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EXTRACTS OF RECENT DECISIONS AND DOCUMENTS
OF UN ORGANIZATIONS, MEMBERS OF ICSPRO,
RELEVANT TO THE WORK OF THE COMMISSION

(SS-83/WS/69)

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CROSS-ORGANIZATIONAL PROGRAMME ANALYSIS

Cross-organizational programme analysis of the activities of
the United Nations system in marine affairs

Report of the Secretary-General

SUMMARY

The Committee for Programme and Co-ordination decided at its twenty-first session to consider a cross-organizational programme analysis in marine affairs at its twenty-third session. Mandates, activities and outputs of the system are analysed in terms of broad issue areas, main substantive areas and means of action employed in order to determine whether the activities respond to the needs of member States. While noting the complexity of the field, the analysis indicates that the activities of the system generally constitute a well-organized response to the current needs of member States and that there is a high degree of co-operation among organizations. The potential impact of the United Nations Convention of the Law of the Sea on national needs is noted and possible recommendations by the Committee are suggested.

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INTRODUCTION

1. The seas and oceans of the world have long been a subject of international concern. Aspects of the use of ocean space have been governed by international law for centuries, and scientific exploration of the oceans has for decades been a major focus of international co-operation. The declaration by the General Assembly, in its resolution 2749 (XXV) of 17 December 1970, of the area of the sea-bed and ocean floor and the subsoil thereof, beyond the limits of national jurisdiction, as well as its resources, as the common heritage of mankind set the stage for concerted joint action to exploit those resources. As mankind's demand for natural resources and its capacity to exploit marine resources and space grow, so will the importance of international action in marine affairs.

2. This increasing international involvement in marine affairs has been reflected in action in specific fields by many organizations of the United Nations system taken since their foundation through various intergovernmental committees, collaborative arrangements and global programmes. More recently, since 1973, the Third United Nations Conference on the Law of the Sea has provided a comprehensive focus on marine affairs for the international community. The work of the Conference served to draw attention to the broad international aspects of marine affairs, and the adoption of the United Nations Convention on the Law of the Sea in 1982 provided an opportunity to reflect on what will be required of the international community in this field over the coming decades. While the Conference itself was largely concerned with the legal framework governing the rights and duties of States in marine matters, the new legal régime will clearly have a much wider significance for related international co-operation. New or expanded requirements for international action will derive directly from provisions of the Convention and indirectly from the stimulus provided by the adoption of the Convention to marine affairs activities of member States. This development has already been partially foreshadowed by the Conference's adoption on 30 April 1982 of a resolution on development of national marine science, technology and ocean service infrastructures (A/CONF.62/L20) and the adoption by the General Assembly on 3 December 1982 of resolution 37/66 concerning United Nations action to follow up the results of the Conference.

3. The present cross-organizational programme analysis has been structured in accordance with the relevant decisions of the Committee for Programme and Co-ordination (CPC) at its eighteenth through twenty-first sessions and is intended to describe the current state of work in marine affairs by the United Nations system in a way which will permit Governments to determine the degree to which activities meet the new requirements for action in the light of the new legal structure for marine affairs.

4. Marine affairs activities include all programme activities and operational projects that deal directly with the seas and oceans. In applying this "salt water test", coastal and land-based activities, such as transit arrangements for land-locked States, which have obvious relevance have also been included. To permit comparison among diverse marine affairs activities, they have been classified into broad categories of key issues addressed, as well as by their main substantive content.

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I. WHO WORKS IN MARINE AFFAIRS?

5. During the biennium 1982-1983, 17 major organizational units of the United Nations and 11 specialized agencies* are undertaking 456 distinct marine affairs activities, whose total cost is estimated at \$371.3 million. These activities vary in size and include parts of regular work programmes, technical co-operation projects and a number of large loans. As can be seen in table 1 below, 134 of the activities, at a biennial cost of \$78.8 million, are included in regular programmes, which are formulated at the intergovernmental level. Technical co-operation activities programmed at the national or regional level account for 296 activities, at a biennial cost of \$70.0 million, and there are 26 loan projects of the World Bank and IFAD with a biennial cost of \$222.4 million. While the programme activities identified were in most cases defined at the level of the subprogramme, this was not always appropriate or possible. Accordingly, the number of activities must be interpreted carefully when comparing the various organizations and units.

6. Of the \$149 million in regular programmes and technical co-operation, the regular assessed budgets of the United Nations and other organizations of the system accounted for \$50.9 million, and extrabudgetary sources for \$98.1 million. Of these extrabudgetary funds, about 434 per cent are accounted for by UNDP, 46 per cent by funds-in-trust, 3 per cent by the Environment Fund, 5 per cent by the World Bank and 2 per cent by reimbursements for overhead costs of backstopping technical co-operation projects.

* These include the United Nations (Office of the Special Representative for the Law of the Sea (UNCLOS), the Office of Legal Affairs, the Department of Political and Security Council Affairs (PSCA), the Department of International Economic and Social Affairs (DIESA), the Department of Technical Co-operation for Development (DTCD), the United Nations Centre on Transnational Corporations (UNCTC), the United Nations Centre for Human Settlements (UNCHS), the Economic Commission for Europe (ECE), the Economic and Social Commission for Asia and the Pacific (ESCAP), the Economic Commission for Latin America (ECLA), the Economic Commission for Africa (ECA), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Industrial Development Organization (UNIDO), the United Nations Environment Programme (UNEP), the United Nations Development Programme (UNDP), the United Nations Institute for Training and Research (UNITAR) and the United Nations University (UNU)), the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) (Division of Marine Sciences and Secretariat of the Intergovernmental Oceanographic Commission (IOC)), the World Health Organization (WHO), the World Bank, the International Civil Aviation Organization (ICAO), the International Telecommunication Union (ITU), the World Meteorological Organization (WMO), the International Maritime Organization (IMO) (formerly the Inter-Governmental Maritime Consultative Organization (IMCO)), the International Fund for International Maritime Organization (IMO), the International Fund for Agricultural Development (IFAD) and the International Atomic Energy Agency (IAEA).

Table 1. Analysis of marine affairs activities of the United Nations system in the biennium 1982-1983

Organization	Regular programme activities		Technical co-operation activities		Financial assistance activities		Total	
	Number	Thousands of dollars	Number	Thousands of dollars	Number	Thousands of dollars	Number	Thousands of dollars
United Nations								
UNCLS	1	4 629.0	-	-	-	-	1	4 629.0
PSCA	1	704.0	-	-	-	-	1	704.0
Office of Legal Affairs	2	225.7	-	-	-	-	2	225.7
DIESA	6	1 346.7	-	-	-	-	6	1 346.7
DTCD	2	403.6	19	2 987.5	-	-	21	3 391.2
UNCTC	1	15.0	-	-	-	-	1	15.0
UNCHS	-	-	5	81.7	-	-	5	81.7
ECE	2	67.0	-	-	-	-	2	67.2
ESCAP	6	3 141.5	3	7 422.0	-	-	9	10 563.5
ECLA	3	505.5	-	-	-	-	3	505.5
ECA	5	555.1	3	721.0	-	-	8	1 276.1
UNCTAD	10	1 554.5	30	5 096.0	-	-	40	6 650.5
UNIDO	2	326.9	9	505.0	-	-	11	831.9
UNDP	-	-	10	425.0	-	-	10	425.0
UNEP	12	19 916.7	-	-	-	-	12	19 916.7
UNITAR	1	13.0	-	-	-	-	1	13.0
UNU	1	480.0	-	-	-	-	1	480.0
Total United Nations	55	33 884.3	79	17 238.2	-	-	134	51 122.5
ILO	4	2 976.8	5	678.5	-	-	9	3 655.3
FAO	9	19 668.6	119	33 335.2	-	-	128	53 003.8
UNESCO								
UNESCO Secretariat	7	4 109.3	21	6 899.8	-	-	28	11 009.1
IOC Secretariat	15	4 344.0	-	-	-	-	15	4 344.0
WHO	2	651.0	-	-	-	-	2	651.0
World Bank	-	-	5	134.0	22	215 110.0	27	215 244.0
ICAO	4	68.7	-	-	-	-	4	68.7
ITU	3	511.4	6	2 317.0	-	-	9	2 828.4
WHO	9	1 891.8	2	20.0	-	-	11	1 911.8
IMO	21	7 245.0	52	8 853.1	-	-	73	16 098.1
IFAD	-	-	-	-	4	7 290.0	4	7 290.0
IAEA	5	3 487.1	1	20.0	-	-	6	3 507.1
WTO ^{a/}	-	-	1	120.0	-	-	1	120.0
Government execution	-	-	5	502.0	-	-	5	502.0
TOTAL	134	78 837.9	296	70 117.8	26	222 400.0	456	371 335.7

^{a/} The World Tourism Organization (WTO) is included as an executing agency for UNDP-funded technical co-operation projects.

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7. The activities of the Environment Fund are conceived as co-operative programmes carried out by organizations both inside and outside the United Nations system with the active collaboration of UNEP; and UNEP itself directly administers some of the activities financed by the Environment Fund. The bulk of UNEP activities have therefore been grouped under UNEP itself, although some UNEP-financed activities (totalling \$136,400) have been included under the co-operating agencies.

8. Although in monetary terms financial assistance is the largest form of activity, it is a rather special case for this analysis. The 26 activities concerned consist of loans in the port development and fisheries sectors executed by the World Bank and IFAD and one partially marine-related telecommunications loan by the World Bank. The 19 port development loans are usually substantial, but narrowly focused, capital investment projects, and while they clearly indicate a certain priority in the use of multilateral capital investment funds, the loans themselves usually have limited direct relevance to other United Nations activities and broader policy concerns than marine affairs. Moreover, while the two fisheries loans by the World Bank and the four loans by IFAD are clearly important to the countries concerned (Democratic Yemen, Djibouti, Ecuador, Grenada, India and Mexico), they have a limited relation to broader policy questions of fisheries. As the financial weight of the loans might distort the analysis, attention will be focused on regular programme activities and technical co-operation projects.

9. If the activities of its various units are added together, the United Nations has the largest number of activities and ranks third overall in terms of financial outlays. If the World Bank is excluded, the most important organization in financial terms is FAO, which has both a large regular programme and the largest proportion of technical co-operation activities. Other large programmes are those of IMO and the activities of UNESCO and its Intergovernmental Oceanographic Commission (IOC). If taken separately from the rest of the United Nations, UNEP, UNCTAD and ESCAP would rank high in money terms: UNEP because of its regional seas programme, UNCTAD because of technical co-operation activities in shipping and ESCAP because of a relatively few activities concerned with offshore petroleum and minerals exploration. When the present report was prepared, financial information for certain UNEP activities was available only for 1982, so the actual total for UNEP is somewhat understated. Other organizations or organizational units with estimated biennial expenditures over \$1 million include UNCLS, ILO, IAEA, DTCD, ITU, WMO, DIESA and ECA.

10. The distribution of regular programme and technical co-operation activities by main substantive areas is shown in table 2. Port development would have been the largest main area in money terms (\$179.8 million) if World Bank lending activities had been included in the total. As it is, fisheries is the category with the most activities and the greatest expenditure, reflecting both the volume of FAO's technical co-operation projects and the size of its regular programme. Shipping is second in terms of number of activities and fourth in money terms, while research is third in frequency but second in the amount of money. The category relating to institutional arrangements for surveillance, enforcement, management and control ranked fifth in number of activities but third in terms of resources. Sectoral emphasis within this category, as shown by indicated secondary areas, is evenly distributed among categories, including notably legislation, monitoring, marine scientific research, conservation, and transfer of technology.

