the Second Development Decade and to the provision of technical assistance to countries of the sub-region either by the Office's own efforts or jointly with other organizations of the United Nations system. Of the fifty projects scheduled for execution by the Office in 1970, thirty are technical assistance projects.

80. In December 1969, the Office had twenty-six posts in the professional category and sixty posts in the General Service category. In addition, sixteen regional advisers, financed from United Nations and FAO Technical Assistance funds, were employed at the Office.

81. As may be seen from the following table, the relatively small establishment of this Office is divided up into small self-contained units; there is, in our opinion, little justification for this from the organizational standpoint. As we see it, the organizational structure of the Office should not automatically follow that of the secretariat of ECLA, but instead should correspond to the specific needs and circumstances of the sub-region. While the number of sub-divisions could be reduced somewhat, it might perhaps be appropriate to strengthen the office of the Director by the inclusion of a few qualified officials so as to enable it to carry out specific studies of a highly complex nature affecting a number of sectors. The Director would then be better able to plan, co-ordinate and speed up the work of the Office and to maintain contact and co-operation with Governments and inter-governmental organizations. As we see it, the work of the Office in relation to the far-reaching schemes of integration of the Central American economy is likely to be of increasing complexity. The Director's office will be called upon to take the bulk of the responsibility for co-ordinating and directing such activities and would therefore need a competent assistant or deputy to the Director to help the latter in this task.

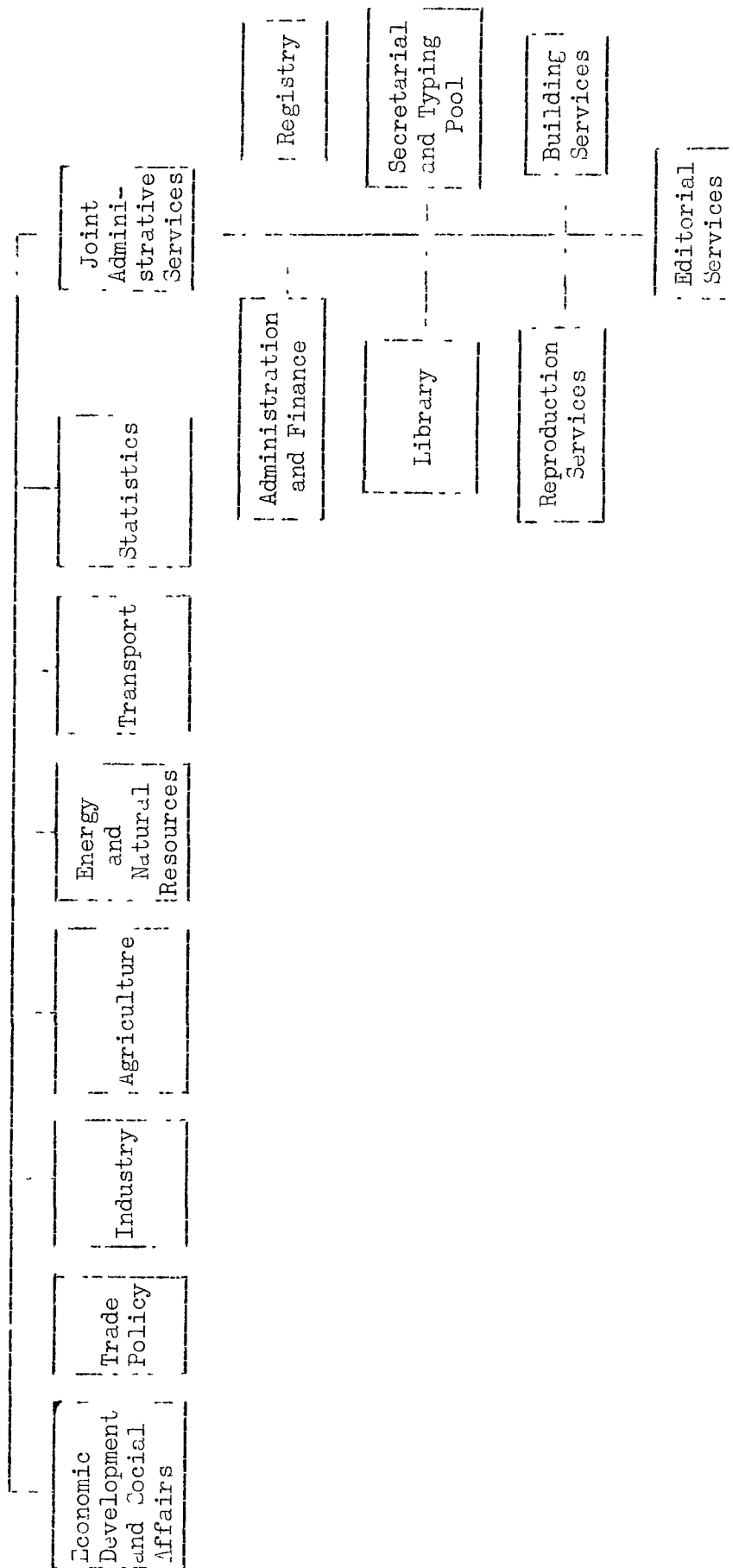
UNITED NATIONS ECONOMIC COMMISSION FOR LATIN AMERICA

MEXICO OFFICE

Director

Secretary and
TA Co-ordination

Deputy Director



82. In connection with the co-ordination and planning of the work of ECLA's Mexico Office, we wish to draw attention to the importance of strengthening the co-ordinating function of the Office in relation to the United Nations technical assistance programme. As already noted, the Office's programme of work is mainly concerned with the provision of advisory services and technical assistance to the countries of the sub-region and the Common Market organization under UNDP and the United Nations regular programme of technical assistance. Until recently, United Nations technical assistance programme advisers and experts were under the direct control of the Office. This arrangement was conducive to closer co-operation and to the exchange of information and knowledge between the experts and the staff of the office. Of late, however, there has been a tendency for United Nations experts and advisers working on the problems of the sub-region to be assigned directly to organizations outside the United Nations system or to independent groups. If this tendency is allowed to develop further, it is bound to have an adverse effect on the technical assistance activities of the ECLA Office and may weaken the co-ordinating function of ECLA in relation to United Nations assistance programmes. The complexity of the task of co-ordination can be seen from one example: to deal with agriculture alone, there are at present nine separate sub-regional groups in the Central American area, in all of which the United Nations participates but which are subordinate to various organizations outside the United Nations system. All in all, there are as many as thirty different organizations active in the Central American area. A situation of this kind obviously requires that the co-ordinating function of the Mexico Office, far from being allowed to grow weaker, be strengthened.

83. As already noted above, the Office concentrates mainly on problems connected with the countries belonging to the Central American area. However, its work seems to leave out certain countries of the sub-region, such as Cuba, the Dominican Republic and Haiti. We feel that more attention might be given to these countries in the programme and activities of the Mexico Office.

Office for the Caribbean

84. The main function of the Office which is located in Port of Spain, Trinidad and Tobago is to assist Governments in solving the economic and social problems which arise in Caribbean countries in connection with economic integration and development. In addition, the Office collects data on the Caribbean countries, analyses them and provides the secretariat of ECLA with the studies and material needed in the preparation of projects relating to the Caribbean area. The most important fields of activity for

this Office are industry, tourism, agriculture, trade and transport. Until the end of 1968, the average number of professional staff at the Office was three, including one regional adviser. This was subsequently increased to five professional staff members, plus four regional advisers. In reality the office is still in the process of establishment. It needs more staff who could be employed in research and in rendering advisory services and technical assistance to the States of the sub-region.

85. Since it was founded in December 1966, the ECLA Office for the Caribbean has done a substantial amount of work and has taken the initiative in a series of negotiations on trade liberalization questions, including the consolidation of trade agreements, which were subsequently signed and which entered into force in mid-1968. The Office has also taken an active part in setting up the secretariat for the free trade area. It rendered particularly active assistance in the negotiations on the establishment of the Caribbean Free Trade Association (CARIFTA), to which all English-speaking countries in the area now belong. The Office also participated in the creation, within CARIFTA, of an Eastern Caribbean Common Market made up of the West Indies Associated States. It has taken an active part in the inter-governmental discussions and negotiations on the creation of a Caribbean development bank. It has done a considerable amount of work in the form of advisory services and technical assistance to States of the sub-region in matters of economic co-operation. The Office prepares the passages dealing with its area for the Economic Survey of Latin America.

86. The Office maintains close contact and continuous liaison with the secretariat of ECLA and receives from it the necessary guidance and help to carry out its work programme. Nevertheless, communications between the Office and the secretariat of ECLA could be improved. The main channel of communication is the office of the Executive Secretary. On individual questions, however, direct consultations take place between the Caribbean Office and the competent divisions of the secretariat. There can be no objection to such direct contacts if they are properly co-ordinated by the office of the Executive Secretary, but in practice cases occur in which secretariat divisions address directly to the Office requests for work or information that are not in keeping with its capabilities or with the priorities of its own programme.

87. The Office maintains direct contacts with the Mexico and Washington offices of ECLA. In the case of the Washington Office, this involves essentially the receipt of material from that Office of interest to the Office for the Caribbean. The Mexico Office of ECLA gives the Office for the Caribbean direct assistance, both by carrying

out specific research projects and by sending out advisers. For example, an industrial adviser was sent from Mexico to prepare and evaluate an industrial project which was subsequently carried out jointly by UNIDO and ECLA. A consultant was sent to assist in the negotiations on the establishment of a Caribbean development bank, and an expert was sent to join the group of experts studying problems of harmonizing incentive to industry and to participate in the Commonwealth Caribbean Regional Workshop on Harmonization of Fiscal Incentives to Industries. The Office maintains direct contact with the United Nations Information Centre and the representative of WHO/PAHO.

88. Since, through CARIFTA, it is drawn into actual participation in various kinds of sub-regional studies and activities, it is somewhat awkward for the Office not to participate, in any shape or form, in the execution of UNDP sub-regional projects. The Office is often completely uninformed about the activities of experts in Caribbean countries. This state of affairs makes it impossible for it to render any useful contribution to the co-ordination of the technical and other assistance reaching Caribbean countries through the United Nations. Furthermore, although the Office of Technical Co-operation at Headquarters has issued instructions that copies of all expert reports should be sent to the ECLA Office at Port of Spain, these instructions are not always followed in practice and the office fails to receive many extremely important reports by experts.

89. We were glad to learn that working relations between the Caribbean Office and the UNDP office in Port of Spain are much more satisfactory since the arrival of the new Resident Representative. However, there seems to be room for further improvement, particularly in relation to Special Fund projects carried out in the Caribbean area. Consultations between UNDP and this dynamic Office, especially on Special Fund projects with a sub-regional content will, we feel sure, be mutually beneficial.

90. The Office's relations with the inter-American organizations are intermittent and informal. The main dealings are with the Organization of American States and the Inter-American Development Bank, both of which have representatives at Port of Spain.

91. Closer working relations are maintained with various inter-governmental organizations, such as the secretariat of CARIFTA, the secretariat of the Eastern Caribbean Common Market and the Council of Ministers and secretariat of the West Indies Associated States. In recognition of the part played by ECLA in relations with the inter-governmental organizations, it has permanent official representative status in the Conference of Heads of State, the Conference of Ministers and other subsidiary

organs of these conferences. This enables the Office to keep well informed of the activities of Governments in matters of co-operation and to co-ordinate its work with them.

92. Our examination of the Caribbean Office shows that it is an active body which is helping to forge sub-regional co-operation in various fields. The Office has good experts and has the advantage of having established a good rapport with the governments of the countries concerned. The nature and pace of its activities are such that it needs to be strengthened. At present, its administrative set-up is not equal to the magnitude of the tasks performed by it and we hope that such strengthening will be possible, even on an ad hoc and temporary basis, by redeployment of the Commission's professional staff rather than by creating extra posts.

Rio de Janeiro Office

93. The Office's work programme is drawn up annually in agreement with the Brazilian Government. It has four posts in the professional category.

94. This office is rather unusual. In the first place, it serves only one country; moreover its service amounts in practice to technical assistance in carrying out studies on specific questions relating to the Brazilian economy and in the organization of training courses for administrative staff. True, in co-operation with the Government of Brazil, the Office has carried out a number of important studies which are of interest to the Latin American region as a whole. Nevertheless, we feel that there is a case for reviewing the question of its continuance in the future.

Montevideo Office

95. This Office represents the secretariat of ECLA with the Latin American Free Trade Association and its organs. The Office participates directly in the meetings and studies organized by the Association, and particularly in the work of its Standing Executive Committee. It maintains co-ordination and liaison between the ECLA secretariat and the Association in connection with their work on regional economic integration, and co-operates with the delegations of member States in the study of technical problems. The Office has three permanent posts in the professional category and one regional adviser post.

96. The Head of the Office complained, and perhaps with some reason, that he was insufficiently staffed to attend and participate in the meetings of LAFTA's various committees and sub-committees. We think that the remedy lies in reinforcement of the Montevideo Office by officials from Headquarters in Santiago during such periods as LAFTA and its sub-committees are in session, and the ECLA representative with the LAFTA cannot cover all these meetings. Travel funds should be found for attendance of Headquarters officers on such occasions, for in the evolving pattern of regional co-operation in Latin America it is necessary for ECLA to maintain close contact with bodies like LAFTA and to actively participate in their deliberations.

Bogota Office

97. This Office began work in March 1967 and at first was engaged mainly in reviewing economic development and trends in three countries: Colombia, Ecuador and Venezuela. Subsequently it took a direct part in the work of the Governments concerned with the establishment of the Andean economic Group. The Office also participated directly in the work of the experts from Andean Group countries on the preparation of the regional economic integration agreement which was signed by the parties on 26 May 1969.

98. The office has only one permanent professional post; the bulk of this work is done either by the government or by ECLA headquarters, with expenses paid by the governments concerned. In our opinion, now that the Andean Group has been established, the role and future disposition of the Bogota Office will need to be reviewed, particularly because the Group consists of a larger number of countries and its headquarters are likely to be in Lima, Peru.

IV. STAFFING AND OTHER PROBLEMS OF THE SECRETARIAT

Staffing Problems

99. As can be seen from the foregoing description of its functions and activities, the secretariat of ECLA deals with a wide variety of problems, ranging from the general and economic to the particular and technical. The secretariat renders extensive technical assistance and advisory services to individual countries and to inter-governmental agencies working in Latin America. It co-operates with other organizations in the execution of technical assistance programmes.

100. Subject to the above observations concerning the work of the main divisions of the secretariat of ECLA, the organizational structure and work of the secretariat can be regarded as fulfilling the requirements which the Commission's member States have set. There are signs, however, that the secretariat is not displaying as much initiative as it used to, and also that it is overloaded with studies carried out either under its own programme of work or at the request of different inter-American organizations.

101. In recent years the Commission has been finding it increasingly difficult to recruit staff with sound professional qualifications and to obtain the services of highly qualified specialists who have done good work. There were sixteen vacancies in the secretariat in November 1969. Since August 1967, fifteen staff members in the professional category have left the service of the Commission. During the same period only twelve new candidates have been recruited. Offers of appointments (by the Commission) have been refused by twenty-one candidates. This is a serious situation from the point of view of the manning of ECLA and of its smooth working. Many reasons were advanced before us for such a state of affairs, among which: that conditions of service with ECLA, including prospects for promotion, are regarded as unsatisfactory and that these and the emoluments paid by the United Nations do not compare favourably with those prevailing in inter-American organizations and in private enterprise. We understand that the Administrative Management Service is going to make a study of ECLA. We trust that they will look into this problem.

102. In these circumstances, careful consideration of the Commission's professional staff requirements by Headquarters is essential. A perusal of the relevant documents shows that correspondence between the secretariat of ECLA and Headquarters on personnel

matters is extremely slow. Headquarters do not reply promptly to the secretariat's inquiries and are too slow in processing its nominations for appointment or promotion. The replies to secretariat proposals for the extension of expiring appointments are likewise delayed.

103. The position as regards qualified professional staff could be somewhat alleviated by organizing regular in-training services for the staff. Unfortunately, however, apart from the language courses, the United Nations system makes no arrangements for staff training. This undoubtedly adds to the difficulty of preparing staff for filling vacancies by promotion.

104. A well-planned and purposeful rotation of staff between Headquarters and the Commissions could widen the professional experience of United Nations staff and encourage a genuinely international approach to their work, thus mitigating the problem of the shortage of qualified professional staff. Unfortunately, though some rotation exists, it is completely unplanned and lacks any clearly defined purpose.

Headquarters building of ECLA

105. The ECLA building, situated in a quiet and attractive part of the city of Santiago on fairly extensive grounds, is impressive-looking, but functionally unsuitable. Certain elementary functional aspects of office buildings seem to have been overlooked in the design and construction of the interior of the building, which makes it difficult for ECLA officials to work quietly and without disturbing each other. Offices are not completely partitioned off one from the other and the dividing walls are neither sound - nor echo-proof. All those with whom we talked testified to the lowering of output, and inferentially, to some extent, of efficiency, because of the unsuitable working conditions arising solely from defective construction.

106. The ECLA building was constructed at a cost of more than four million dollars. The construction itself took about six years and encountered many ups and downs. There were difficulties with the architect and with the contractor and several upward revisions of estimates had to be made. We do not wish to go into the details since the facts are well-known and have been clearly brought out in a report of the Board of External Auditors. The subject has also been discussed in the Fifth committee of the General Assembly and in several other bodies of the United Nations. We do not consider it profitable to undertake a further post-mortem at this stage. Perhaps some of the

mistakes were due to lack of experience on the part of the United Nations in the construction of buildings. What worries us, however, is that while the experience of the ECLA building has, no doubt, made the United Nations wiser, the lessons do not seem as yet to have been fully absorbed and translated into practical conclusions. And yet now that the United Nations has had to embark on the construction of office buildings and more such constructions may have to be undertaken in the future, it is most important, for one thing, to draw up a building construction code or manual for the guidance of all concerned, both at Headquarters and in the field. The purpose of the manual should be to set out in detail the various procedures at different stages - from the calling for designs and tenders to the process of completion of the buildings. There should be a precise demarcation of responsibilities among offices at Headquarters and in the field for the various decisions relating to the process of construction. Provision should be made for appropriate delegation of powers to the field authorities, subject to a system of supervision and of checks and counter-checks. Special rules should be made in regard to payments to the various persons concerned for work done in connexion with the construction of buildings. Some flexibility may have to be provided for because of differing conditions in different countries, but once such a manual is prepared, strict compliance with it should be insisted upon.

107. As regards the present ECLA building, funds have been allocated amounting to US \$1,328,500 for changes in the interior of the building so as to make the office rooms sound-proof and reduce the echo, and to provide for air-conditioning. This work, which was in progress at the time of the visit, will no doubt be conducive to better efficiency and output.