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Table 2. Coverage of substantive areas by regular programme and technical co-operation activities of the United Nations system in the biennium 1982-1983

Substantive area	Organizations reporting		Regular programme		Technical co-operation		Total	
			Number of activities with primary emphasis	Thousands of dollars	Number of activities with primary emphasis	Thousands of dollars	Number of activities with primary emphasis	Thousands of dollars
	Primary emphasis	Secondary emphasis						
Fisheries	FAO, United Nations, UNESCO/IOC, World Bank, IMO	United Nations, FAO, UNESCO/IOC, IMO	10	17 430.0	93	27 000.5	103	44 430.6
Shipping	IMO, United Nations, World Bank, ICAO	United Nations, FAO, ITU, IMO	27	7 027.8	55	8 367.1	82	15 394.9
Research	UNESCO/IOC, United Nations, FAO, IMO, IAEA	United Nations, FAO, UNESCO/IOC, WHO, WHO, IMO, IAEA	22	9 297.0	31	15 473.6	53	24 770.6
Ports	United Nations, IMO, ILO, World Bank	United Nations, ILO, FAO, ITU, IMO	1	180.0	31	4 475.5	32	4 655.5
Institutional control	United Nations, FAO, IMO	United Nations, ILO, FAO, UNESCO/IOC, WHO, ITU, IMO, IAEA	19	22 606.3	10	1 741.9	29	24 348.2
Processing living products	FAO, United Nations	United Nations, FAO	1	2 143.8	18	3 465.0	19	5 608.8
Equipment	United Nations, IMO, FAO, ILO	United Nations, FAO	-	-	15	1 592.0	15	1 592.0
Legislation and regulation	United Nations, FAO, IMO	United Nations, UNESCO/IOC, ILO, FAO, WHO, ITU, ICAO, IMO, IAEA	10	6 391.6	5	280.0	15	6 671.6
Monitoring	IAEA, UNESCO/IOC, United Nations, FAO, WHO	United Nations, FAO, UNESCO/IOC WHO, IMO	10	4 836.8	2	969.0	12	5 805.8
Meteorology	WHO, United Nations	UNESCO/IOC	10	2 098.8	2	20.0	12	2 118.8
Communications	ITU, IMO	United Nations, IMO	4	856.4	6	2 317.0	10	3 173.4
Mapping	United Nations, IMO, UNESCO/IOC	United Nations, UNESCO/IOC, FAO	3	492.6	5	2 562.2	8	3 054.8
Minerals	United Nations	United Nations, ILO, UNESCO/IOC	2	514.6	4	1 124.2	6	1 638.8
Hydrocarbons	United Nations	United Nations, ILO, UNESCO/IOC	-	-	6	314.2	6	314.2
Conditions of service	ILO	United Nations, ILO, FAO, ITU, IMO	4	2 976.8	1	105.0	5	3 081.8

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Table 2 (continued)

Substantive area	Organizations reporting		Regular programme		Technical co-operation		Total	
	Primary emphasis	Secondary emphasis	Number of activities with primary emphasis	Thousands of dollars	Number of activities with primary emphasis	Thousands of dollars	Number of activities with primary emphasis	Thousands of dollars
Conservation	United Nations	United Nations, FAO, UNESCO/IOC, IMO, IAEA	-	-	3	95.0	3	95.0
Health	United Nations, WHO, IAEA	United Nations, FAO, UNESCO/IOC, WHO, WHO, IMO, IAEA	3	652.9	-	-	3	652.9
Aviation	ICAO	United Nations	3	68.7	-	-	3	68.7
Transfer of technology	United Nations	United Nations, FAO, WHO, WHO, IAEA, UNESCO/IOC	2	168.0	-	-	2	168.0
Political	United Nations	United Nations	1	704.0	-	-	1	704.0
Navigation and safety	IMO	United Nations, ILO, FAO, ITU, ICAO, WHO, IMO	1	345.0	-	-	1	345.0
Offshore installations	United Nations	United Nations, ILO, IMO	1	46.7	-	-	1	46.7
Tourism	-	United Nations	-	-	1	120.0	1	120.0
Processing of non-living products	United Nations	United Nations, FAO	-	-	1	14.0	1	14.0
Conciliation	-	United Nations	-	-	-	-	-	-
New and renewable sources of energy	-	United Nations, UNESCO/IOC	-	-	-	-	-	-
Archaeology	-	United Nations	-	-	-	-	-	-
TOTAL			134	78 837.9	296	70 117.8	430	148 955.7

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11. In terms of expenditure, the current regular programme and technical co-operation activities of the United Nations system are dominated by fisheries (including processing of living marine resources) with 34 per cent of the total; scientific research and meteorology with 18 per cent; institutional arrangements for surveillance, enforcement, management and control with 16 per cent and shipping and port development with 13 per cent. The remaining 19 per cent is scattered among a variety of categories, many of which have some input into these main groupings. ILO's activities dealing with conditions of work and life, for example, are mainly directed at workers in the shipping, port and fishing industries. Likewise, some monitoring activities can contribute to fisheries development. Activities aimed at protection and preservation of the marine environment, in which UNEP plays an important role, are not easily distinguished in terms of these functional categories because of their necessarily interdisciplinary character, and they are spread among such categories as research, monitoring, legislation and health.

12. Within the substantive areas there is a clearly articulated and recognized division of responsibilities. FAO is the dominant organization in fisheries; the World Bank and IFAD have both made related loans; and ECA, UNCTAD, UNESCO each has a single related activity. Offshore mineral exploration and analysis, likewise, are the province of the United Nations. The Department of Technical Co-operation for Development executes offshore exploration projects, the Department of International Economic and Social Affairs studies sea-bed and offshore mining, and a large proportion of ESCAP's activities with other primary classifications are also related to exploration for offshore minerals. In addition, UNCTAD studies the potential effects of mining in the deep sea-bed on the export earnings of developing countries at the request of the Third United Nations Conference on the Law of the Sea. Scientific research efforts centre on UNESCO and its IOC, but there are important research activities by other organizations which are linked to UNESCO and IOC by the system of co-operative arrangements outlined in section V below.

13. As regards shipping and ports, apart from World Bank lending, the activities of the system are divided among three organizations. Within the United Nations, UNCTAD has responsibility for reviewing the economic, commercial and related legal aspects of maritime transport, while the regional commissions in Asia, Latin America and Africa deal with the same subject-matter in the light of regional priorities. IMO is concerned with all technical and related aspects of maritime shipping, with particular attention to the conditions of ships, the training and certification of maritime personnel, the procedure for the operation of ships and the prevention of pollution from ships. ILO's work focuses on the employment conditions and labour affairs of seafarers and port personnel and also includes activities relating to the management of ports. In strengthening of institutional structures for surveillance, enforcement, management and control, FAO is concerned with fisheries departments for resources development and management, while the United Nations (DIESA) examines coastal area authorities and planning bodies and IMO is concerned with maritime administrations and, as appropriate, the authorities responsible for environmental matters and the safety of fishing vessels. In legislation, the United Nations Office of Legal Affairs works on international trade law as it affects maritime trade, publishes legislation and treaties relating to the law of the sea, provides substantive services to organs and bodies dealing with marine affairs, negotiates headquarters agreements with the host country with

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respect to the Preparatory Commission for the International Sea-Bed Authority and for the International Tribunal for the Law of the Sea and carries out the depository functions regarding the United Nations Convention on the Law of the Sea. UNCTAD deals with commercial and economic aspects of international shipping legislation, UNEP with environmental law, especially in a regional context, FAO with fisheries regulation, ILO with maritime labour legislation and IMO with international maritime law as it applies to ships and their operation. The areas covered in the field of legislation often appear similar, and certain aspects of the work of the system have been the subject of consultations to avoid the danger of overlap and duplication (for example, the consultations among ILO, IMO and UNCTAD described in section V). In monitoring, each organization carries out activities in its own field: FAO in fisheries, UNESCO/IOC in ocean services and IAEA in marine radioactivity. The organizations working in mapping deal with similar issues from different perspectives. In the United Nations, the Department of Technical Co-operation for Development is concerned with broad aspects of cartography, practical questions of delineation and surveying, and mapping the ocean floor in shallow water areas (less than 100 feet deep) using remote-sensing techniques, while the Department of International Economic and Social Affairs maps various sea areas with nodule deposits. UNESCO/IOC is concerned with scientific maps of the oceans, and IMO, with navigational charting.

14. International marine political and security activities of the United Nations are a special type of marine concern in that they do not fall into the category of economic and social activities. International peace and security is the fundamental objective of the United Nations under the Charter. Under the specific provisions of the Charter as well as resolutions of the Security Council and General Assembly, the United Nations has been entrusted with functions concerning maintenance of peace and security in the seas and oceans. The Sea and Ocean Affairs Section, Political Affairs Division, of the Department of Political and Security Council Affairs provides substantive support in international political and security aspects of the oceans to major intergovernmental organs including the General Assembly, the Ad Hoc Committee on the Indian Ocean, the Review Conference of the parties to the treaty on the Prohibition of the Emplacement of Nuclear Weapons and Other Weapons of Mass Destruction on the Sea-Bed and the Ocean Floor and in the Subsoil Thereof, hitherto the Third United Nations Conference on the Law of the Sea and, prospectively, the Preparatory Commission established under the new Convention. In addition, the Division undertakes in-depth studies of political, security, military and strategic aspects of the oceans and follows developments of potential danger to international peace and security.

15. This quantitative picture shows the breadth of the activities of the system. In practice, most of these activities are undertaken or organized by a limited number of secretariat units whose work is defined by the intergovernmental bodies which they serve. In the case of ILO, this definition is provided by its tripartite government/employer/worker structure. Table 3 shows intergovernmental bodies and their supporting substantive secretariat units. The number of professional posts shown refers only to established posts in organizational units that deal primarily with marine matters, except in the special cases of the Office of the Special Representative of the Secretary-General for the Law of the Sea and the UNEP Regional Seas Programme Activity Centre. The former is currently funded on a temporary basis but is long standing and its continuance in some form is under consideration; the latter, while funded as a UNEP internal project, has a similar special status.

Table 3. Main intergovernmental and secretariat bodies dealing with aspects of marine affairs in 1982

Organization (number of professional posts in marine affairs units <u>a/</u>)	Decision-making body	Substantive or subsidiary bodies	Substantive secretariat unit
United Nations Headquarters (58)	General Assembly	<u>Ad Hoc</u> Committee on the Indian Ocean	Sea and Ocean Affairs Section (PSCA)
		United Nations Commission on International Trade Law	International Trade Law Branch (Office of Legal Affairs)
	Third United Nations Conference on the Law of the Sea		Ocean Economics and Technology Branch (DIESA) UNCLS; Sea and Ocean Affairs Section (PSCA); Office of Legal Affairs
UNCTAD (20)	Economic and Social Council	Third (Programme and Co-ordination) Committee Committee on Natural Resources	Ocean Economics and Technology Branch Natural Resources and Energy Division (DTCD)
	Conference; Trade and Development Board	Committee on Shipping Working Group on International Shipping Legislation; Intergovernmental Preparatory Group on Conditions for Registration of Ships; <u>Ad Hoc</u> Intergovernmental Group to Consider Means of Combating all Aspects of Maritime Fraud, including Piracy; Group of Experts on International Sea Transport of Liquid Hydrocarbons in Bulk; Group of Experts on Model Rules for Multimodal Container Tariffs	Shipping Division
UNEP (6)	Governing Council	<u>Ad hoc</u> intergovernmental meetings on specific regional seas programmes	Regional Seas Programme Activity Centre
ECA <u>b/</u>	Conference of Ministers		Resources of the Sea Unit (Natural Resources Division)
		Joint Intergovernmental Regional Committee on Human Settlements and Environment	Environment Co-ordination Office; Transport, Communications and Tourism Division
ECLA (2)	Economic Commission for Latin America		Transport and Communications Division

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Table 3 (continued)

Organization (number of professional posts in marine affairs units <i>a/</i>)	Decision-making body	Substantive or subsidiary bodies	Substantive secretariat unit
ESCAP (9)	Economic and Social Commission for Asia and the Pacific	Committee on Shipping, and Transport and Communications Committee for Co-ordination of Joint Prospecting for Mineral Resources in Asian Offshore Areas (CCOP); Committee for Co-ordination of Joint Prospecting for Mineral Resources in South Pacific Offshore Areas (CCOP/SOPAC); Typhoon Committee; Committee on Natural Resources; Committee on Industry, Technology, Human Settlements and the Environment	Division for Shipping, Ports and Inland Waterways CCOP Project Office Division of Natural Resources Environmental Co-ordinating Unit
ILO (4)	International Labour Conference; Governing Body	Joint Maritime Commission; <i>ad hoc</i> regional and other technical meetings; Joint IMO/ILO Committee on Training; Joint ILO/WHO Committee on Health of Seafarers	Maritime Workers Branch (Sectoral Activities Department)
FAO (66)	Conference; Council	Committee on Fisheries; regional fisheries bodies	Fisheries Department
UNESCO (26)	General Conference; Executive Board	Assembly of the Intergovernmental Oceanographic Commission (IOC); Executive Council of IOC; global programmes in the field of ocean science, ocean services (including monitoring) and training, education and mutual assistance; regional subsidiary bodies for co-operative activities among concerned member States; scientific technical expert groups	Division of Marine Sciences Secretariat of the IOC
WHO <i>c/</i>	World Health Assembly; Executive Board	Regional Committees	Division of Environmental Health

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Table 3 (continued)

Organization (number of professional posts in marine affairs units <u>a/</u>)	Decision-making body	Substantive or subsidiary bodies	Substantive secretariat unit
WMO (5)	World Meteorological Congress; Executive Committee	Commission for Marine Meteorology; Joint IOC/WMO Working Committee for the Integrated Global Ocean Services System (IGOSS); Commission for Basic Systems	Ocean Affairs Division (World Weather Watch Department)
ITU <u>c/</u>	International Radio Consultative Committee	Study Group 8; Interim Working Party 8/7, Maritime Satellite Communications	
IMO (48)	Assembly; Council	Maritime Safety Committee; Marine Environment Protection Committee; Legal Committee Technical Co-operation Committee (and sub-committees); Facilitation Committee	Maritime Safety Division Marine Environment Division Legal Affairs and External Relations Division Technical Co-operation Division
IAEA (9)	General Conference; Board of Governors		International Laboratory of Marine Radioactivity

a/ An organizational entity is considered as a marine affairs unit if its primary function is concerned with marine affairs.

b/ No post funded for 1982-1983.

c/ No unit primarily concerned with marine affairs.

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II. WHAT IS EXPECTED OF THE UNITED NATIONS SYSTEM?

16. Marine activities of the system are mainly designed to respond to needs expressed by Governments, as well as by employers' and workers' bodies in the case of ILO. Technical co-operation projects and loans respond to direct requests by one or more Governments, while programme activities are authorized in regular budgets by decisions at the intergovernmental level, usually expressed as resolutions or decisions of the bodies noted in table 3. To determine whether the activities respond to national needs, it is first necessary to determine what Governments, speaking jointly, at the intergovernmental level, have requested.

17. For the purpose of this analysis mandates were defined as resolutions or decisions of relevant intergovernmental bodies that bear on marine affairs and call for or endorse action by the secretariat concerned (e.g. "... requests the Secretary-General to ..."). In some cases, the same resolution may be legitimately cited by more than one secretariat body such as a resolution in which the General Assembly calls on both the Secretary-General and the executive head of a specific United Nations body to undertake action. It is recognized that the practices of each organization determine whether formal resolutions and decisions are required to authorize activities. While in the United Nations formal resolutions are expected to underpin all activities contained in programme budgets, this is not always the case with specialized agencies. Moreover, major ongoing programmes can derive from a single mandate, while a number of mandates may deal with very specific and time-limited actions. The number of resolutions is thus not necessarily a reliable indicator of relative priorities. On the other hand, for most organizations, including the United Nations itself, the existence of a resolution clearly indicates that an intergovernmental priority exists, and an examination of the content of these resolutions can shed light on what is required of the organizations.

18. Because the length of time necessary to fulfil a mandate can vary according to the task, subject-matter and comprehensiveness, mandates were analysed back to 1967, a point taken as being the first major expression of the current interest in marine affairs leading to the Third United Nations Conference on the Law of the Sea.

19. A total of 722 resolutions or decisions adopted since 1967 were identified as marine-related mandates. Of these only 268 are still operative, the others having been superseded or the action called for having been completed or deferred to a future date. Thirty-five of the operative mandates are basic terms of reference of organizations, and 137 are resolutions that have been adopted within the past four years. While the remaining 96 mandates are still considered current, all were enacted before 1979. ^{1/} Some 22 of them were less than five years old at the beginning of the current biennium (1 January 1982) but would be more than five years old by the beginning of the medium-term plan period 1984-1989. The remaining 74 mandates were already more than five years old at the beginning of the current biennium on 1 January 1982.

20. The distinction between operative and completed mandates is important since work may be justified by resolutions that may no longer be valid. For example, of the 64 resolutions cited as mandates for their work by United Nations departments and organizations, either in the draft United Nations medium-term plan for the period 1984-1989 or in their submissions in connection with this analysis, 34 were already inoperative and another 5 were already over five years old.

21. Mandates in marine affairs were classified by 10 basic clusters of issues covering the economic and social concerns of the United Nations system and summarizing the main areas reflected in the new legal régime of the oceans. They include work on: (a) the legal framework of marine affairs, (b) policy-making, planning and management of marine activities, (c) exploitation of living marine resources, (d) exploitation of non-living marine resources, (e) use of ocean space, including work on a specific subcategory related to its regulation and control, (f) conservation of marine resources, (g) control of marine pollution, (h) enhancing knowledge about the oceans, (i) supporting services for marine activities, such as meteorology, communications and information systems, (j) development of marine-related manufacturing and processing industries. These issues differ somewhat from the substantive areas noted in section I, which characterize the nature of the work undertaken to address the issues. In addition, although not included in the quantitative analysis, there are a number of specific resolutions dealing with maintenance of peace and security in relation to seas and oceans, particularly the Indian Ocean and the Mediterranean.

22. The mandates analysed do not display any clear trend over the past 15 years in terms of the relative priorities of the issues. In addition, as noted above, caution must be employed in drawing conclusions from such a quantitative analysis of mandates. The number of marine mandates has varied over the period, averaging 92 resolutions or decisions per biennium since 1968, but ranging from 116 in 1976-1977 to 71 in 1970-1971. In terms of issues addressed, no clear trends and fluctuations occur between bienniums in almost all categories. As regards ocean space, for example, 37 per cent of all the mandates concern the issue, but between bienniums this proportion varied from 48 per cent in 1970-1971 to 22 per cent in 1972-1973. Similarly, in the area of enhancement of knowledge, 52 per cent of mandates addressed the issue, but the proportion ranged from 66 per cent in 1978-1979 to 38 per cent in 1970-1971.

23. The largest number of operative mandates identified relate to enhancement of knowledge, use of ocean space, supporting services and living marine resources. The United Nations General Assembly, the Economic and Social Council and their subsidiary bodies, taken together, account for the largest number of operative mandates in each broad area except enhancement of knowledge, where UNEP and its IOC lead; control of marine pollution where IMO is prominent; supporting services for marine activities, which involves a number of agencies, notably WMO, UNESCO/IOC and ITU; living marine resources, where FAO leads; and the subcategory for regulation and control of use of ocean space, which is primarily the preserve of IMO.

24. The specific actions to be taken by the organizations concerned are usually outlined in the mandates (table 4). These actions are most frequently the

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Table 4. Intergovernmental mandates for action

Issue area	Organizations having operative mandates	Percentage of mandates in area a/		Means of action called for in over 20 per cent of operative mandates
		Total	Currently operative	
Legal	United Nations (17), IMO (4), FAO (4), ILO (3), UNESCO/IOC (2), WHO (2)	14.8	11.9	Reports (16), intergovernmental meetings (11), standard-setting (10), co-ordination (10), surveys (7), model legislation (7)
Policy and management	United Nations (17), FAO (13), UNESCO/IOC (4), ILO (2), IMO (2)	12.3	14.2	Reports (20), co-ordination (17), intergovernmental meetings (12)
Living resources	FAO (32), United Nations (15), ILO (3), UNESCO/IOC (1), WHO (2)	14.8	19.8	Co-ordination (22), reports (19), intergovernmental meetings (13), surveys (11)
Non-living resources	United Nations (9), WHO (1), ILO (1), UNESCO/IOC (1)	5.1	4.5	Reports (6), ongoing research (4), co-ordination (4)
Use of ocean space				
Regulation and control	IMO (17), United Nations (1), FAO (1)	8.4	7.1	Standard-setting (7), model legislation (4)
Other aspects	United Nations (64), WHO (34), ILO (12), WHO (1), ITU (1)	28.9	41.8	Reports (51), intergovernmental meetings (25), co-ordination (25), expert groups (23)
Conservation	United Nations (11), FAO (8)	5.1	7.1	Co-ordination (10), reports (8), surveys (6), standard-setting (6), intergovernmental meetings (5), expert groups (4), model legislation (4)
Control of pollution	IMO (14), United Nations (14), UNESCO/IOC (4), FAO (3), WHO (1)	15.1	13.4	Co-ordination (12), reports (11), standard-setting (10), ongoing research (9)
Knowledge	UNESCO/IOC (53), WHO (52), United Nations (15), FAO (12), IMO (2)	51.7	50.0	Reports (50), co-ordination (46), expert groups (38), ongoing research (33), intergovernmental meetings (28)
Supporting services	WHO (53), UNESCO/IOC (9), United Nations (9), FAO (1), ITU (1)	24.1	27.2	Reports (32), co-ordination (26), expert groups (26), manuals (25), intergovernmental meetings (19), publications (19)
Industry	United Nations (1), FAO (1)	0.4	0.7	Surveys (2), reports (1), networks (1)
Total number of mandates		(722)	(268)	

a/ A given mandate may address more than one issue. The figure shown is the percentage of all mandates addressing the issue.

preparation of reports for intergovernmental bodies, the encouragement of co-ordination, the organization of intergovernmental meetings and the preparation of publications, although the pattern varies by issue area. For example, the emphasis in mandates concerning enhancement of knowledge is on preparation of reports, undertaking and co-ordinating research work and organizing scientific exchanges, while mandates in use of ocean space emphasize preparation of reports and those concerning regulation and control emphasize the preparation of international standards and the promotion of model national legislation.

25. To obtain an additional indication of nationally perceived priorities for action by the United Nations system after the adoption of the Convention, the Secretary-General sent a note verbale to Governments in July 1982 requesting their views. As of 17 February 1983, four Governments had replied. In order to include the views of as many Governments as possible, a summary of the replies received in response to the note verbale will be issued later, as an addendum to the present document.

III. WHAT IS THE UNITED NATIONS SYSTEM DOING?

26. The pattern of activities dealing with each issue is shown in table 5. Programme activities more frequently address more than one issue at the same time (66 per cent) than do technical co-operation projects (56 per cent). Of the 430 programme and technical co-operation activities identified, 173 are directed towards only one issue and 135 address two issues; the average is 2.1 issues. Although the patterns on the whole are similar, several issue areas, including enhancement of knowledge, legal arrangements, marine pollution, and provision of support services, are addressed more often by programme activities. In contrast, living resources is more frequently addressed by technical co-operation activities.

27. A number of categories were defined to classify means of action employed. Organizations' programme activities typically use a variety of means, on average more than five, to provide Governments with services. The most prevalent means of action include servicing of intergovernmental meetings (42 per cent), undertaking co-ordination with other international organizations (41 per cent), preparation of publications (33 per cent), preparation and promotion of international standards and legal instruments (31 per cent) sponsoring expert group meetings (29 per cent) and providing direct advisory services to Governments (28 per cent). Some other means of action used in more than a fifth of programme activities are backstopping technical co-operation projects, including support for regional bodies through technical co-operation programmes; preparing surveys or reports; organizing seminars; research; encouraging co-operation among developing countries and preparing case studies.