108. The construction of satellite buildings on the grounds of ECLA with a view to bringing all United Nations offices on the same premises is a very desirable objective. We are glad that with the approval in principle of the Fifth committee, the Secretary-General is pursuing this matter and has asked that representatives of the United Nations and agencies at Santiago confer among themselves and submit a report on the feasibility of having common premises for their offices, as a complex of buildings around ECLA headquarters.

V. SPECIFIC FEATURES OF THE FORMULATION OF ECLA'S WORK PROGRAMME

109. Under existing rules, the scope, nature and orientation of the activities of the secretariats of the regional economic commissions must be laid down in the commission's programmes of work. However, before continuing on the extent to which the activity of the ECLA secretariat reflects the programmes approved by the Commission, we wish to draw attention to some features in which the organizational structure of ECL differs from that of the other regional economic commissions, and which impart a somewhat distinctive character to the procedure for the drawing up, approval and implementation of programmes.

110. For the organizational structure and working methods of ECL do differ somewhat from those of other commissions. For example, in the Economic Commission for Europe the study of the situation and trends in individual sectors of the economy and arrangements for the exchange of scientific and technical information and experience in production are made in the specialized committees. The problems are formulated and discussed at meetings of working groups and of experts from various countries. In the Economic Commission of Africa a decision was taken in February 1969 to establish a technical committee of experts in order to intensify co-operation among African countries. The committee is to meet once a year in order to examine the studies prepared by the commission's secretariat, to assist the secretariat in the formulation of its work programmes and to take measures to ensure active contact between the secretariat and governments at the working level. In ECAFE there are either committees of representatives at government level or committees of experts covering practically every field of activity of the commission. These meet once every year or once in two years, as the case may be, give guidance to the secretariat on the preparation and formulation of programmes (which are then submitted to the Commission) and also facilitate the exchange of views, knowledge and experience between government representatives and experts and members of the secretariat.

111. ECLA's work programme is approved for a period of two years at a time. There are, to all intents and purposes, no subsidiary organs which could control the implementation

of current programmes, adopt decisions on future programmes or ensure the fulfilment of priorities in the intervals between sessions. As already noted in paragraphs 19 and 20, the only two standing subsidiary organs of the Commission - the Trade Committee and the Central American Economic Co-operation Committee - have not met since 1956 and 1966, respectively. The draft programme of work of the Commission is prepared by the secretariat and submitted directly to the Commission for consideration. There exists no organ in which member States are represented which could make a preliminary examination of the secretariat's proposals and submit its findings and comments for consideration by the Commission.

112. While in all commissions member States lay down guidelines of policy, in ECAFE and ECE the various sectors of the commissions' activity, e.g. trade, industrial development, transport, social development etc. come directly and in considerable detail under the influence of member governments' thinking and points of view. In ECLA, on the other hand, a larger measure of responsibility and initiative rests with the secretariat than is the case with the other two commissions, and the secretariat is consequently not subject to the same measures of parliamentary control in sectoral operations as in the other two commissions. Both patterns have their advantages and disadvantages. We wish merely to draw attention to these rather striking functional differences. We were glad to learn that the Executive Secretary of ECLA has convened in the past and intends to convene in the future more meetings of experts to discuss the material prepared by the secretariat. This will to some extent serve to fill the gap that seems to exist at present.

VI. UNDP - SF REGIONAL PROJECTS

113. The United Nations is the executing agency for three UNDP-SF regional projects in Latin America: the Latin American Institute for Economic and Social Planning (ILPES), the Latin American Demographic Centre (CELAD) and the Central American Institute for Public Administration (ICAP).

114. ILPES and CELAD have headquarters in Santiago (Chile). Some of the administrative functions and financial powers of the executing agency - which is the U. - vis-a-vis these two projects are exercised by the secretariat of ECL. ICAP is located in San Jose (Costa Rica), under the sole administrative and financial control of Headquarters.

115. Co-operation between and co-ordination of the work of ECL and ILPES are both fruitful and businesslike. The same can be said, with some qualifications, about the relations between ECL and CELAD. However, as regards ICAP, we note that co-operation between the Institute and ECL is fitful and slack. This may be due to the fact that Headquarters has retained complete control over the Institute and has thus, to some extent, isolated it from ECL's activities in the region. We feel that there is every reason to step up co-operation between the two bodies and to tighten the co-ordination of their work-programmes on a more permanent basis. This is all the more true since in Mexico ECL has a sub-regional office that maintains close contact with the various other Central American institutions.

Latin American Institute for Economic and Social Planning (ILPES)

116. We were very favourably impressed by the organization and work of the Latin American Institute for Economic and Social Planning, under Dr. Prebisch. Its programmes and plans seem well-adapted to the immediate needs of member States, are realistic and are already yielding practical results.

117. The Institute's work covers three main areas: training, the organization of advisory services, and research.

(a) Activities in the field of training

A start was made on training by the Economic Commission for Latin America in 1952. The work was continued and taken over by the Institute after it was established in 1962.

The nucleus of the training programme consists of the basic specialized training courses which were launched by the Institute in 1962, in continuation of the efforts made by the Economic Commission for Latin America to provide a training programme on economic development problems. These are held in Santiago, Chile, from March to December each year; 455 professional-level staff, drawn from virtually all Latin American countries, have attended such courses since 1962.

In addition, at the request of the Governments of Latin American countries, the Institute had organized accelerated training courses for the staff of government agencies. As a rule, these courses, of about four months' duration, are organized jointly with universities or other national organizations. On the initiative of the Institute, authority to organize such courses has been transferred to national organizations. This has happened, for example, in Argentina, Paraguay and Uruguay. This arrangement has enabled the Institute, despite the limited size of its resources, to extend its training programme to cover almost the entire Latin American region. Between 1962 and 1968, 3,479 professional-level staff attended such intensive training courses in Bolivia, Brazil, Central America, Chile, Colombia, the Dominican Republic, Ecuador, Mexico, Paraguay, Peru and Uruguay.

The Institute, sometimes in co-operation with other international institutions, also holds special courses on programming the development of the social sectors of the economy. By 1968, a total of 561 members of the staff of official agencies in various countries of the region had received training at such courses.

The courses organized by the Institute have effectively equipped the staff of government agencies to put the knowledge they have gained to full use in their own countries where, as a rule, they can play an active part in the planning process. Some courses held at Lima provide a striking illustration; as the participants completed their courses, they were appointed by the Government to important and responsible positions in the field of planning.

(b) Research :

The Institute's research work follows two main lines. At first, research was undertaken on a number of subjects directly related to the Institute's responsibilities for training and advisory services. However, the research initiated by the Institute was not confined to these immediate problems but also covered such specific areas as the problems of manpower utilization, economic integration and development. Some of the researches are carried out jointly with national centres in Argentina, Chile, Mexico, Peru and Venezuela. This form of co-operation with national agencies clearly has the advantage of establishing closer relations between the Institute and individual countries.

(c) Advisory services

The Institute renders advisory services to Governments at their request in matters relating to training of personnel and to planning of development.

It also provides advisory assistance in connexion with various aspects of the functioning of the public sector and of State enterprises having a direct bearing on the correct application of plans; these concern mainly budget discipline, budgetary expenditure and accounting, the evaluation and supervision of programme implementation, and the compilation of cost and productivity indicators.

118. We greatly appreciate the flexibility and skill shown by the leadership of the Institute in obtaining the best possible results from its work despite the limitations of its resources and in evolving a fruitful partnership with ECLA. This is a good example of mutual co-operation in which the work of the Institute complements and supports ECLA's work.

119. As to the financing of the Institute, contributions for its maintenance, in accordance with the Plan of Operation for Phase II, are made by UNDP, the Inter-American Development Bank and the Governments of the Latin American countries. Phase II is of four years' duration and is due to end on 30 June 1971. In view of the beginning of the Second United Nations Development Decade, the next phase of the Institute's activity, which will presumably begin on 1 July 1971, will clearly have to be considerably longer than the first two phases.

Latin American Demographic Centre (CELADE)

120. The Centre was established for the purpose of intensifying and expanding activities in the field of demography, including the training of managerial personnel, and the carrying out of studies and of advisory activities for the benefit of the countries of the region. The Centre operates under the aegis of the University of Chile and works in close co-operation with ECLA and ILPES. It is supervised by a Board of Governors elected at each session of ECLA, of which the Executive Secretary is a charter-member and which examines and approves the Centre's work programme.

121. We had no opportunity to go into the details of the work of CELADE. However, what we heard about it at ECLA and our conversations with responsible officials of the Centre give us every reason to believe that it is doing a useful job, especially as regards the collation and analysis of demographic data and the training of managerial personnel. Co-operation between the Centre and the secretariat of ECLA and particularly its Social Affairs and Statistical Divisions seems businesslike. We would hope that such co-operation becomes more permanent and that it involves not only the exchange of information, but also the co-ordination of the work plans of ECLA and the Centre.

VII. OPERATIONAL ROLE OF ECLA

122. Under the work programmes of several of the main subdivisions of the secretariat of ECLA, operational activities directly connected with technical assistance take up as much as 60 per cent of the working time of the staff. Activity relating to advisory services for the countries of the region has an important place in the work programmes of the secretariat. Regional advisers attached to the ECLA secretariat who are financed by the UNDP/TA, and the United Nations regular programme of technical assistance participate in this work. The same sources are also providing funds for training courses, seminars, and meeting of experts organized and executed by the Commission as well as long-term technical assistance projects such as the Central American Integration Programme and the Water Resources, Survey Group. In addition, UNDP/SF funds also finance experts, fellowships, equipment and supplies for the Latin American Demographic Centre project for which the ECLA secretariat has administrative responsibility.

123. In 1967, 209 experts under the technical assistance programme and were working in Latin America, expenditure on UNDP projects (technical assistance and Special Fund) during the period 1959-1968 amounted to \$204.7 million, the number of Special Fund projects in 1968 was 135 and the number of technical assistance projects 684. Moreover, as can be seen from the table below, expenditure on Special Fund projects increased sharply as from 1964.^{1/}

124. The ECLA secretariat endeavours to maintain the closest possible liaison with the experts working in the countries of the region, to keep abreast of their work, and to assist the Office of Technical Co-operation in the preparation of UNDP technical assistance and Special Fund projects, the number of which has grown considerably in recent years.

125. This co-operation is facilitated by a number of formal agreements concluded between the Executive Secretary of the Commission and the organizations engaged in the provision of technical assistance.

^{1/} (UNDP - expenditure on projects, 1959-1968 (in million dollars))

	1959-1963	1964-1968	1959-1968
Special Fund	18.5	94.5	113.0
Technical Assistance	32.3	52.4	91.7
Total	57.8	146.9	204.7

(a) Under an agreement reached between the Executive Secretary of ECLA and the Director of the Office of Technical Co-operation at the beginning of 1964, all technical assistance experts assigned to individual countries in the ECLA region must transmit their periodic and final reports to the Technical Assistance Co-ordinating Unit for comment. The same procedure exists for UNIDO experts.

(b) Under an agreement reached between the United Nations and the Executive Secretaries of the regional economic commissions at a meeting held in July 1965, ECLA renders assistance to the United Nations Office of Technical Co-operation at its request, in the preparation or evaluation of technical assistance projects prepared by United Nations missions in the region. From time to time ECLA also assists the Office of Technical Co-operation and the Governments of the region in preparing or evaluating Special Fund projects for individual countries, as well as projects of a regional character. In addition, the Co-ordinating Unit assists the Office of Technical Co-operation and UNIDO in finding candidates for appointments as experts on the technical assistance rendered by those organizations to countries in the ECLA region. The Commission co-operates with the Latin American Institute for Economic and Social Planning in all cases where advisory services in the field of development planning are needed in the countries of the region.

(c) Through the Office of Technical Co-operation, assistance is rendered to the Special Fund component of UNDP in the form of comments on Special Fund projects prepared for submission to the Inter-Agency Consultative Board. In addition, ECLA has assisted the Latin American Institute for Economic and Social Planning and the Inter-American Demographic Centre in preparation of the regional Special Fund projects presently in operation. The secretariat has participated in the preparation of a Special Fund regional project for the establishment of a Latin American centre for small scale industry which it is prepared to set up at Quito (Ecuador).

(d) The secretariat of the Commission took an active part in a conference convened by the Government of Venezuela to discuss the Venezuelan development programme. The ECLA secretariat was represented at the conference by the head of the Technical Assistance Co-ordinating Unit, the head of the Bogota Office of ECLA and UN/OTC regional adviser on economic integration. For this conference ECLA prepared and submitted a document on the overall economic situation in Venezuela and on particular sectors such as public financial administration, human resources, export promotion, transport and regional development.

126. Although progress has undoubtedly been made with regard to participation by the Economic Commission for Latin America in operational activities, especially those connected with technical assistance and the Special Fund, there are still many questions to be resolved in the relations between the secretariat of the Commission and United Nations Headquarters in New York. Our attention was drawn in particular to several questions that await settlement:

(a) According to existing procedures, the estimates for seminars and various types of training courses to be financed out of UNDP technical assistance funds or the funds of the regular programme must be submitted to Headquarters for approval before the projects envisaged can be launched or before Governments can be invited to take part in them. This procedure leads to unnecessary delays, which sometimes interfere with the successful execution of the projects.

(b) Under the existing system, the experts appointed to render technical assistance to individual countries of the region in matters of special interest to ECLA and the Latin American Institute for Economic and Social Planning are not required to visit ECLA headquarters or its sub-regional offices in order to learn the ropes or obtain the necessary data about the projects on which they are to work. The ECLA secretariat is thus often unaware of the activities of many experts working in Latin American countries, while the experts, in turn, are often forced to repeat work already carried out by the Commission or to collect data which the secretariat already has at its disposal.

(c) ECLA regularly receives through the United Nations Office of Technical Co-operation a brief description of the projects prepared by the Special Fund component for submission to the Inter-agency Consultative Board, accompanied by a request for its comments on these projects. By then the projects have already been approved by the Administration of the Special Fund. All ECLA's comments can do, therefore, is either confirm the choice of a project by the Special Fund or, on the contrary, draw attention to the defects of the project - and this may place the Commission in a rather awkward situation. Furthermore, the brief description does not supply the Commission with sufficient information for an informed conclusion about a project. For the Commission's conclusions to be of any value to UNDP and the other agencies, ECLA would have to receive directly from the Resident Representatives copies of the full descriptions of projects submitted by Governments to the Special Fund component. So far this is not the case.

(d) The periodic and final reports on Special Fund projects contain highly important data and information, which can otherwise be obtained only by repetitious studies that would mean duplicating work already done and wasting resources. ECLA receives the periodic reports from the Office of Technical Co-operation, but not the final reports. Nor does it receive the reports on the results of studies carried out by various sub-contractors for the Special Fund and by various firms of consultants. Finally, the Commission receives no reports on Special Fund projects executed by the International Bank for Reconstruction and Development. All these reports are particularly important to the Commission if they relate to such matters as water resources and energy, river development schemes, planning, surveys of natural resources, transport, inland navigation, housing construction, town planning, forests, forestry and wood industry, chemical industry, public administration, etc.

(e) The Commission possesses sufficient professional expertise to co-operate with the other organizations on Special Fund projects of a regional, sub-regional or multinational nature and of particular interest to the Commission. The wish has been expressed that the Special Fund component of UNDP should on every occasion decide, in agreement with the Commission, which Special Fund projects (regional, sub-regional or multilateral) should be decentralized so that the secretariat of the Commission may take part in their preparation and execution. This means that, in certain cases, the Commission should be empowered to serve as the executing agency for regional projects and to perform operational and administrative functions for such projects, including studies, impact evaluation and the recruitment of experts. Admittedly, there will not be too many projects of a regional or subregional nature in which ECLA could be the executing agency; but there may be some involving broad-based studies of specific problems, establishment of training institutes in the field of economic development and planning, and economic studies of special problems, where a body like ECLA could perform the function of co-ordinating the execution of projects or itself become an executing agency. In the future we believe that there may be scope for such projects in Latin America as part of the process of regional and subregional integration.

(f) Identical Special Fund projects are sometimes approved for several countries in the same area. This applies particularly to institutes of research and technology of various kinds in the same fields of study, as well as to various kinds of training centres, which could more profitably be organized on a multinational and regional basis.

The secretariat of ECLA could render valuable services in this connexion but, in order to do so, it would have to be given the necessary authority, and a procedure would have to be laid down making it compulsory to consult the secretariat on certain categories of projects.

We are aware that these ideas have so far not been endorsed by UNDP or other central organs. Nevertheless, in the meetings of the Executive Secretaries, which are attended by UNDP and agency representatives, views favouring an operational role for regional commissions have often been recorded. We would suggest that they should not be summarily rejected but deserve serious and sympathetic study.

127. In our two previous reports (JIU/REP/68/3 and JIU/REP/69/6), we expressed our views and made some definite proposals concerning the extension of the operational activity of the Economic Commission for Africa and the Economic Commission for Asia and the Far East in matters relating to the United Nations Development Programme, taking into account the extent to which each is prepared to undertake such work. We consider that the remarks and proposals we made concerning ECAFE participation in operational activity can be extended in full to ECLA as well. At this stage, some additional observations concerning the operational role of the regional economic commissions seem called for. And they apply even more especially to ECLA.

128. It is generally recognized that the regional economic commissions must participate directly and co-operate in the general economic and social work of the United Nations. As a result of their evolution and thanks to the experience they have acquired, the regional economic commissions have reached a stage at which they can assume a more active operational role in carrying out projects for regional and sub-regional co-operation.

129. There is nothing, administratively speaking, to prevent the Commission's participation in carrying out the United Nations Development Programme from becoming steadily more extensive and effective. The Secretary-General has done a great deal to make such participation possible. The establishment of special technical assistance co-ordinating units in the regional secretariats has enabled the commissions to assume and effectively discharge a number of operational and administrative functions connected with the carrying out of technical assistance and Special Fund projects. The establishment of economic planning centres and the preparation of programmes for the regional secretariats have also helped to step up the direct participation of the commissions in the planning and establishment of United Nations Development Programme projects.

130. There is also no lack of suitable instructions and arrangements for promoting the participation of ECLA in the Organization's operational activity, and yet the position in this respect cannot be regarded as satisfactory.

131. The main defect of the existing instructions and arrangements is, in our opinion, that Headquarters is exclusively responsible for taking the initiative in the matter of securing Commission participation and for determining its nature and extent; and the most serious shortcoming in this connexion is that when additional functions are transferred to the commissions, administrative and financial authority and the corresponding resources are not always transferred to them at the same time. The Headquarters offices themselves have no definite instructions concerning the procedure for securing the participation of the commissions in the Organization's economic and social work, and this undoubtedly hampers the co-ordination of work by different Secretariat departments in securing the commissions' participation in their activities, and leaves room for arbitrary and not always successful individual initiative.