Table 5. Issues addressed by organizations

Issue area	Organizations involved (number of non-financial assistance activities)	Percentage of activities addressing issues a/			Means of action used in over 20 per cent of programme activities (number of programme activities)
		Total	Programme	Technical co-operation	
Legal	United Nations (27), FAO (7), IMO (5), ICAO (1), UNESCO/IOC (1), ITU (1)	9.8	19.4	5.4	Co-ordination (13), publications (11), intergovernmental meetings (11), standard-setting (10), expert groups (9), seminars (9), reports (8), advisory services (7), case studies (7), surveys (6), training courses (6)
Policy and management	United Nations (43), FAO (41), IMO (9), ILO (3), ITU (3), UNESCO/IOC (2)	23.7	23.9	23.6	Publications (15), co-ordination (15), intergovernmental meetings (14), training courses (12), advisory services (11), backstopping technical co-operation (11), surveys (11), seminars (11), reports (9), standard-setting (9), expert groups (8), manuals (8), TCDC/ECDC (7)
Living resources	FAO (127), United Nations (14), UNESCO/IOC (8), World Bank (1), ILO (1), IMO (1)	35.6	15.7	44.6	Publications (11), advisory services (10), TCDC/ECDC (9), intergovernmental meetings (8), backstopping technical co-operation (8), ongoing research (8), case studies (8), expert groups (7), surveys (7), co-ordination (7), training courses (6), reports (6), manuals (5), seminars (5)
Non-living resources	United Nations (26), UNESCO/IOC (2), ILO (1), FAO (1)	7.0	9.7	5.7	Publications (5), backstopping technical co-operation (5), advisory services (4), co-ordination (4), intergovernmental meetings (4), expert groups (3), case studies (3), training courses (3), ongoing research (3)
Use of ocean space					
Regulation and control	IMO (73), ITU (2), FAO (2)	17.9	17.2	18.2	Co-ordination (19), intergovernmental meetings (18), standard-setting (18), model legislation (17)
Other aspects	United Nations (74), FAO (11), ITU (6), WHO (6), ILO (5), World Bank (4), ICAO (4), UNESCO/IOC (1), WHO (1)	26.7	32.1	24.3	Standard-setting (16), publications (15), seminars (14), co-ordination (14), reports (13), advisory services (12), intergovernmental meetings (11), expert groups (10), backstopping technical co-operation (10)
Conservation	FAO (22), United Nations (15), UNESCO/IOC (11), IAEA (1)	11.4	11.9	11.1	Publications (8), co-ordination (8), case studies (8), advisory services (7), manuals (6), expert groups (6), reports (6), seminars (6), surveys (5), intergovernmental meetings (5), standard-setting (5), training courses (4), directories (4), ongoing research (4)

Table 5 (continued)

Issue area	Organizations involved (number of non-financial assistance activities)	Percentage of activities addressing issues ^{a/}			Means of action used in over 20 per cent of programme activities (number of programme activities)
		Total	Programme	Technical co-operation	
Control of pollution	United Nations (23), IMO (16), UNESCO/IOC (15), FAO (7), IAEA (5), WHO (2), WHO (1)	16.3	29.9	10.1	Co-ordination (19), intergovernmental meetings (17), standard-setting (15), publications (12), expert groups (12), ongoing research (12), seminars (11), model legislation (10), advisory services (10), case studies (10), reports (9), manuals (8)
Knowledge	UNESCO/IOC (42), FAO (27), United Nations (23), WHO (10), IAEA (5) IMO (3), WHO (1)	26.3	41.0	19.6	Expert groups (30), intergovernmental meetings (25), ongoing research (24), publications (22), co-ordination (22), advisory services (21), case studies (21), reports (18), surveys (17), seminars (16), TCDC/ECDC (15), backstopping technical co-operation (14), establishment of data bases (13), manuals (11)
Supporting services	FAO (23), United Nations (12), WHO (11), ITU (9), UNESCO/IOC (6), IMO (2)	14.7	20.1	12.2	Co-ordination (17), expert groups (16), intergovernmental meetings (16), establishment of data bases (13), advisory services (11), publications (10), seminars (9), reports (7), standard-setting (9), ongoing research (8), surveys (7), TCDC/ECDC (7), case studies (7), backstopping technical co-operation (7), networks (7), symposia (6), manuals (6)
Industry	FAO (58), United Nations (16), IMO (4)	18.6	4.5	25.0	Publications (4), advisory services (3), reports (2), TCDC/ECDC (2), symposia (1), establishment of data bases (1), seminars (1)
Total number of activities		(430)	(134)	(296)	

^{a/} A given activity can address more than one issue. The figure is the portion of all activities other than financial assistance which address the issue.

A. Legal framework of marine affairs

28. This issue covers, inter alia, activities connected with the Third United Nations Conference on the Law of the Sea. Of the 10 broad issue categories, this one ranks seventh in the amount of total expenditure. The United Nations accounts for 27 out of the 42 activities identified, and over half of the 42 activities are programme activities. United Nations programme activities included servicing of the Conference (by UNCLOS, the Office of Legal Affairs, DIESA and PSCA); work by ESCAP on maritime legislation; and legal aspects of UNEP's regional seas programme. IMO programme activities are concerned with the implementation and application of conventions and other international regulations on maritime safety and the prevention and control of marine pollution, including pollution by dumping of wastes and other matter at sea, ICAO studies international air law instruments in terms of the Law of the Sea, particularly relating to the régime of the airspace over the different zones of the sea. FAO, through its Legal Office, advises Governments and prepares publications on legal aspects of living marine resources and related marine environmental matters, while ILO advises Governments regarding international maritime labour standards. DIESA has dealt with the legislative framework for coastal area development. The Radio Regulations of the ITU determine the legal framework for the use of radio communications for maritime purposes.

29. Technical co-operation includes projects concerned with offshore petroleum and coastal area law executed by the United Nations (DTCD), maritime law by UNCTAD and the implementation and application of international maritime conventions and regulations at the national level.

B. Policy-making, planning and management

30. This issue ranks fourth in amount of expenditure and involves 102 activities, two thirds of which are technical co-operation. The United Nations has 43 activities dealing with the issue, including the work of the Department of International Economic and Social Affairs on analysing main trends, policies and institutions in the use and management of the resources of the sea; marine and coastal technology; and integrated coastal area development. UNCTAD's work in shipping concerns, among other things, policies and development of institutional capacity in both shipping and ports. UNEP's regional seas programme, in support of its integrated approach to control of marine pollution, includes strong management elements. UNU has a project on resource policy and management in coastal zones. At the regional level, ECA provides advisory services in marine management, and ESCAP works on institutional aspects of regional co-operation in shipping. United Nations technical co-operation includes work of the Department of Technical Co-operation for Development on coastal area and resource development and UNCTAD projects in shipping, both having institutional development content.

31. Next in importance is FAO with 41 activities, mostly technical co-operation projects, which are concerned with fisheries policy and development of related institutions. ILO has three projects, specifically in ports management, operations and labour inspection in ports, and IMO's work focuses on maritime safety administration.

C. Living marine resources

32. Overall, this issue is the largest in terms of non-loan cost and second in number of activities, with 153 activities (86 per cent of which are technical co-operation) and a marine-related cost of over \$64 million. The major influence here, of course, is FAO, all but one of whose 128 activities, costing \$51.9 million, address this issue. Regular programme activities of FAO consist primarily of the research, development and substantive support work of the Fisheries Department and encompass all aspects of fishing, ranging from basic fisheries data to work on marine resources and environment and to fish production, utilization, marketing and marketing information. Other organizations having fisheries-related work include ILO, which studies conditions of employment of fisherman and formulates draft international standards; IMO, which works on safety of fishing vessels; and UNESCO/IOC, whose ocean science research provides background information for FAO fisheries research. Within the United Nations, UNCTAD works on promoting joint marketing of fish and fish preparations, and UNEP works on the question of marine mammals and with FAO on fish.

33. All but 13 of the 132 technical co-operation projects in this field are executed by FAO and range from assistance in broad fisheries policy to specific technical subjects such as a regional project to make an economic assessment of north-west African hake and demersal fish, which is part of the FAO exclusive economic zones programme. Among other organizations, UNESCO has five projects to assist marine science institutes, which include fisheries research, and UNIDO has projects concerned with mother-of-pearl work and with processing of dried and salted fish.

34. In addition to the above fisheries-related activities, the World Bank has two major loans totalling \$35 million and IFAD has four loans totalling \$7.3 million.

D. Non-living marine resources

35. While it is last in terms of financial commitments, this issue has great potential significance with the establishment of the new legal régime of the oceans and the development of the necessary technology for greater exploitation of the mineral and energy resources of the oceans. The United Nations has a clear leading role in this area, accounting for all but four of the 30 relevant activities, half of which are programme activities.

36. Within the United Nations, the Department of International Economic and Social Affairs undertakes research and data-base work on sea-bed and offshore minerals and their role in the world minerals sector and in the world economy, and on ocean energy, in particular ocean thermal energy conversion. ESCAP's activities are in support of its committees on offshore exploration (Committee for Co-ordination of Joint Prospecting for Mineral Resources in Asian Offshore Areas (COOP), Committee for Co-ordination of Joint Prospecting for Mineral Resources in South Pacific Offshore Areas (COOP/SOPAC) and the new committee for the Indian Ocean (COOP/IO)). ECE and ECA both have work related to offshore exploration, especially for gas. UNCTAD has prepared reports on issues of commodity policy arising from proposed

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exploitation of the mineral resources of the deep sea-bed. Among the specialized agencies, ILO is concerned with occupational safety and health and with social security protection for offshore industrial workers, while IOC regional bodies in the Caribbean (Association for the Caribbean and Adjacent Regions (IOCARIBE)) and Western Pacific (Programme Group for the Western Pacific (WESTPAC)) have projects dealing in marine geology. IOC has also recently adopted a programme on ocean science in relation to non-living resources, and the United Nations has been invited to co-sponsor the programme.

37. Within the United Nations, the Department of Technical Co-operation for Development undertakes technical co-operation activities related to the identification and development of coastal and marine mineral and energy resources and executes 11 of the 17 projects in the field. There are also one offshore phosphates exploration project financed by the United Nations Revolving Fund for Natural Resources Exploration, a UNIDO-executed project for a solar salt pilot plant in the Pacific and ESCAP-executed projects in support of its offshore exploration committees.

E. Use of ocean space

38. This issue area has been subdivided to distinguish between regulation and control of use of ocean space and its other aspects. There are 190 regular programme and technical co-operation activities with a cost of \$57.9 million. Activities involving regulation and control total 77 with a cost of \$18.7 million, while there are 115 activities with a cost of \$39.4 million dealing with other aspects. Three agencies, IMO, FAO and ITU, have identified themselves as having activities related to regulation and control.

39. Programme activities of the United Nations, 27 of the total 65, include the work of the shipping divisions of UNCTAD, ECA, ECLIA and ESCAP, each of which deals with all aspects of shipping and port development, including policy, institutional structure, legal aspects, and multimodal transport. After the United Nations, IMO has the largest number of programme activities dealing with use of ocean space, all of them relating to regulation and control, and the entire work of the organization is directed towards this issue. IMO work covers diverse subjects such as maritime safety, marine pollution and maritime regulations. Among other specialized agencies, ICAO carries out work on aeronautical search and rescue, the establishment of rules of the air for flight over the high seas and, in co-operation with IMO, the requirements for helicopter operations on maritime platforms and ships; and ILO is concerned with the betterment of conditions of work for seafarers, fishermen and port workers.

40. Most technical co-operation activities in the field are executed by the United Nations, primarily UNCTAD, and by IMO. IMO projects emphasize maritime safety, primarily through training for merchant marines. UNCTAD projects deal with shipping policy and services; port development, management and operation; maritime legislation; and multimodal transport and containerization; often through interregional seminars, advisory services and training. In addition, UNDP (through its Office for Projects Execution) and the World Bank execute pre-feasibility

studies for port development; ILO executes several projects for port workers' training and ports management; and UNIDO executes projects on shipbuilding and repair.

41. The area is also the primary focus of lending activity by the World Bank, which has 21 loans, totalling \$182.6 million during the period. This lending is primarily for port development, but it also includes one loan mainly relating to fisheries and another relating to communications.

F. Marine conservation

42. This issue is fifth in the amount of resources (\$41.5 million) and involves 49 activities, two thirds of which are technical co-operation. FAO, UNESCO and the United Nations together account for all but one of the activities in this area, the other organization involved being IAEA. UNEP's work in connection with the World Conservation Strategy and other aspects of terrestrial ecosystems constitutes a major part of United Nations programme activities in the area. In addition, ECA is active in training for monitoring marine resources depletion, and ESCAP's environment programme involves preparation of environmental management plans. FAO accounts for a quarter of programme work, emphasizing conservation of marine fish resources within its fisheries programme. Technical co-operation addressing this issue is normally through conservation components of projects directed primarily at other issues. An exception is a project executed by the United Nations (DTCD) on the development of a coast conservation programme in Sri Lanka.

G. Control of marine pollution

43. Some 70 activities address this issue, which ranks sixth in terms of total expenditure committed during the biennium (\$37.5 million). Over half are programme activities, and the leading organizations are the United Nations, IMO, UNESCO/IOC and IAEA. Programme activities of the United Nations are undertaken by UNEP, UNIDO, the Department of International Economic and Social Affairs and the regional commissions, with UNEP having the central role. UNEP's regional seas programme, as well as other aspects of its work, addressed this issue. The United Nations (DIESA and UNEP), FAO, UNESCO, WHO, WMO, IMO and IAEA together sponsor the Joint Group of Experts on the Scientific Aspects of Marine Pollution. IMO has 12 programme activities on marine pollution from ships and from dumping. IAEA is concerned with pollution from marine radioactivity. FAO has a regular programme technical co-operation project on marine pollution and its effects on fishing. WHO work covers recognition and control of marine hazards, especially in the Mediterranean, and WMO has an environmental pollution monitoring programme. UNESCO/IOC supports the Global Investigation of Pollution in the Marine Environment.

44. Among technical co-operation activities, IMO has several projects concerned with the prevention and control of marine pollution, and UNESCO supports 12 marine research centres whose programmes include marine pollution. Several projects executed by the United Nations (DTCD) in coastal area development and hydrographic surveying are concerned with pollution problems.

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II. Enhancement of knowledge about the oceans

45. Ranked third, this issue accounts for \$57.5 million in commitments in 1982-1983. Clearly the major organization is UNESCO/IOC with anticipated spending of \$15.5 million and 42 out of 113 activities. Others active are FAO, the United Nations - notably UNEP - IAEA, IMO and WMO. UNESCO and its IOC account for 40 per cent of programme activities, including such major global ocean projects as the General Bathymetric Chart of the Oceans; the Global Investigation of Pollution in the Marine Environment; the programme of Training, Education and Mutual Assistance in Marine Sciences; the Integrated Global Ocean Services System (IGOSS) - with WMO; and regional ocean science projects in seven regions. UNESCO itself supports marine science research and training institutions and infrastructure development. The WMO World Climate Research Programme has a significant marine dimension, to which IOC makes a substantial contribution and the IAEA International Laboratory of Marine Radioactivity undertakes basic research in this field.

46. In technical co-operation, UNESCO's projects are usually designed to support the research efforts of national oceanographic and marine science institutes. Many FAO fishery projects include significant marine research components, and projects of the United Nations (DTCD), IMO, WMO, IAEA also involve research concerns.

I. Provision of supporting services

47. In terms of expenditure, this is the eighth largest issue, about 40 per cent of the 63 activities identified being in regular programmes. The United Nations, WMO, ITU, FAO and UNESCO/IOC account for almost all of the activities. Programme activities of the United Nations include work on hydrographic mapping and cartography by the Department of Technical Co-operation for Development, marine and coastal technology studies by the Department of International Economic and Social Affairs and ESCAP's servicing of its Typhoon Committee and work in transport and marine pollution. WMO's major meteorological support services are carried out through its Marine Meteorology Programme, IGOS, the Tropical Cyclone Programme and various components of the World Climate Programme. Many of the research activities of UNESCO and IOC have support components. ITU is active in the field of marine telecommunications and radio aids for navigation safety and security. The FAO-managed joint FAO/IOC/United Nations Aquatic Sciences and Fisheries Information System (ASFIS) with its literature data base is an important supporting service, as is the FAO fisheries statistics data base.

48. Technical co-operation projects include several mineral hydrographic survey, coastal engineering and remote-sensing projects executed by the United Nations (DTCD). Several FAO fisheries projects involve information systems; WMO is assisting several countries in improving their marine and technology services.

J. Development of marine-related industries

49. This issue ranks ninth in terms of marine-related cost and is addressed by 80 activities, most of which are technical co-operation projects. FAO accounts for

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58 activities, all but one of which are technical co-operation, and the United Nations, together with IMO, accounts for the bulk of the remaining activities. Technical co-operation projects, mainly of FAO, UNIDO and IMO, deal with a variety of industries, including fish processing, shipbuilding and a salt-processing plant.

IV. WHAT DOES THE UNITED NATIONS SYSTEM PRODUCE?

50. For purposes of the analysis the tangible outputs of the United Nations system available to Governments have been defined according to the classification system used by the United Nations in programme budgeting, as follows:

(a) Technical co-operation projects executed in individual countries or groups of countries, advisory service missions, training courses and the substantive support of both;

(b) Reports prepared for intergovernmental bodies as an input to their deliberations;

(c) Substantive servicing of intergovernmental meetings;

(d) Information prepared for dissemination through public media;

(e) Technical publications prepared to advance substantive knowledge, for operational purposes or to establish international procedures and standards in the fields in which the United Nations system works; and

(f) Grants given to Governments, intergovernmental organizations or non-governmental organizations for fellowships and as subventions.

The nature of the outputs indicates the quality and direction of the work of the organizations and organizational units concerned with marine affairs. The precise notion of what constitutes an output is interpreted differently in most specialized agencies, however, and quantitative inferences have to be made with care.

51. For the analysis, activities of the organizations during the period 1982-1983 were classified in terms of the types of outputs which were to be produced. These outputs mostly constitute an indication of the intended results of expenditure, since at the time information was gathered the biennium had only just begun. Table 6 shows the types of outputs to be produced by the various activities of the system, according to the type of activity. Technical co-operation is identified as an output of almost four fifths of activities. While the output of virtually all technical co-operation projects is technical co-operation, a few projects exist only to provide grants, and a number of projects included in regular programmes of technical co-operation are in fact seminars or study tours rather than technical co-operation in its narrowest output sense. The technical co-operation projects in marine affairs typically provide a mixture of advisory services, equipment and training to member States, individually or regionally, according to a pace determined by the individual preferences of developing countries and on a scale which depends on the volume of voluntary contributions.

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Table 6. Distribution of activities by type of output, 1982-1983
(Percentage)

Output	Programme budget	<u>Technical co-operation</u>		Financial assistance	Total
		Regular programme	Extra-budgetary		
Reports	55	5	2	-	17
Substantive servicing	37	-	1	-	11
Public information	8	-	1	-	3
Technical publications	52	-	7	-	20
Technical co-operation	44	90	98	35	78
Grants	12	-	13	-	12
Number of activities	(134)	(19)	(277)	(26)	(456)
Percentage of total activities	29	4	61	6	100

52. Programme budget activities are intended to produce outputs for general use by member States. Reports, technical publications and direct technical co-operation in the form of advisory services and training courses are the usual form of activity. Most organizations produce most of the types of output, except for public information and grants. A number of exceptions can be noted: neither the political or legal affairs units of the United Nations nor ECA produce either technical publications or undertake technical co-operation at present. ECLA does not have a standing body concerned with shipping and therefore does no specific substantive servicing. No substantive ILO meeting concerned with maritime workers is scheduled during the biennium 1982-1983, and IAEA's involvement in marine affairs is organized through its International Laboratory of Marine Radioactivity, a purely technical entity.

53. In order to provide a further indication of the nature of outputs, those produced under the regular programmes of the system over the 30-month period 1 January 1980-30 June 1982 in two categories, namely organizing and servicing intergovernmental meetings and preparation of technical publications, are examined in detail.

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A. Servicing of intergovernmental meetings

54. Approximately 64 per cent of the programme budget activities identified involve preparation of reports for, or substantive servicing of, intergovernmental meetings concerned with marine affairs. There were 475 outputs servicing different types of intergovernmental meetings specifically devoted to marine affairs during the period 1 January 1980 to 30 June 1982.

55. Major global meetings included the ninth, tenth and eleventh sessions of the Third United Nations Conference on the Law of the Sea (which resulted in the adoption of the United Nations Convention on the Law of the Sea); the twelfth session of the IMO Assembly, the forty-second through forty-sixth sessions of IMO's Maritime Safety Committee, the forty-second through forty-seventh sessions of its Legal Committee and the thirteenth through seventeenth sessions of its Marine Environment Protection Committee; the fourteenth and the fifteenth sessions of the IOC Executive Council; the fourteenth session of the FAO Committee on Fisheries and the tenth session of the Advisory Committee of Experts on Marine Resources Research; the third special session and the ninth and tenth sessions of the UNCTAD Committee on Shipping, as well as meetings of the Group of Experts on Problems faced by the Developing Countries in the Carriage of Bulk Cargoes, the Working Group on International Shipping Legislation and the Intergovernmental Preparatory Group on Conditions for Registration of Ships; the eighth session of the Commission for Marine Meteorology of WMO, the second session of the Joint IOC/WMO Working Committee for IGOS; and the twenty-third session of the ILO Joint Maritime Commission, sixth session of the Joint IMO/ILO Committee on Training and sixth session of the Joint ILO/WHO Committee on the Health of Seafarers.

56. There were numerous regional meetings. IOC has a network of regional subsidiary bodies, including the Programme Group for Co-operative Investigation in the North and Central Western Indian Ocean (CINCWIO), the Working Group for the Investigation of "El Niño", the Programme Group for the Western Pacific (WESTPAC), the Association for the Caribbean and Adjacent Regions (IOCARIBE) (recently redesignated a sub-commission) and the Programme Group for the Southern Oceans (SOC). During the 30-month period, these bodies and their technical subsidiaries held 21 meetings.

57. FAO supports six regional fisheries bodies including the Western Central Atlantic Fishery Commission (WECAFC), the General Fisheries Council for the Mediterranean (GFCM), the Indian Ocean Fishery Commission (IOFC), the Indo-Pacific Fishery Commission (IPFC) and the Fishery Committee for the Eastern Central Atlantic (CECAF), all of which met during the period. During the 30-month period, these bodies and their subsidiaries held a total of 78 meetings, most of them on technical subjects. Examples include meetings of the IOFC Committee on Management of Indian Ocean Tuna, the IPFC Special Committee on Management of Indo-Pacific Tuna, the GFCM Working Party on Acoustic Methods for Fish Detection and Abundance Estimation and the CECAF Sub-Committee on Management of Resources within Limits of National Jurisdiction.

58. Expert meetings in technical fields are a major means of both acquiring and disseminating special knowledge. FAO, for example, held 42 expert consultations and workshops on specific technical subjects, UNESCO/IOC, 108 and WMO, 10.

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59. UNEP's regional seas programme organizes intergovernmental meetings and consultations for each of the regional seas areas it has defined as a means of promoting intergovernmental agreements and conventions. There were 54 such meetings during the 30-month period, including 14 for the Mediterranean, 8 for the Kuwait Action Plan region, 9 for the Caribbean, 7 for the West and Central Africa region, 3 for East Asian Seas, 2 for the Red Sea and Gulf of Aden, 6 for the south-west Pacific and 5 for the south-east Pacific. In many of these regions, substantive support is shared with other organizations, as in the south-west Pacific where ESCAP is also involved.

60. WMO's marine-related activities at the regional level, apart from its co-operative programmes with other international organizations, are carried out through its six regional associations. Full sessions of all these bodies were held during the period. In addition, under the auspices of WMO, an agreement was concluded in 1980 by seven countries of an Asian subregion to develop a marine meteorological programme.

61. The regional commissions of the United Nations organized a number of meetings related to use of ocean space. ESCAP was the most active, holding meetings of its Committee on Shipping, and Transport and Communications, of the Shipping, Ports and Inland Waterways Wing of that Committee and numerous specialist seminars, workshops, study tours and expert meetings. ESCAP was also active in organizing meetings related to exploration and exploitation of offshore mineral resources through the structure of CDDP and its related subregional committees.

B. Technical publications

62. Considerable resources are devoted to increasing the global store of knowledge on specific subjects of marine affairs through the publication and dissemination of technical works. On average, over half of programme-budget activities produce technical publications, but the proportion is even higher for activities concerned with improving the institutional framework for surveillance, management and control, with monitoring and assessment and with fisheries. Many of these publications are produced for sale as scholarly books. Examples of the major publications produced during the 30-month period, in addition to published reports of, and material emanating from, the various seminars, workshops and expert meetings sponsored during the period, are given below.