132. We consider that the time has come to work out a definite procedure for participation by the regional economic commissions in the Organization's operational activity, particularly so far as concerns the United Nations Development Programme. Not only must the procedure for transferring definite functions to the regional commissions be clearly laid down and regulated, but the administrative and financial powers of the commissions in connexion with the new functions must be defined.

133. By way of an example, as matters stand at present, ECLA is not obliged to evaluate UNDP projects; nor is it, as a matter of routine, expected to do so. We suggest that the following considerations might be taken into account in working out a procedure for the evaluation by the Commission of Special Fund regional or sub-regional projects:

(a) Pre-project evaluation of all UNDP regional projects by ECLA should be mandatory, and such evaluation reports should be submitted to the Governing Council at the same time as the projects themselves;

(b) Pre-project and project evaluation by ECLA should be mandatory in the case of all multinational regional and sub-regional projects and also in the case of projects which have been initiated by the Commission. Here again, if an evaluation team is set out, a qualified person or persons from the ECLA secretariat should form part of the team;

(c) ECLA should be used much more extensively than at present in the pre-project, in-project and post-completion evaluations of multi-disciplinary, country Special Fund

projects. The best way would be to associate a duly qualified person or persons from the ECLA secretariat with the evaluation team which UNDP are now sending once every two years or so to evaluate Special Fund projects in the field;

(d) In any development planning advisory group constituted by UNDP at the request of a government, ECLA's knowledge and practical experience in the field of economic planning and development would be invaluable and should be fully utilized. ECLA could well be made the team leader and co-ordinator of such a group.

(e) As regards regional projects concerning which special decisions have been made by the Commission or which relate to matters of which the Commission have experience or in which it is directly interested, such as projects for institutes on economic and social problems, the secretariat of ECLA should be invited to take part in the preparation of the projects from the beginning, and the question whether they are to be made executing agency for them should be decided in advance;

(f) All reports on the progress and completion of regional projects should be sent as a matter of course to the regional economic commissions for information and evaluation;

(g) The existing technical assistance co-ordinating unit in the ECLA secretariat should be strengthened for the purpose of co-ordinating the work of the Commission on regional and sub-regional UNDP projects.

We feel that with certain qualifications these suggestions could apply equally well to EC.AFE and EC..

134. The problem of arranging for the more effective use of regional advisers attached to the secretariat of ECLA is an urgent one. Experience shows that regional advisers can be most effectively used in missions of experts set up by the Commission to give different kinds of assistance to individual countries or to study particular problems. Such missions can be planned and well prepared in advance. The use of regional advisers in this way is made more difficult by the fact that, under the existing regulations, they can be sent out only at the request of the country concerned. We consider that the existing procedure for the use of regional advisers should be changed so that they can also be used in missions of experts set up by ECLA.

VIII. ECLA'S RELATIONS WITH THE CENTRAL ORGANS OF THE UNITED NATIONS

United Nations Headquarters

135. For administrative purposes, ECLA, as an organ of the United Nations, is under the authority of the Secretary-General and maintains day-to-day contact with the Department of Economic and Social Affairs, headed by an Under-Secretary-General. Direct administrative support and co-ordination of the work of the regional economic commissions, as well as liaison with them, are the responsibility of the Executive Office of this Department.

136. The Regional Commissions Section performs the main functions involved in maintaining contact with the secretariats of the regional economic commissions and the United Nations Economic and Social Office at Beirut, and in co-ordinating their work with that of the secretariats of the central organs of the United Nations. The Section prepares reports on the measures which are to be taken by the regional commissions and the Beirut Office pursuant to the resolutions of the Economic and Social Council and the General Assembly. The Section is also responsible for the back-and-forth exchange of information concerning their activities of the regional economic commissions and the United Nations Economic and Social Office at Beirut. Administratively, the Regional Commissions Section is part of the Office of the Deputy to the Under-Secretary-General who is in charge of the ECOSOC Secretariat, the Regional Commission Section and Special Projects Section. In all policy matters the Chief of the Section may communicate directly with the Under-Secretary-General for Economic and Social Affairs.

137. The Regional Commissions Section has insufficient staff and insufficient authority for the efficient exercise of its functions. That is more, as matters stand at present, the Section has nothing whatever to do with the commissions' budgets and programmes; these are submitted by the Secretary-General to the General Assembly on the basis of consultations between the Budget Division of the Secretariat and the programme co-ordinator of the Department of Economic and Social Affairs. The Regional Commissions Section, which deals directly with the Commissions' programmes, does not even take part in the consultations. It stands to reason that however great their professional expertise, neither of the aforementioned authorities could as a whole be in a better position to co-ordinate the programmes of the regional economic commissions and the United Nations Economic and Social Office at Beirut as the services directly concerned with their operations. We understand that teams of the Administrative Department Survey are making an in-depth study of ESA as a whole and the Inspectors hope that their observations will be borne in mind in this connexion.

138. In its report on the Economic Commission for Asia and the Far East (JIU/REP/69/6, paragraph 60), the Joint Inspection Unit recommended that the Secretary-General should consider improving the existing methods of examination within the United Nations Secretariat of the budget estimates submitted by the regional economic commissions. The report pointed out that at present these estimates are handled by several different offices within United Nations Headquarters without sufficient co-ordination. We again emphasize the need for the budgets of the regional economic commissions to be carefully studied by the Department of Economic and Social Affairs and its Regional Commissions Section before they are submitted to the Budget Division. The Section should become the co-ordinating centre for the most important aspects of the regional economic commissions' budgets, with due regard for differences in trends of activity between one commission and another. This will make for increased efficiency and better administrative control.

139. We are glad to note that the Secretary-General, in his comments on the report on the work of ECAFE, welcomed this recommendation (E/4781/Add.1) paragraph 13(b)). We trust that practical steps will now be taken to give effect to the Joint Inspection Unit's recommendations.

140. We do not intend to reiterate the proposals regarding the presentation of the regional economic commissions' budget estimates, which we originally made in the report on the Economic Commission for Africa (JIU/REP/68/3) and repeated in the report on the Economic Commission for Asia and the Far East (JIU/REP/69/6, paragraph 60). We would merely note that the Secretary-General, in his comments on the Inspection Unit's report concerning ECAFE, said that the Unit's recommendation on this matter presented no difficulties and that, in fact, the information annex to the United Nations budget estimates already contained a presentation, by major activity and by object of expenditure, of the provisions included in the regular budget for each of the regional commissions (E/4781/Add.1, paragraph 13(a)). With regard to these comments by the Secretary-General, we would observe that the information provided in the annex to the budget estimates unfortunately does not give as clear a picture of the Commissions' work programmes and the related expenditure as may be obtained, for example, from the separate parts of the budget estimates concerning UNIDO and UNCTAD.

UNIDO

141. Since UNIDO was established, ECLA has maintained close contact with that Organization. Initially this contact was mainly a matter of holding joint seminars or conferences, or of participating in each other's meetings. It has since been extended

to other fields of activity. With a view to establishing closer relations and co-ordination of work, an agreement was signed in April 1969 laying down the principles and procedure for co-operation between ECLA and UNIDO.

142. In 1969, ECLA had five advisers, four at Santiago and one at the Mexico Office, financed out of the UNIDO regular programme of technical assistance. The function of these advisers is to render technical assistance in their respective subjects to countries requesting it, and to co-operate in research carried out by ECLA. Experience has shown that such co-operation by regional advisers with ECLA at both the country and the regional level is extremely beneficial. A particularly useful activity is their participation in the Commission's technical assistance missions, composed of experts in various branches of knowledge. Such missions are capable of undertaking research into the problems of particular countries or groups of countries.

143. In order to intensify the operational activities of UNIDO in the Latin American countries, four sub-regional field advisers have been appointed by UNIDO besides the above-mentioned five advisers, to be financed out of UNDP funds. These advisers are located in the office of the UNDP resident representatives. The advisers also act as liaison officers for UNIDO with ECLA and its main, as well as sub-regional offices. The functions of the advisers include the co-ordination of activities and programmes between ECLA and UNIDO.

144. Mention should also be made of the joint activities of ECLA, FAO and UNIDO. These organizations reached agreement on the establishment of a permanent Forest Industries Advisory Group, whose main function is to advise Governments at their request on matters relating to forest industries. Favourable comments have already been made on the work of this Group, which is spreading to more and more countries in the region. Negotiations are in progress with a view to establishing a similar group for research and assistance in the development of the food industry in the Latin American countries.

145. Another activity which must be mentioned is ECLA's assistance in the work of various experts and missions sent by UNIDO to individual Latin American countries. In these cases, ECLA's main contribution is to provide the UNIDO experts and missions with information and advice and to comment on their reports concerning the results of their work. However, ECLA has some difficulty in carrying on this work owing to the large number of projects and the variety of specialized subjects handled by UNIDO experts.

146. Several joint ECLA/UNIDO projects are in course of execution in the Latin American region at present, and agreement will probably be reached on several more. Preparations are being made for a regional seminar on incentive policies for industrial development, to be held at Santiago in October 1970. ECLA has been invited to co-operate in organizing another seminar, to be held at Buenos Aires in 1970, on the financing of small-scale and medium-scale industries. In its turn, ECLA counts on UNIDO's participation in a project on the Latin American automobile industry and in joint study of agricultural machinery manufacture and the food processing industry.