63. The Office of Legal Affairs of the United Nations produced National Legislation and Treaties Relating to the Law of the Sea in the United Nations Legislative Series, and the United Nations Juridical Yearbook containing, inter alia, legislative texts, treaty provisions, legal activities and bibliography relevant to the United Nations and related intergovernmental organizations; those pertinent to the law of the sea are also included. In use of ocean space, UNCTAD produced a large number of publications including Guidelines on the Introduction of Containerization and Multimodal Transport and the Modernization and Improvement of the Infrastructure of Developing Countries, two issues of the annual Review of Maritime Transport and a report on conditions for registration of ships. ESCAP prepared a number of relevant specialist works including six technical bulletins

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for port planning, a Survey of Maritime Legislation, Guidelines for Maritime Legislation and a Review of Developments in Shipping, Ports and Inland Waterways. Among major IMO publications are the International Maritime Dangerous Goods Code, the Manual on Oil Pollution, the Code for the Construction and Equipment of Ships Carrying Dangerous Chemicals in Bulk and the Code of Safety for Nuclear Merchant Ships. ILO published a code of practice entitled Safety and Health in the Construction of Fixed Offshore Installations in the Petroleum Industry as part of its series of such texts for the protection of workers. Regarding living resources, FAO produced two volumes of the Yearbook of Fishery Statistics, an Atlas of the Living Resources of the Sea and publications included in the following continuing series: Species Identification Sheets for Fishery Purposes, Fisheries Reports, Fisheries Technical Papers, Fisheries Circulars and Fisheries Synopsis. Work on non-living resources by the United Nations led to the publication Assessment of Manganese Nodule Resources: the Data and the Methodologies, which is volume 1 in the nine-volume Sea-bed Minerals Series, and The Future of Offshore Petroleum. In the area of marine pollution, UNEP produced guidelines and principles for the preparation and implementation of comprehensive action plans for the protection and development of marine and coastal areas of regional seas. UNESCO, in connection with enhancement of knowledge, published ocean sheets as part of the Geological World Atlas and titles in its continuing series of Reports in Marine Science, Technical Papers in Marine Science and Monographs on Oceanographic Methodology. In support of its programme, the IOC published titles in the IOC Technical Series, Manuals and Guides and Workshop Reports and issued, in conjunction with the International Hydrographic Organization, the fifth edition of the General Bathymetric Chart of the Oceans. WMO produced volume D of Weather Reporting: Information for Shipping, the Manual on Marine Meteorological Services, and numbers in the two series Reports on Marine Meteorology and Related Oceanographic Activities and Reports on Marine Science Affairs. Among marine-related ITU publications are listings of coast and ship stations and of radiodetermination and special services stations. For industry, UNIDO prepared in the UNIDO for Industrialization series entitled Shipbuilding and Ship Repair Development.

V. HOW DO THE ORGANIZATIONS IN THE SYSTEM WORK TOGETHER?

64. With as many organizations dealing with the same broad subject as is the case with marine affairs, the possibilities for overlap and the need for co-operation to avoid duplication and exploit complementarities are obvious. In fact, marine affairs has a long history of co-operation among the organizations of the system and a number of formally elaborated mechanisms to ensure harmonious action in a number of the fields. At the same time, it must be asked whether this co-operation has achieved overall a level which is adequate for the post-Convention era. In order to examine this question, the background of the current co-ordination machinery is described and the patterns of co-operation in the system's activities during the 1982-1983 biennium are analysed.

A. Co-operation arrangements in marine affairs

65. While international co-operation in marine affairs long pre-dates the United Nations system and inter-agency co-operation has a long history, formal inter-agency co-ordination in the field began in 1960 when the Administrative Committee on Co-ordination (ACC) established the Sub-Committee on Oceanography and entrusted it, inter alia, with the task of ensuring co-ordination with the newly established Intergovernmental Oceanographic Commission. In 1966, the Sub-Committee suggested that its title should be changed to Sub-Committee on Marine Science and its Applications in order to better reflect the actual content of its work. In 1977, the Sub-Committee's terms of reference were revised and its name was changed to Sub-Committee on Marine Affairs. The continual broadening of its terms of reference was the most salient feature of the development of the Sub-Committee from its inception. Membership in the Sub-Committee was open to all United Nations organizations and regular participants included the United Nations, FAO, UNESCO and its IOC, WHO, ITU, WMO and IMO from the start. Annual sessions of the Sub-Committee were later also attended by IAEA, UNCTAD, UNEP and some of the regional commissions. Under the restructuring of the economic and social sectors of the United Nations system, in 1978 the Sub-Committee was one of the standing subsidiary bodies of the ACC which were abolished.

66. At the intergovernmental level, the Intergovernmental Oceanographic Commission was established as an autonomous body within UNESCO in 1960 in order to promote scientific investigation with a view to learning more about the nature and resources of the oceans through concerted action by its member States, presently a total of 110. IOC has organized co-operative scientific investigations of the ocean as well as world-wide ocean services, combined with a programme of training, education and mutual assistance. It is also intended to function as the co-ordinating body within the United Nations system for marine science and related activities.

67. In 1969 FAO, UNESCO and WMO sponsored a series of meetings which led to the Long-term and Expanded Programme of Oceanic Exploration and Research (LEPOR), which was approved by IOC at its sixth session in September 1969 and endorsed by the General Assembly in its resolution 2560 (XXIV) of 13 December 1969. This Programme forms the principal framework for the scientific activities of IOC and is currently being updated following implementation of its first phase, the International Decade of Ocean Exploration.

68. Partly as a result of the broadening of the terms of reference of the Sub-Committee on Marine Affairs and its increasing orientation towards the development aspects of marine affairs, a need was felt by several organizations for a more specialized co-ordination mechanism in the field of marine science, especially to lend support to the activities of IOC. Accordingly in 1969, the organizations most concerned with marine science (United Nations, FAO, UNESCO, WMO and IMO) formed an Inter-Secretariat Committee on Scientific Programmes Relating to Oceanography (ICSPRO) to contribute to the development of effective co-operation among the organizations in the planning and implementation of an expanded programme of international co-operation in marine science. The establishment of ICSPRO was endorsed by the General Assembly in resolution 2560 (XXIV) in 1969, but ICSPRO has

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a limited mandate and membership. The organizations members of ICSPRO have assumed an obligation to support IOC through seconding staff to its secretariat or through other support in kind.

69. Following the United Nations Conference on the Human Environment in 1972 when UNEP was given the mandate to serve as a focal point for environmental action within the United Nations system, UNEP developed, in 1974, the regional seas programme, now covering 10 regions and involving 120 coastal States, 14 bodies of the United Nations system and other global and regional intergovernmental and non-governmental organizations and national institutions. General co-operation between UNEP and other United Nations agencies on environmental matters is organized through periodic meetings of the Designated Officials for Environmental Matters, as well as through bilateral or thematic joint programming. There have been three inter-agency meetings on the regional seas programme, in 1976, 1978 and 1981, and inter-agency consultations for specific regions are organized by UNEP on an ad hoc basis whenever necessary.

70. In addition, a number of co-operative advisory service and research efforts have been established. As one example, in recognition of the fact that marine pollution problems were of concern to many organizations of the United Nations system, a Joint Group of Experts on the Scientific Aspects of Marine Pollution (GESAM) was established in 1969 to advise them. It is currently sponsored by United Nations Headquarters, UNEP, FAO, UNESCO, WHO, WMO, IMO and IAEA. The members are appointed in their individual capacities by agreement among the sponsoring agencies, and meetings are serviced by technical secretaries from the sponsoring agencies.

71. When LEPOR was adopted, emphasizing the importance of oceanographic investigation of marine pollution, it was suggested that a Global Investigation of Pollution in the Marine Environment (GIPME) should be carried out within the framework of LEPOR. The IOC's scientific advisory bodies, together with GESAMP, were asked by the Commission to co-operate in developing the programme elements of such a global investigation, and based on their report GIPME was established by IOC in 1971.

72. In addition to these inter-agency efforts, there are several bilateral and multilateral programmes. One such is the Aquatic Sciences and Fisheries Information System (ASFIS), which offers global computerized information services to individual scientists, scientific institutions and other agencies involved in the field of science and technology of the marine and freshwater environment. ASFIS is a joint operation of FAO, IOC and the United Nations and has been in operation since 1965.

73. The Integrated Global Ocean Services System (IGOSS) is a joint IOC/WMO effort to provide information on the state of the oceans and to support research on their physical and dynamic processes. Since 1977 it has been governed by a Joint IOC/WMO Working Committee for IGOS, which is open to any member of IOC and WMO wishing to participate in any part of the IGOS programme.

74. In maritime transport, such co-operative arrangements generally do not exist, although there are a number of written arrangements between different agencies. An IMO/ILO agreement of 1958 elaborates the means of co-operation between the two organizations in matters of common concern. Three other IMO/ILO agreements, of 1972, 1974 and 1977, deal with co-operation in providing technical assistance in the training of maritime personnel, arrangements for the Joint IMO/ILO Committee on Training and the convening of conferences on seafarers' training, qualifications or certification. In 1977, IMO and UNCTAD signed a memorandum recording their agreement on the broad delineation of their respective roles in the area, especially as regards technical assistance to developing countries. In broad terms, IMO was acknowledged to be responsible for technical and related matters, and UNCTAD for economic, commercial and related matters. Within this framework, IMO and UNCTAD have undertaken, whenever necessary or appropriate, consultations to delineate their precise areas of responsibility in specific cases. Subsequently, the two organizations, together with ILO, produced a booklet entitled Technical Co-operation in Maritime Transport (1981), which outlined their roles in technical co-operation in the field. This acknowledged the possibility of specific projects falling within the competence of more than one of the organizations, thereby involving one of them in assuming a lead agency role.

B. Co-ordination at the activity level

75. While there are no fixed standards for the optimum level of co-ordination, there should obviously be co-operation in organizing activities if organizations deal with the same issues of marine affairs or work in the same substantive areas. Indeed, the more similar the issues addressed or disciplines applied, the higher should be the intensity of co-operation. Twenty-five per cent of all marine affairs activities and more than two thirds of programme activities include co-operation among organizations of the system. The figure for the more numerous technical co-operation activities is only 7 per cent, and only 2 out of 26 loans involve co-operation. In comparative terms, the level of programme co-operation is higher than that found in fields such as public administration or youth; this may indicate the effect of the co-ordination arrangements noted above.

76. For this analysis, co-ordination has been measured by having organizations indicate for each activity the other organizations which provide an input to it. Logically, if a unit like the IOC secretariat says that the FAO co-operates with its activities, FAO should report that IOC co-operates in its activities. Such reciprocity is taken to indicate the mutuality of co-operation (see table 7). More than half of the co-operation relationships are reciprocal. For example, DIESA, UNEP, UNESCO/IOC, IMO and WMO all report each other as co-operating at the activity level. As was noted in other cross-organizational programme analyses, the regional commissions are not consistently reported as co-operating. For example, DIESA reports co-operation with ESCAP, ECLA and ECA, but ECLA does not report DIESA. ESCAP has a reciprocal relationship with DTCD and WMO, while ECA has reciprocal relationships with UNEP and UNESCO/IOC. DIESA and UNEP have the highest percentage of reciprocal relationships, followed by UNESCO/IOC, WHO, WMO and IMO. All of these organizations have been active participants in the co-ordination machinery described above.

Table 7. Patterns of co-operation among organizations in marine affairs

[illegible]

United Nations

[illegible]

Specialized Agencies

[illegible]

77. Activities addressing legal framework, control of marine pollution, marine conservation and enhancement of knowledge and understanding of the oceans more frequently involve co-operation as defined above than activities addressing such issues as exploitation of living marine resources, supporting services and industry. The highest level of co-operation (62 per cent) is in activities addressing the issue of legal framework. The level of co-operation is lower for the area of exploitation of living marine resources, but the constitutional role of FAO in that area reduces, prima facie, the need for such co-operation.

78. A clearer test of the efficacy of co-ordination is whether there are regular co-operation relationships in those substantive areas where several organizations are involved. The current situation can be seen in table 8. Shipping and marine scientific research both involve nine organizations or organizational units. Of these, co-operation is indicated for only 12.2 per cent of the activities in shipping, which is the second largest area in terms of number of activities (82), against over 60 per cent for research, the third largest area (53 activities). In other areas, the proportion of activities involving co-operation among organizations and units ranges from 6.3 per cent for ports (32 activities) and 6.8 per cent for fisheries (103 activities) to 40 per cent for legislation (15 activities) and 69 per cent for institutional activities (29 activities).

C. Co-operation with other organizations

79. The marine affairs activities of the United Nations system are characterized by a high degree of co-operation with non-United Nations organizations, both intergovernmental and non-governmental. Of programme activities identified, 26 per cent are reported to involve co-operation with international non-governmental organizations and 28 per cent with non-United Nations intergovernmental organizations.

80. In the area of maritime transport, the International Shipping Federation (ISF) and the International Transport Workers' Federation (ITF) are two non-governmental organizations which work closely with ILO and UNCTAD. ISF and ITF, acting as global spokesmen for shipowners and seafarers respectively, assist the ILO in its work by co-ordinating and representing the views of both sides in the various ILO bodies concerned with seafarers' conditions. At the regional level, the Intergovernmental Standing Committee on Shipping undertakes research, especially in the areas of freight rates, national shipping lines and shippers' councils for the East African subregion and maintains close relations with ECA.