147. Despite the agreement concluded between ECLA and UNIDO and the presence of the three sub-regional advisers, who act as liaison officers and co-ordinators between UNIDO and ECLA, co-operation between the two bodies is still on an ad hoc basis. It must, of course, be remembered that each of the two bodies has a different kind of work to do, and that it is difficult to maintain continuous contact across the great distance between their respective headquarters. Also, the programmes of ECLA and UNIDO are prepared at different times, are examined by their legislative bodies at different times, and cover different periods. This naturally causes some difficulties in closer co-operation between the two.

148. Even so, these difficulties however serious, can be overcome if each takes full account of the programme of the other and if both endeavour to give mutual support to these programmes. We are glad to note that a beginning has been made in this direction. The Executive Secretary or his representative was invited by UNIDO to visit Vienna and to participate in the preparation of UNIDO's work programmes for 1971. If this initiative proved successful, it should be made a regular practice. Indeed the evolution of relations between the two bodies should be in the direction of making ECLA progressively a regional arm for the activities of UNIDO in Latin America.

UNCTAD

149. Co-operation between the Commission and the United Nations Conference on Trade and Development (UNCTAD) is developing along favourable lines. The ECLA secretariat has prepared a number of documents for incorporation in UNCTAD reports. Personal contacts are maintained between the corresponding officials of the ECLA and UNCTAD secretariats, particularly on problems of transport. The weakness of this promising co-operation, however, is that it has so far been limited to the provision of various types of material and information by the ECLA secretariat; there is no corresponding

participation by UNCTAD in the Commission's work. It is a hopeful sign, however, that of late, as its resources have increased, UNCTAD has tended to involve itself more actively in the regional work of the economic commissions, particularly in matters of shipping.

150. ECLA also maintains extremely close relations with the UNCTAD/GATT International Trade Centre, particularly as regards training courses in export promotion. In late 1969 a number of country courses were held in the Latin American region on a joint basis and in early 1970 a training course for the English-speaking countries of the Caribbean was sponsored jointly by the International Trade Centre and ECLA, with the financial collaboration of the Swedish Government. A regional training course financed under UNDP and sponsored jointly by ECLA and the International Trade Centre is scheduled for late 1970.

151. The other regional economic commissions

There is no continuous contact between the regional economic commissions. Personal contact between the economic commissions is virtually non-existent, apart from the meetings of Executive Secretaries at conferences held by the United Nations Secretariat. Any information on their work in matters of interest to all of them is exchanged not on a regular basis, but only sporadically. The time has evidently come to give serious attention to this problem.

152. A number of suggestions come to mind in this connexion, that point to the areas in which inter-regional co-operation could be effectively encouraged or intensified.

1. Operational Level

(a) Experts: At present, seminars and expert groups financed out of OTC funds recruit experts mostly from the developed countries, plus a few from the region where the Commission concerned is located. And yet it is clear that qualified senior staff members of a Commission serving a developing region can be expected to better appreciate the problems facing another Commission in another developing region and to offer more realistic advice than could normally be expected of experts from the more developed countries, whose qualifications, however high, are often not attuned to the specificities of development problems. It would be desirable, therefore, to introduce the practice of loaning out, as experts for seminars and expert groups, from one regional Commission to another, senior staff members with expert knowledge of a particular subject.

(b) Participation at meetings: At present, only global bodies - the specialized agencies, as well as UNCTAD and UNIDO - send representatives to participate in meetings of the regional economic commissions. It would be mutually beneficial if this practice were extended to the regional commissions themselves, so that meetings of one Commission could be attended by representatives of all the others, though of course on a selective basis. For example, at the ECAFE Committee on Industries, ECE, ECLA, and ECA could be represented by their chiefs of Industries Divisions. This kind of participation would lead not only to the sharing of technical knowledge, but also to better co-ordinated programmes of activities between the Commissions. Likewise, taking advantage of the sessions of the various global bodies (such as the specialized agencies, UNCTAD and UNIDO), at which observers from the regional commissions are present anyway, the latter could hold each time a brief ad hoc inter-regional seminar on certain selected topics.

2. Inter-secretariat co-operation and co-ordination

(a) Exchange of staff: There should be a staff exchange programme between the different regional economic commissions. Such exchanges should be perhaps on a two or three-year basis, so that the staff member is not absent for too long a period from his mother commission and country of residence. This kind of exchange would no doubt facilitate in-depth and comparative knowledge of the problems facing the different developing regions, and promote diversified approaches to solving them.

(b) Exchange of information on technical studies: The Regional Commissions Section is in the process of organizing a "clearing house" of information on the technical studies undertaken by the four regional commissions. By classifying the contents of all the studies which the commissions have undertaken and circulating this information on a periodic basis to all the Commissions and UNESOB, it is hoped that the commissions will become more aware of what the sister organizations have done. In this way, duplication of research might be avoided and cross-fertilization of ideas could result.

(c) Regional Economic Commissions Bulletin: It would be useful if resources could be provided to the Regional Commissions Section at Headquarters to publish a monthly bulletin, along the lines of the UNDP Bulletin, giving summary information of the latest activities of the regional commissions and UNESOB. The distribution should be as widespread as possible, including, apart from Governments, Universities and other institutions.

IX. ECLA's RELATIONS WITH THE SPECIALIZED AGENCIES

153. We were glad to find that close, businesslike co-operation prevails between the Economic Commission for Latin America and the specialized agencies. Every effort is made to ensure that the operations of ECLA and of the specialized agencies proceed harmoniously and without duplication of any kind, and that as they develop in various directions, they also complement one another. We were likewise glad to find recognition of the common objectives pursued by the United Nations bodies and specialized agencies working in the social and economic fields, and an awareness of the special role and responsibilities of the Commission, whose activities, under its terms of reference, cover many areas in which specialized agencies and other United Nations bodies operate.

(a) Inter-Governmental Maritime Consultative Organization (IMCO)

This organization has recently shown a growing interest in expanding its activities in the Latin American Region, in close co-operation with ECLA. Its consultants have visited various Latin American countries to study the development of maritime transport. The possibility of undertaking a joint ECLA/IMCO programme in the region is now being explored.

(b) International Civil Aviation Organization (ICAO)

The ICAO Secretariat has in recent years taken an active part in the supply of information to ECLA for the preparation of the annual Economic Survey. The possibility of undertaking joint ECLA/ICAO programmes relating to air transport is under consideration. The difficulty is that the secretariat of ECLA lacks staff with the necessary qualifications.

(c) International Telecommunication Union (ITU)

This Organization has shown interest in establishing closer co-operation with ECLA on the same terms as with ECAFE and ECA. Apart from the lack of suitably qualified staff in the secretariat of ECLA, closer co-operation between ITU and ECLA is affected by the fact that telecommunications problems in the Latin American region are the concern of the Organization of American States (OAS).

(d) Food and Agriculture Organization of the United Nations (FAO)

As already noted, the ECLA secretariat has a Joint ECLA/FAO Agriculture Division with a professional staff of eight; four of whom are FAO economists. The Director of the Division is a FAO representative, while his deputy is a member of the secretariat of ECLA. The Division deals with all aspects of the development of the agricultural economy in Latin American countries and maintains close contact with FAO Headquarters

and with its regional and other representatives in Latin America. There are frequent meetings attended by senior members of the secretariats of both FAO and ECLA at which matters of common interest to the two organizations are discussed. The Food and Agriculture Organization supplies ECLA with agricultural information which cannot be obtained from other sources. The secretariat relies almost exclusively on FAO statistics. The secretariat of ECLA, in its turn, carries out agricultural studies at the request of FAO Headquarters.

(e) International Labour Organisation (ILO)

The main item of co-operation between the ILO and ECLA is the latter's assistance in the execution of the Ottawa Plan. Our comments on co-operation under this Plan are made in paragraphs 65-67.

(f) United Nations Educational, Scientific and Cultural Organization (UNESCO)

We did not come across significant points of contact between UNESCO and ECLA. This was presumably due to the fact that there is not much common ground between UNESCO's and ECLA's activities at any rate at present so far as UNESCO's regional office in Santiago is concerned. However, judging by the proceedings of the 1969 session of the Commission in Lima, member States have shown special and growing interest in, among other things, the transfer of science and technology and co-operation with regional centres for scientific development. UNESCO, with its responsibilities in the sphere of science and technology, will, it is hoped, be able to devise fruitful means of collaboration in this field with ECLA. We would add that we have been informed that in the past a great deal of staff time has been devoted to co-operation with UNESCO in the organization of regional conferences and seminars and that UNESCO has since our visit made additional requests of this kind.

154. Although co-ordination of activities between ECLA and the specialized agencies operating in Latin America is by and large satisfactory, it could be further improved in a number of fields.

155. This is graphically demonstrated by the situation with regard to technical assistance to Latin American countries in the field of statistics.

156. On 30 September 1969, forty-seven statistical experts were working in Latin America (including the Caribbean area).

	<u>Country programmes</u>	<u>Regional programmes</u>
United Nations	13	2
FAO	9	1
UNESCO	2	1
WHO	15	-
ILO	3	1

There are also two United Nations inter-regional advisers, who may travel to any State Member of the United Nations to give assistance on request.

157. No single authority co-ordinates the work of these experts in the field of statistics. Each one works according to the programme laid down for him by the specialized agency to which he is responsible. There is no contact between ECLA and the specialized agencies with regard to the statistical programme. It sometimes happens that several experts in different branches of statistics, representing different specialized agencies, are at work in the same country. Moreover, not all the branches of statistics in which the experts work are of prime importance to the country concerned.

158. The area of statistics is not the only instance of such poor co-ordination. The question arises: must the resources and efforts of various organizations of the United Nations system be dissipated in this way? Would it not be better to combine their efforts and when such programmes are already closely interwoven, as they are in the case of statistics, carry out joint programmes? In this specific case, at all events, it is a priority matter so far as Latin America is concerned, and we would propose that consideration be given to the idea of establishing a Latin American body on the lines of the "Conferences of Statisticians" existing in other regions. The Economic Commission for Latin America would be responsible for the Conference, but the specialized agencies, the Statistical Division of United Nations Headquarters and, if it should so wish, the Inter-American Statistical Institute of OAS, would participate directly in its work.

159. Generally, it would be more judicious in our opinion to send out teams of experts from several organizations to assist countries, instead of sending our experts individually. We are convinced that such integrated assistance would be of greater benefit to the developing countries and would permit more effective use of the limited resources available.

X. ECLA'S RELATIONS WITH INTER-GOVERNMENTAL ORGANIZATIONS

160. A special feature distinguishing ECLA from its sister commissions in Asia and Africa is that it finds itself among a multitude of inter-Governmental organizations outside the United Nations system, which are engaged in similar or adjacent fields of activity. These are the Organization of American States and its allied and subsidiary bodies, the Latin American Free Trade Association (LAFTA), the Central American Common Market (CACM), the Caribbean Free Trade Association (CARIFTA), the Andean Group of Countries and the Special Committee on Latin American Co-ordination (CECLA).

161. In accordance with the wishes of the Commission, working arrangements have been established between ECLA and these bodies on the basis of mutual benefit and to the advantage of the member States of the region, with a view to avoiding duplication of effort, exchanging views and information and utilizing the results of each other's studies and research. These take various forms. Thus:

- the Executive Secretary is a member of the Co-ordinating Committee of the Inter-American Economic and Social Council which is a subsidiary body of the OAS. The Committee, set up in 1961, tries to ensure avoidance of duplication;
- the Executive Secretary is an adviser to the Inter American Committee on the Alliance for Progress (CIAP) and he either attends personally or sends a representative to its most important meetings;
- a representative of ECLA is a member of the Joint Group of Experts from OAS, IDB, ECLA, to help the Inter-American Economic and Social Council in evaluation of development plans and programmes;
- ECLA experts participate in joint missions sent out by OAS, IDB and ECLA to assist governments of Latin American countries in planning and programming social and economic development;
- ECLA provides technical advice to LAFTA and participates in technical discussions in the Standing Executive Committee of LAFTA; a Permanent Representative of ECLA is posted to LAFTA to Montevideo;
- ECLA acts, particularly through its Mexico Office, as technical adviser to CACM and prepares various surveys and studies on problems of interest to that Organization;

- through the Caribbean office to CARIFTA, ECLA provides active assistance in the formulation and preparation of measures for the closer economic integration of Caribbean countries in such spheres as shipping, trade and transport and other forms of economic co-operation;
- ECLA services and assists the Andean Group of countries by carrying out various surveys and preparing studies and documents for the meetings of the countries belonging to this Group;
- ECLA acts as technical secretariat to CECLA (which has no permanent secretariat of its own) and assists that body by preparing basic documents on questions relating to international trade and connected with the UNCTAD. Thus the secretariat prepared basic documents for the sixth session of CECLA held at Viña del Mar, Chile, in April and May 1969 at which the well-known declaration of Viña del Mar was adopted on problems connected with economic relations between the Latin American countries and the United States.

162. The necessity of co-operation and co-ordination with these various bodies no doubt throws a considerable burden on the resources of ECLA, but in the special circumstances of Latin America such co-operation is not only a realistic necessity, but is commendable in itself and facilitates ECLA's mission and objectives in the Latin American region. Insofar as it benefits member countries, this is all to the good. It is obvious, however, that such co-operation should be a two-way traffic and should result in the avoidance of duplication of effort, and that the burden of such co-operation should not affect ECLA's normal work under the terms of its mandate. Nor should such co-operation affect ECLA's position as part of the United Nations system, of an objective and intellectually impartial body, rendering advice in the economic field to all governments of the region. Happily, after our talks with Mr. Quintana, the Executive Secretary, and his colleagues, and with Dr. Prebisch, Director-General of ILDES and former Executive Secretary of ECLA, we noted that the Commission's secretariat is fully aware of these facts and are seeing to them.

Conclusions

163. In the preceding pages we have made a four dimension of ECLA and its sub-regional offices. It would be useful now to visualize the perspectives of the future from the point of view of ECLA's maximum efficiency and usefulness.

164. We have already recorded our view that ECLA has performed a necessary and useful role in the economic development of Latin America. It has an equally important role to play in the future, provided: first, that its orientation, organization and methods are adjusted so as to respond to the evolving needs of regional economic co-operation and integration, and that its programmes are action-oriented, as desired by member States of the Commission, and, secondly, that its position in the UN family of organizations and the inter-relationship between ECLA and other bodies in the UN system are suitably defined, so that maximum use is made of this regional body with its accumulated knowledge and experience in the field of economic development in Latin America.

165. We have already indicated that ECLA must continue its work of economic studies and research, providing leadership in this field among the multitude of UN and non-UN organizations in Latin America. Furthermore, we consider that in the future, its advice should continue to be available to individual Governments and to various regional and sub-regional intergovernmental bodies. ECLA will need to have a fresh look from time to time at its methods of work, organization and priorities, so as to meet the needs of regional and sub-regional co-operation in the vast area covered by it.

166. Equally important in our view is the need, both for ECLA and for the UN system as a whole, to adjust and if necessary to define or redefine, their relations on the basis of maximum mutual advantage. At present, despite the fact that the co-operative relations that exist with the specialized agencies and with other bodies, are by and large satisfactory, we, ourselves, have not been able to see clearly a proper definition of ECLA's position and role within the UN system.

167. For ECLA to carry out its mandate in accordance with the resolutions of ECO/30C and to be of maximum benefit to the UN system and to member States, it is necessary that closer relationship be established between ECLA and the Specialized Agencies, UN Headquarters, UNCTAD, UNIDO, and UNDP. The existing lien should be strengthened and reinforced in the future, so that ECLA may play a positive and dynamic role in the field of United Nations assistance to developing countries in the region. We do not subscribe to the view which relegates regional economic commissions to the position of mere

research bodies devoid of any kind of operational role. It would be fair neither to the United Nations, nor to ECLA, nor indeed to Member States, if ECLA were left to play a mere ornamental role, outside the main current of UN development assistance.

168. Crucial to the role of ECLA in the future will be its relationship with the Department of Economic and Social Affairs and with the UNDP at UN Headquarters. A fruitful two-way partnership should be developed between the three bodies in the manner we have indicated in the preceding notes. There is no excuse for keeping ECLA on the sidelines, without using it to the maximum extent and delegating functions as well as resources to them where necessary. As a first essential step, a satisfactory communications system should be developed between ECLA and UN Headquarters, not merely in the physical but in the substantive sense.

169. In the future the rather tenuous and ad hoc rapport between UNDP and ECLA should, we think, be converted into a close and systematic link between the two bodies, each deriving advantage from the knowledge, expertise and experience of the other and making use thereof for the benefit of the Member States. ECLA possesses expertise in the field of planning economic studies and evaluation; UNDP is the most important instrument of the United Nations system in the operational field. These qualities are mutually complementary and we do not see why they cannot with advantage be married. We have indicated in the preceding paragraphs how this could be achieved.

170. With regard to the specialized agencies, it is recognized that there is more common ground between ECLA and some agencies than others. Indeed some specialized agencies have only marginal points of contact with ECLA. However, a good rule for the specialized agencies to follow would be: (a) to keep the Commission fully informed beforehand of any activities, missions, etc., which are undertaken by them in the Latin American region, the purposes thereof and the results of such missions; (b) to invite ECLA to make suggestions or comments on any matters regarding which these could be useful; (c) to make full use of the studies already undertaken by ECLA in the development of their own respective programmes.

171. With regard to UNCTAD and UNIDO, which are, so to speak, members of the same family as ECLA, we envisage a much tighter relationship on the lines indicated in paragraphs 141 to 150. We have already noted that closer relations are underway. But we believe that there is more scope for such development in the future.

RECOMMENDATIONS
FOR CONSIDERATION/ACTION BY THE ADMINISTRATION (HEADQUARTERS)
AND FOR APPROVAL BY THE COMMISSION AS APPROPRIATE

Organizational Structure of ECLA

Recommendation 1

The Member States of the Commission may wish to review the existing organizational structure and methods of work of the Commission with a view to providing better opportunities for the exercise of their responsibilities in regard to the formulation of programmes, the establishment of priorities and control over the execution of such programmes. In this connexion, the experience of the three other regional commissions is relevant (paras. 16-20; 109-112).

Specific features of the formulation of ECLA's work programmes

Recommendation 2

In order to facilitate the work of Member States in the exercise of their constitutional responsibility to approve the Commission's draft work programme, it would seem advisable that the information supplied to them be sufficiently comprehensive and so presented as to give them a clear idea of:

- (i) what resources are needed to carry out this programme;
- and (ii) where these resources are expected to come from (paras. 24-27; 109-112).

Latin American Conference of Statisticians

Recommendation 3

Thought might be given to the establishment of a Latin American body along the lines of the "Conferences of Statisticians" that exist in other regions (paras. 153-159).

Organizational structure of the secretariat

Economic Development and Research Division

Recommendation 4

Consideration should be given to making the Research and Planning Division the nerve centre for economic thinking and for stimulating comprehensive measures for regional economic co-operation. This Division should be both a thinking division, providing through its studies and economic analyses the raw material for further planning; and a service division to the various substantive divisions in ECLA (para. 36).