81. As regards exploitation of ocean mineral resources, an example of co-operation is that between the South-East Asia Tin Research and Development Centre and ESCAP.

82. FAO co-operates with a variety of intergovernmental and non-governmental organizations concerned with the exploitation and conservation of living marine resources. Examples of intergovernmental organizations include the International Whaling Commission, the International Commission for the Conservation of Atlantic Tunas and the International Pacific Salmon Fisheries Commission. A leading non-governmental organization concerned with conservation, including conservation

Table 8. Co-operation in main substantive areas among organizations of the United Nations system

Substantive area	Activities involving co-operation			Organizations indicated as co-operating
	Number	Percentage	Organizations working in area	
Legislation	15	40.0	United Nations (UNCILS, Office of Legal Affairs, ECA, UNCTAD, UNEP, UNITAR), FAO, IMO	United Nations (UNCILS, DIESA, UNEP, all regional commissions), ILO, FAO, UNESCO/IOC, WHO, IMO
Mapping	8	25.0	United Nations (DTCD), IMO, UNESCO/IOC	United Nations (UNCILS, all regional commissions)
Institutional	29	69.0	United Nations (DIESA, DTCD, ESCAP, ECLA, ECA, UNEP), FAO, IMO	United Nations (UNCILS, DIESA, DTCD, Centre for Science and Technology for Development (CSTD), UNCTAD, UNIDO, UNEP, Office of Legal Affairs, Office of the United Nations Disaster Relief Co-ordinator (UNDRO), all regional commissions), FAO, UNESCO/IOC, WHO, WHO, IMO, IAEA
Monitoring	12	75.0	UNESCO/IOC, IAEA, United Nations (ECE, UNIDO), FAO, WHO	United Nations (DIESA, ESCAP, UNEP, UNDP), FAO, UNESCO/IOC, WHO, WHO, IMO, IAEA
Transfer of technology	2	100.0	United Nations (DIESA, UNIDO)	United Nations (DTCD, UNIDO, UNEP, CSTD), FAO, UNESCO/IOC, WHO
Conditions of service	5	-	ILO	
Fisheries	103	6.8	FAO, United Nations (ECA, UNCTAD, UNIDO, UNDP), UNESCO/IOC, World Bank, IMO	United Nations (DIESA, UNIDO), FAO, ILO, UNESCO/IOC, World Bank, IMO
Hydrocarbons	6	16.7	United Nations (DTCD)	United Nations (UNCTAD)
Hard minerals	6	33.3	United Nations (DIESA, DTCD, UNCTAD, UNDP)	United Nations (UNCILS, DIESA, DTCD, ESCAP, ECLA, ECA, UNCTAD), UNESCO/IOC, World Bank
Equipment	15	6.7	United Nations (UNIDO), IMO, FAO, ILO	IMO
Living resources processing	19	5.3	FAO, United Nations (UNIDO)	United Nations (UNIDO), WHO
Non-living resources processing	1	-	United Nations (UNIDO)	
Marine aviation	3	66.7	ICAO	IMO

Table 8 (continued)

Substantive area	Activities involving co-operation			Organizations indicated as co-operating
	Number	Percentage	Organizations working in area	
Ports	32	6.3	United Nations (DTCD, ECA, UNCTAD, UNDP), IMO, ILO, World Bank	United Nations (UNCTAD, all regional commissions,) ILO, IMO
Shipping	82	12.2	IMO, United Nations (UNCTC, ESCAP, ECLA, ECA, UNCTAD, UNDP), World Bank, ICAO, IMC	United Nations (DIESA, DTCD, UNCTAD, UNDP, all regional commissions), ILO, FAO, WHO, IMO
Tourism	1	-		
Offshore	1	-	United Nations (ECE)	
Conservation	3	100.0	United Nations (DTCD, UNDP)	United Nations (DIESA, UNEP)
Research	53	60.4	UNESCO/IOC, United Nations (DTCD, ESCAP, ECA, UNEP, UNU), FAO, IMO, IAEA	United Nations (DIESA, DTCD, UNEP, UNDP, UNU, all regional commissions), FAO, UNESCO/IOC, WHO, WHO, IMO, IAEA
Meteorology	12	58.3	WHO, United Nations (ESCAP)	United Nations (DIESA, ECE, ESCAP, ECLA, ECA, ECMA, UNEP), UNESCO/IOC, WHO, ITU, ICAO, WHO, IMO
Telecommunications	10	20.0	ITU, IMO	WHO, IMO, ITU
Navigation and safety	1	100.0	IMO	ITU
Health	3	66.7	United Nations (UNEP), WHO, IAEA	United Nations (DIESA, UNEP), FAO, UNESCO/IOC, WHO, WHO, IMO, IAEA
Political and Security	1	100.0	United Nations (PSCA)	United Nations (UNCLS, UNEP, UNITAR), UNESCO/IOC

of living marine resources, is the International Union for Conservation of Nature and Natural Resources (IUCN), which engages in scientifically based action aimed at the sustainable use and conservation of natural resources. In addition to FAO, IUCN has consultative status with the Economic and Social Council, UNESCO, WMO, WHO, and UNIDO and co-operates particularly closely.

83. Co-operation with intergovernmental and non-governmental organizations is closest, however, in marine science. A leading non-governmental organization here is the International Council of Scientific Unions (ICSU). Through its subsidiary committees, including the Scientific Committee on Oceanic Research, the Scientific Committee on Antarctic Research and the Scientific Committee on Problems of the Environment, ICSU co-operates with various organizations of the system including UNESCO and its IOC, FAO, IAEA, WMO, ITU, WHO and UNEP. The International Hydrographic Organization (IHO), an intergovernmental organization fostering international co-operation in its field, co-operates with IMO, WMO and UNESCO/IOC in this work. Other intergovernmental scientific bodies include the International Council for the Exploration of the Sea (ICES) and the International Commission for the Scientific Exploration of the Mediterranean Sea (ICSEM). Both co-operate with UNESCO/IOC and with UNEP; ICES also co-operates with FAO.

84. Marine science work is characterized not only by consultations and mutual assistance, but also by joint programmes involving both United Nations system and non-United Nations system organizations. Examples include the co-operation of IOC and IHO in the General Bathymetric Chart of the Oceans; WMO and ICSU in the Global Atmospheric Research Programme (GARP); IOC, FAO/GFCM (General Fisheries Council for the Mediterranean) and ICSEM in Co-operative Investigations in the Mediterranean; and IOC, FAO and its Fishery Committee for the Eastern Central Atlantic and ICES in the Co-operative Investigations of the Northern Part of the Eastern Central Atlantic (CINECA).

VI. CONCLUSIONS AND RECOMMENDATIONS

85. The preceding analysis has tried to present a summary picture of the extremely complex and diverse activities of the United Nations system in the field of marine affairs. The quantitative aspects are summarized in table 9. In general, it is fair to conclude that these activities constitute a useful and well-organized response by the system to the needs of its member States. There are, however, a number of questions that the Committee for Programme and Co-ordination may wish to consider.

86. As noted above, there are no fewer than 28 organizational units of the United Nations system active in marine affairs, which have a multiplicity of mandates, activities and working relationships. The analysis shows that while in specialized fields the relationships among programmes are consciously and harmoniously determined, there may be an advantage in keeping the overall consistency and complementarity of the whole range of marine-related activities under review.

87. It should be recalled that the Committee decided at its twenty-second session to re-examine proposals in the draft medium-term plan of the United Nations for the

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Table 9. Summary of relationships

Issue area	Percentage of				
	Operative mandates	Programme activities	Technical co-operation activities	Programme activities involving co-operation	Technical co-operation activities involving co-operation
Legal	11.9	19.4	5.4	84.6	25.0
Policy and management	14.2	23.9	23.6	75.0	8.6
Living resources	19.8	15.7	44.6	76.2	4.5
Non-living resources	4.5	9.7	5.7	61.5	29.4
Use of ocean space					
Regulation and control	7.1	17.2	18.2	39.1	0
Other aspects	41.8	32.1	24.3	69.8	5.6
Conservation	7.1	11.9	11.1	93.8	36.4
Control of pollution	13.0	29.9	10.1	77.5	36.7
Enhancement of knowledge	50.0	41.0	19.6	87.3	22.4
Supporting services	27.2	20.1	12.2	77.8	0
Industry	0.7	4.5	25.0	50.0	1.4

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period 1984-1989 related to marine affairs in the light of the decisions of the Third United Nations Conference on the Law of the Sea after consideration of those decisions by the General Assembly at its thirty-seventh session. The new proposals will be presented to the Committee at its current session, and, as part of their presentation, their relation to activities of other organizations will be shown, as far as practicable. This has involved prior consultations on the proposals and has been reflected in cross-referencing in the text of the United Nations proposals to related work of the other organizations of the system.

88. CPC may wish to note the complexity of the field and accordingly recommend to ACC that it should pay particular attention to review of the work of the United Nations system in marine affairs.

89. It might be expected that duplication and overlap would occur in the area of marine affairs because of the natural interrelations among the issues dealt with by the various organizations of the system. In practice, the analysis shows that procedures exist to agree on divisions of responsibility and to concert action. To a degree that is greater than in most of the areas in which cross-organizational analyses have been undertaken, marine affairs shows a practical tendency for joint action through bilateral and multilateral agreements among agencies. The degree to which such arrangements exist depends on the extent to which the issues addressed in each field have already been defined. In those fields which are newer or less established at a global policy level, co-operation has been worked out less formally.

90. As regards maritime transport, a number of organizations have important programmes. The technical and specialized character of this field requires a network of co-operative arrangements which the organizations concerned have themselves developed in the light of needs and priorities. This co-operation has sometimes proceeded within the framework of bilateral agreements or understandings or taken the form of ad hoc consultations or arrangements in relation to concrete projects or activities. The Committee may wish to note that co-operation and co-ordination in the field of shipping is by necessity a very dynamic process that demands the continuing awareness and direct involvement of the organizations specialized in this important subsector and a continuing process of consultations.

91. The volume of different activities of the various organizations of the system in marine affairs is considerable. The analysis shows that the existing arrangements have ensured that the flow of information among the organizations about each other's work is satisfactory. The information systems covering the technical and scientific issues of marine affairs, many of which are joint endeavours of several organizations, are vehicles for this exchange. The Committee may wish to note this co-operation and recommend that the process should continue and expand, as may be required.

92. The considerable output produced for member States by the various organizations indicates the extent to which the information needs of Governments in marine affairs are currently being met. The evident correspondence between mandates and activities reflects the close relation between the requirements of member States and the work of the individual specialized organizations.

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93. The Third United Nations Conference on the Law of the Sea, while focusing on legal aspects, dealt with most of the issues which the organizations of the system address by their activities in this field. While much of the work in implementing the Convention clearly falls within the technical fields of specialized organizations, two resolutions of the Conference and the General Assembly relating to the Convention have an inter-agency dimension which could build on the existing structure of co-operation. One refers to expansion of programmes of the organizations of the system, within their respective fields of competence, for assistance to developing countries in the fields of marine science, technology and ocean services and to co-ordination of their efforts on a system-wide basis. The other establishes the need to ensure a continuous flow of information on national and international action to implement the Convention.

94. The Committee may wish to recommend to the organizations of the system that in responding to these new recommendations they should make efforts to arrive at joint approaches and co-operative arrangements, where appropriate, and that they should study the most feasible means for this to be accomplished, taking into account the existing capabilities in the system in the areas of information systems, research and analysis.

Notes

1/ Under its terms of reference, CPC assesses the continuing validity of mandates which are over five years old. This criterion has been used to classify mandates in this analysis.

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COMMITTEE FOR PROGRAMME AND CO-ORDINATION
Twenty-third session
9 May-3 June 1983
Item 4 of the provisional agenda

CROSS-ORGANIZATIONAL PROGRAMME ANALYSIS

Cross-organizational programme analysis of the activities of the United Nations system in marine affairs

Report of the Secretary-General

Corrigendum

Paragraph 82

The last sentence should read

In addition to FAO, IUCN has consultative status with the Economic and Social Council, UNESCO, WMO, WHO and UNIDO and co-operates particularly closely with UNEP.