Recommendation 5

The possibility may be considered of making the Economic Survey of Latin America a biennial publication, any salient changes in the intervening periods being reported in supplements (para. 38).

Statistical Division

Recommendation 6

(a) The Statistical Division might concentrate more on serving the needs of the secretariat and its various divisions and gear its programme more directly to the programme of the main divisions, especially the Economic Development and Research Division (paras. 39-41);

(b) Consideration might be given to making the Statistical Division a part of the Economic Development and Research Division, while maintaining its special identity as a Technical Unit (para. 35).

Industrial Development Division

Recommendation 7

The work being done in the Industrial Development Division on science and technology should be stepped up. Studies could be undertaken systematically on selected topics in this field, which should become a regular part of the Commission's programme. Eventually, as this work develops, it might become advisable to establish a special unit in the secretariat which would be made responsible for it (para. 46).

Natural Resources and Energy Programme

Recommendation 8

An effort should be made to enable the secretariat of ECLA to participate more frequently in joint meetings with other United Nations bodies and with Headquarters, dealing with matters of concern to this Programme (paras. 52-53).

Recommendation 9

The Natural Resources and Energy Programme could be kept better informed about the activities of the Resources and Transport Division of the United Nations Secretariat, in so far as they concern the ECLA region, and efforts should be made to bring ECLA into joint participation with Headquarters on such projects as the five-year survey of the development of non-agricultural natural resources in Latin American countries (paras. 53-54).

Trade Policy Division

Recommendation 10

The establishment of the ECLA Trade Promotion Centre - a project endorsed by ECLA already at its twelfth session, in July 1967 - should be speeded up (paras. 58-59).

Social Affairs Division

Recommendation 11

In view of the apparent lack of sufficient co-ordination between the various offices at Headquarters dealing with social affairs, an effort should be made, at least at the level at which ECLA participates in social projects, to organize such participation at the three stages of planning, projecting and implementation (paras. 66-67).

Latin American Economic Projections Centre

Recommendation 12

There could be closer co-operation between the Centre and the Economic Development and Research Division of the secretariat of ECLA and thought might be given to placing this Centre under the authority of the Division (para.73).

Public Administrative Unit

Recommendation 13

The usefulness of this Unit, unless it is provided with resources concomitant with its function, would seem to warrant reconsideration (para. 74).

Mexico Office

Recommendation 14

(a) The number of sub-divisions of this Office could be reduced, their existence being geared strictly to the needs and circumstances of the sub-region (para. 81);

(b) Conversely, the office of the Director could be strengthened (idem);

(c) The co-ordination function of the Office in relation to the United Nations Technical Assistance programme needs to be reviewed in order to bring the Office into closer relationship even with those projects which, although operated by organizations outside the United Nations system or by independent groups, include United Nations advisers and experts (para. 82).

Office of the Caribbean

Recommendation 15

(a) Communications between the ECLA secretariat and the Office of the Caribbean, both in substantive and administrative matters, should be systematized and it might be considered whether it would be conducive to efficiency to channel them through the office of the Executive Secretary (para. 86);

(b) Contacts between the Office and UNDP should be improved. Specifically, the Office should be kept informed about and, if possible, be enabled to participate in the examination and formulation of Special Fund sub-regional projects. Also, all expert reports relating to these projects should be sent to the Office as a matter of course (para. 88).

Rio de Janeiro Office

Recommendation 16

The question of the continuation of this office might be reviewed (para. 94).

Bogotá Office

Recommendation 17

The role of the Office should be reviewed in the light of the establishment of the Andean Group and the Office itself should be strengthened, mainly by Technical Assistance advisers and experts (para. 98).

The Operational role of ECLA

Recommendation 18 1/

(a) Since such projects as training centres and institutes of research and technology would be likely to be more beneficial when established on a multinational or regional basis, ECLA should be consulted in regard to all such projects and assuming that they are approved, be given the necessary authority to participate in them (para. 126 (a));

(b) Prior to joining their posts, all experts might spend a minimum of time at ECLA headquarters or in the sub-regional offices, to be briefed about their country of assignment, obtain additional data about the projects on which they are to work (where necessary), find out about what ECLA has already done in the given field (if anything), and collect any additional pertinent data which the secretariat may have at its disposal (para. 126 (b));

1/ With some qualifications, the suggestions in this recommendation are equally applicable to ICAEL and ECA.

(c) Copies of project descriptions submitted by Governments to the Special Fund component should be transmitted to ECLA by the Resident Representatives directly, in full and in good time prior to their approval, so that the Commission's views could be taken into account when assessing the merits of these projects (para. 126 (c));

(d) ECLA should receive as a matter of course:

(i) All progress and final reports on Special Fund projects carried out in the region;

(ii) Copies of the results of all studies carried out for the Special Fund by various sub-contractors and other outside consultants (para. 126 (d)).

(e) ECLA should undertake pre-project evaluation of all UNDP regional projects and such evaluation reports should be submitted to the Governing Council at the same time as the projects themselves (para. 133(a));

(f) ECLA should undertake pre-project and project evaluation of all multinational regional and sub-regional projects, as well as of projects initiated by it (para. 133(b));

(g) ECLA should be used more extensively than at present in the pre-project, in-project and post-completion evaluations of multi-disciplinary country Special Fund projects, for instance, by forming part of the evaluation teams which UNDP send out periodically to evaluate such Special Fund Projects in the field (para. 133(c));

(h) ECLA could be made team leader and co-ordinator of any development planning advisory group constituted by UNDP at the request of a Government (para. 133(d));

(i) ECLA should be invited to take part, from the beginning, in the preparation of regional projects concerning which special decisions have been made by the Commission or which relate to matters of which it has experience or in which it is directly interested (such as institutes on economic and social problems) and which are of interest to the Commission (para. 133(e));

(j) The Technical Assistance Co-ordinating Unit in the ECLA secretariat should be strengthened for the purpose of co-ordinating the work of the Commission on regional and sub-regional UNDP projects (para. 133(g)).

Staffing and other problems of the secretariat

Recommendation 19

(a) It would seem advisable that existing United Nations procedures for the recruitment and extension of the contracts of professional staff be speeded up and simplified (paras. 99-104);

(b) Serious thought might be given to the whole problem of in-service training, inasmuch as this could help alleviate the shortage of professional staff - a shortage which is becoming steadily more acute in the secretariat of ECLA (para. 103);

(c) The United Nations Secretariat might usefully work out a programme of staff exchanges between ECLA and the various departments at Headquarters. These exchanges should be on a selective basis for periods of two to three years, and applicable essentially to those fields in which the expertise available in one office can fill a gap or deficiency in another (para. 104).

Recommendation 20

A building construction code (or manual) is urgently required for the guidance of those concerned, both at Headquarters and in the field. Such a code (or manual) should set out in detail the various procedures - from the calling of designs and tenders to the completion stage of the building - with a precise demarcation of responsibilities among officials at Headquarters and in the field for the various decisions relating to the whole process of construction, together with an appropriate delegation of authority and a reliable system of checks and counter-checks. Though some degree of flexibility should be allowed in view of possible unforeseen contingencies, generally strict compliance with the rules laid down in this code (or manual) should be insisted upon. (para. 106).

Recommendation 21

It would seem advisable that the Regional Commissions Section in the Department of Economic and Social Affairs at Headquarters be duly strengthened with a view to assuring better liaison with and co-ordination between the commissions (para. 137).

Recommendation 22

It would seem proper that the Regional Commission Section, which is clearly the office most conversant at Headquarters with the problems of ECLA, participate in the discussions between the Budget Division and the programme co-ordinator of the Department of Economic and Social Affairs, which result in the approval of the Commission's programme and budget (paras. 137-138).

Recommendation 23

Resources might be provided to the Regional Commissions Section to publish a monthly bulletin along the lines of the UNDP Bulletin, giving summary information of the latest activities of all regional commissions and UNESOB. The services of CESI could be utilized for this purpose. Distribution should be as widespread as possible and should include not only Governments, but universities and other institutions (para. 152, 2 (c)).

ECLA's relations with the other regional economic commissions

Recommendation 24

(a) Representatives of the regional commissions should attend one another's sessions, as do representatives of the specialized agencies, as well as UNCTAD and UNIDO, these representatives being chosen on a selective basis from among the senior staff members having regard to the agenda of the Commission meetings (para. 152.1 (b));

(b) Advantage should be taken of the presence of observers from the regional economic commissions at UNIDO, UNCTAD and other meetings to hold ad hoc inter-regional seminars on selected subjects (*idem*).

Recommendation 25

The practice of inviting ECLA's Executive Secretary or his representative to participate in the preparation of UNIDO's work programme should become regular practice and be expanded into mutual consultations, so that UNIDO and ECLA may take full and serious account of, and harmonize and give support to each other's programmes. The evolution of relations between the two bodies should be in the direction of making ECLA progressively the regional arm of UNIDO in Latin America (para. 148).

RELATIONS WITH INTER-GOVERNMENTAL ORGANIZATIONS

Recommendation 26

(a) Just as ECLA makes available the results of its research work to the various inter-governmental organization with which it maintains relations, arrangements might be entered into whereby the latter would likewise make the results of their studies available to ECLA (para. 162);

(b) There could also be an agreement, whereby both ECLA and these inter-governmental organizations keep one another informed as to their respective research programmes - this, to avoid unnecessary duplication (*idem*).