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COMMITTEE FOR PROGRAMME AND CO-ORDINATION
Twenty-third session
9 May-3 June 1983
Agenda item 4

CROSS-ORGANIZATIONAL PROGRAMME ANALYSIS

Cross-organizational programme analysis of the activities of
the United Nations system in marine affairs

Report of the Secretary-General

Corrigendum

Page 4, paragraph 6, line 4

For 434 per cent read 43 per cent

Page 4, footnote

(a) Line 1: after Office of the Special Representative insert of the
Secretary-General

(b) Line 17: for WMO read WHO

(c) Line 19: for WHO read WMO

(d) Lines 21 and 22: delete the International Fund for International
Maritime Organization (IMO),

Page 5, table 1, last column, line 8

For 67.2 read 67.0

Page 9, paragraph 13 line 14

For (DIESA read (DIESA)

Pages 11-13, table 3, column 1

- (a) Under United Nations Headquarters, for (58) read (34)
- (b) Under ECLA, for (2) read c/
- (c) Under FAO, for (66) read (88)
- (d) Under WMO, for (5) read (4)

Page 28, paragraph 63, last line

After series insert a report

Page 31, paragraph 70, line 5

For (GESAM) read (GESAMP)

Page 33, table 7

For UNESCO read UNESCO/IOC

Resolution on Marine Affairs

The Economic and Social Council,

Recalling its long-standing interest in marine affairs and its numerous resolutions on various aspects of the subject dating back to 1966,

Recalling also its resolution 1980/68 of 25 July 1980, in response to which the Secretary-General has submitted to the Council a note on economic and technical developments in marine affairs, 2/

Taking note of the adoption by the Third United Nations Conference on the Law of the Sea at its eleventh session of the United Nations Convention on the Law of the Sea and related resolutions, including the resolution entitled "Development of national marine science, technology and ocean service infrastructures", 3/ and of General Assembly resolution 37/66 of 3 December 1982, by which the General Assembly, inter alia, welcomed the adoption of the Convention and the related resolutions and approved the assumption by the Secretary-General of the responsibilities entrusted to him under the Convention and the related resolutions,

Taking note also of the recommendations, decisions and observations of the Committee for Programme and Co-ordination at its twenty-third session concerning the cross-organizational programme analysis of activities in marine affairs and the new major programme in marine affairs, particularly the Committee's recommendation that the Economic and Social Council and the General Assembly should adopt this new programme, as revised, for inclusion as chapter 25 in the proposed medium-term plan for the period 1984-1989, 4/

Bearing in mind that the present activities of the Secretary-General relating to marine affairs already contribute to a large extent to the fulfilment of his responsibilities and the exercise of his functions as a result of the adoption of the United Nations Convention on the Law of the Sea and the related resolutions,

Believing firmly that the growing needs of Member States, particularly developing countries, for information, advice and assistance regarding legal, economic and technical aspects of marine affairs warrant an appropriate and commensurate effort on the part of the United Nations and the organizations of the United Nations system to respond to those needs,

2/ E/1983/97.

3/ A/CONF.62/121, annex VI.

4/ A/38/38(Part I), paras. 14-19 and 138.

1. Invites the organizations of the United Nations system, each within its sphere of competence, and with due regard for the efficient co-ordination of activities on a system-wide basis, to continue to make their respective programmes of activities fully responsive to the growing needs of Member States in the field of marine affairs, particularly in the light of the adoption of the United Nations Convention on the Law of the Sea and the related resolutions;

2. Endorses the recommendation of the Committee for Programme and Co-ordination regarding the new major programme in marine affairs, as revised;

3. Requests the Secretary-General to pursue, within existing budgetary resources, and taking into account the recommendations made by the Committee for Programme and Co-ordination at its resumed twenty-third session with regard to the relevant sections of the proposed programme budget for the biennium 1984-1985, the programme of activities, including collection, analysis and dissemination of information and data, dealing with:

(a) Planning and management with a view to the national development and utilization of the resources of coastal areas and exclusive economic zones;

(b) Economic and technical issues related to the development of marine mineral resources in connection with the role of non-renewable resources and their impact on the economies of developing countries as well as on the world economy;

(c) Issues relating to the acquisition and introduction of marine technologies for the development of the resources of the sea, taking into account the need to avoid duplication of work in other competent organizations of the United Nations system in their respective areas of competence;

4. Recommends to the General Assembly, when it considers the report of the Secretary-General on the implementation of Assembly resolution 37/66, that it should give due consideration to the continuation of activities concerned with information, assistance and advice in matters relating to the new legal regime of the oceans;

5. Invites the Secretary-General, in close co-operation with the competent organizations of the United Nations system, to submit to the Council, at its second regular session of 1985, a comprehensive report on economic and technical trends and developments in marine affairs.

A/CONF.62/121

Annex VI

RESOLUTION ON DEVELOPMENT OF NATIONAL MARINE SCIENCE,
TECHNOLOGY AND OCEAN SERVICE INFRASTRUCTURES

The Third United Nations Conference on the Law of the Sea,

Recognizing that the Convention on the Law of the Sea is intended to establish a new régime for the seas and oceans which will contribute to the realization of a just and equitable international economic order through making provision for the peaceful use of ocean space, the equitable and efficient management and utilization of its resources, and the study, protection and preservation of the marine environment,

Bearing in mind that the new régime must take into account, in particular, the special needs and interests of the developing countries, whether coastal, land-locked, or geographically disadvantaged,

Aware of the rapid advances being made in the field of marine science and technology, and the need for the developing countries, whether coastal, land-locked or geographically disadvantaged, to share in these achievements if the aforementioned goals are to be met,

Convinced that, unless urgent measures are taken, the marine scientific and technological gap between the developed and the developing countries will widen further and thus endanger the very foundations of the new régime,

Believing that optimum utilization of the new opportunities for social and economic development offered by the new régime will be facilitated through action at the national and international level aimed at strengthening national capabilities in marine science, technology and ocean services, particularly in the developing countries, with a view to ensuring the rapid absorption and efficient application of technology and scientific knowledge available to them,

Considering that national and regional marine scientific and technological centres would be the principal institutions through which States and, in particular, the developing countries, foster and conduct marine scientific research, and receive and disseminate marine technology,

Recognizing the special role of the competent international organizations envisaged by the Convention on the Law of the Sea, especially in relation to the establishment and development of national and regional marine scientific and technological centres,

Noting that present efforts undertaken within the United Nations system in training, education and assistance in the field of marine science and technology and ocean services are far below current requirements and would be particularly inadequate to meet the demands generated through operation of the Convention on the Law of the Sea,

/...

Welcoming recent initiatives within international organizations to promote and co-ordinate their major international assistance programmes aimed at strengthening marine science infrastructures in developing countries,

1. Calls upon all Member States to determine appropriate priorities in their development plans for the strengthening of their marine science, technology and ocean services;

2. Calls upon the developing countries to establish programmes for the promotion of technical co-operation among themselves in the field of marine science, technology and ocean service development;

3. Urges the industrialized countries to assist the developing countries in the preparation and implementation of their marine science, technology and ocean service development programmes;

4. Recommends that the World Bank, the regional banks, the United Nations Development Programme, the United Nations Financing System for Science and Technology and other multilateral funding agencies augment and co-ordinate their operations for the provision of funds to developing countries for the preparation and implementation of major programmes of assistance in strengthening their marine science, technology and ocean services;

5. Recommends that all competent international organizations within the United Nations system expand programmes within their respective fields of competence for assistance to developing countries in the field of marine science technology and ocean services and co-ordinate their efforts on a system-wide basis in the implementation of such programmes, paying particular attention to the special needs of the developing countries, whether coastal, land-locked or geographically disadvantaged;

6. Requests the Secretary-General of the United Nations to transmit this resolution to the General Assembly at its thirty-seventh session.

UNITED
NATIONS**A****General Assembly**Distr.
GENERALA/RES/37/66
18 February 1983Thirty-seventh session
Agenda item 28

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY

(without reference to a Main Committee (A/37/L.13/Rev.1 and Rev.1/Add.1))

37/66. Third United Nations Conference on the Law of the SeaThe General Assembly,

Recalling its resolutions 3067 (XXVIII) of 16 November 1973, 3334 (XXIX) of 17 December 1974, 3483 (XXX) of 12 December 1975, 31/63 of 10 December 1976, 32/194 of 20 December 1977, 33/17 of 10 November 1978, 34/20 of 9 November 1979, 35/116 of 10 December 1980 and 36/79 of 9 December 1981,

Taking note of the adoption, on 30 April 1982, of the United Nations Convention on the Law of the Sea 1/ and the related resolutions 2/ by an overwhelming majority of States and of the decision of the Third United Nations Conference on the Law of the Sea, on 24 September 1982, to accept with appreciation the invitation extended by the Government of Jamaica for the purpose of adopting and signing the Final Act and opening the Convention for signature at Montego Bay from 6 to 10 December 1982, 3/

Taking special note of the fact that the Conference decided to establish a Preparatory Commission for the International Sea-Bed Authority and for the International Tribunal for the Law of the Sea and that the Commission shall meet at the seat of the Authority if facilities are available and as often as necessary for the expeditious exercise of its functions,

1/ A/CONF.62/122.

2/ A/CONF.62/121, annex I.

3/ See A/37/441/Add.1.

Taking note of the extensive functions entrusted to the Preparatory Commission, including the administration of the scheme governing preparatory investment in pioneer activities relating to polymetallic nodules,

Recalling that the Convention provides that the seat of the International Sea-Bed Authority shall be in Jamaica,

Taking further note of the timely measures being taken at considerable expense by the Government of Jamaica to construct an adequate administrative building and conference complex for housing the secretariat of the Preparatory Commission and providing meeting facilities for the purpose of enabling the Commission to function from Jamaica,

Recognizing the urgent need for the Preparatory Commission to be assured of adequate resources to enable it to discharge its functions efficiently and expeditiously,

Recalling also that in General Assembly resolution 35/116 the Secretary-General was requested to prepare and submit to the Conference, for such consideration as it deemed appropriate, a study identifying his future functions under the proposed Convention and that such a study was submitted on 18 August 1981, 4/

Noting that, in a letter dated 7 September 1982 to the President of the General Assembly, 5/ the President of the Conference drew attention to the responsibilities which the Secretary-General was called upon to carry out under the Convention and the related resolutions and to the need for the Assembly to take the appropriate action to approve the assumption of these responsibilities by the Secretary-General,

Recognizing that, in accordance with the third preambular paragraph of the Convention, the problems of ocean space are closely interrelated and need to be considered as a whole,

Recognizing the need for the Secretary-General to be authorized to assume his functions under the Convention and the related resolutions, including in particular the provision of the secretariat services required by the Preparatory Commission for its effective and expeditious functioning,

1. Welcomes the adoption of the United Nations Convention on the Law of the Sea and the related resolutions;

2. Calls upon all States to consider signing and ratifying the Convention at the earliest possible date to allow the effective entry into force of the new legal régime for the uses of the sea and its resources;

4/ A/CONF.62/L.76.

5/ A/37/441.

3. Appeals to the Governments of all States to refrain from taking any action directed at undermining the Convention or defeating its object and purpose;
4. Accepts with appreciation the invitation extended by the Government of Jamaica for the purpose of adopting and signing the Final Act and opening the Convention for signature at Montego Bay from 6 to 10 December 1982;
5. Authorizes the Secretary-General to enter into the necessary agreement in this regard with the Government of Jamaica;
6. Reiterates its gratitude to the Government of Venezuela for the hospitality extended to the Third United Nations Conference on the Law of the Sea at its first substantive session, held at Caracas in 1974;
7. Approves the assumption by the Secretary-General of the responsibilities entrusted to him under the Convention and the related resolutions and also approves the stationing of an adequate number of secretariat staff in Jamaica for the purpose of servicing the Preparatory Commission for the International Sea-Bed Authority and for the International Tribunal for the Law of the Sea, as required by its functions and programme of work;
8. Authorizes the Secretary-General to convene the Preparatory Commission as provided in Conference resolution I, of 30 April 1982, 2/ by which the Commission was established, and to provide the Commission with the services required to enable it to perform its functions efficiently and expeditiously;
9. Approves the financing of the expenses of the Preparatory Commission from the regular budget of the United Nations;
10. Requests the Secretary-General to report to the General Assembly at its thirty-eighth session on the implementation of the present resolution.

91st plenary meeting
3 December 1982