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Transnational Associations

The review of the Union of International Associations



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Relationships between
INGOs and the
United Nations

Les OING entre
le droit international
et les droits nationaux

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Associations transnationales

La revue de l'Union des associations internationales

Transnational Associations

Associations transnationales

Transnational Associations is a unique bilingual journal whose aim is to deal with major current problems within the perspective of international nongovernmental organizations. It is intended to provide a forum for authoritative information and independent reflection on the increasing role played by these organizations in the international system, and on its philosophical, political, economic or cultural implications.

The approach is intrinsically interdisciplinary, and calls for both specialist expertise and practitioner experience in transnational association matters. *Transnational Associations* provides background information about the actions and achievements of international associations, and insight into their interrelations with intergovernmental organizations. It covers a wide range of topics, among which social organization, humanitarian law, scientific cooperation, language and culture, economic development, to cite just a few.

The programme of the review, in accordance with the principles of the UIA, clarifies general awareness concerning the association phenomenon within the framework of international relations and, in particular, informs associations about aspects of the problems which they tend to share or which are of common interest to them. Contributors to the journal review include association officers, research workers and specialists of association questions who engage only themselves.

Founded in Brussels in 1907 as the Central Office of International Associations, the UIA became a federation under the present name in 1910 at the 1st World Congress of International Associations. Activities were closely associated with the Institut international de bibliographie, which later became the International Federation for Documentation. Its work contributed to the creation of the League of Nations and the International Institute of Intellectual Cooperation (the predecessor of UNESCO). During the 1920s, the UIA created an International University, the first of its kind.

The UIA has consultative relations with UNESCO, UN/ECOSOC, and ILO. It collaborates with FAO, the Council of Europe, UNITAR, and the Commonwealth Science Council.

Associations transnationales est la seule revue traitant des grands problèmes contemporains dans la perspective des organisations internationales non gouvernementales. Elle se propose d'apporter des éléments d'information provenant des sources les plus autorisées, propres à susciter une réflexion indépendante sur l'affirmation du rôle joué par ces acteurs dans le système international et sur les aspects philosophiques, politiques, sociaux et culturels de cette évolution.

La visée adoptée est essentiellement interdisciplinaire et fait appel au savoir comme à la pratique des spécialistes du champ d'action des associations transnationales. Les documents, articles et études publiés par Associations transnationales traitent également des liens établis entre celles-ci et les organisations intergouvernementales. Les domaines couverts s'étendent aux problèmes de société, au droit humanitaire, à la coopération scientifique, aux questions linguistiques et culturelles, au développement économique ou à tout phénomène affectant la vie de ces associations.

Le programme de la revue, conformément aux buts de l'UIA, vise à éclairer l'opinion sur la signification de la dimension associative des relations internationales, notamment en informant les associations au sujet des questions qui relèvent de leurs domaines ou affectent leurs intérêts communs. Les textes des auteurs publiés par la revue (dirigeants d'associations, chercheurs et spécialistes des questions associatives) n'engagent que leur opinion.

L'UIA a été créée officiellement en 1910 à Bruxelles au cours du premier congrès mondial des associations internationales. Ses fondateurs, le Sénateur Henri La Fontaine, prix Nobel de la Paix 1913 et Paul Otlet, Secrétaire général de l'Institut international de bibliographie, avaient mis sur pied en 1907 l'«Office central des institutions internationales» auquel l'UIA succéda sous la forme de fédération. En 1914, elle regroupait 230 organisations, soit un peu plus de la moitié de celles qui existaient à l'époque. L'UIA devait incarner, dans l'esprit de ses fondateurs, les aspirations internationalistes et les idéaux de paix qui animaient les associations et qui allaient aboutir en 1920 à la création de la Société des Nations.

L'UIA a obtenu le statut consultatif auprès de l'ECOSOC, de l'UNESCO et de l'OIT. Elle collabore avec l'UNITAR, la FAO et le Conseil de l'Europe. Elle entretient des relations générales et ponctuelles avec les organisations régionales.

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Relationships between international non-governmental organizations and the United Nations

A Research and Policy Paper

by Andrew E. Rice and Cyril Ritchie*

Preamble

International non-governmental organizations have a constantly growing role in national and international life, whether in promoting democracy, guaranteeing freedoms and rights, saving the environment, promoting sustainable development, setting technical and professional standards, galvanizing educational and cultural renewal, advancing the boundaries of science and research, or ensuring the survival of victims of man-made and natural disasters. The list could be much prolonged.

The list applies equally to the role of the agencies and organizations of the United Nations System, a unique constellation of organised human endeavour that is also striving to improve the human condition

The inter-relationship between INGOs and the UN System has been one of the phenomena of the last 50 years, building on and greatly expanding the experience acquired with the League of Nations before 1939. These relationships have been inadequately studied as they have gone through many metamorphoses, and inadequate attention has been paid to how they can and must develop still further in the coming decades, so that all efforts are better directed to the essential task of making the world better, safer, cleaner, healthier... a world where all have opportunity to live out their lives in justice. Those are the goals of the UN; those are the goals of the non-governmental community.

The attached document is an attempt by two members of the UAI to explore how these two key groups of actors on the international scene have worked together - or occasionally not worked together - over the past 50 or so years. The authors put forward some general and specific recommendations for the improvement of the performance of both parties - separately and together - in the future. The paper is contributed to form part of the reappraisal that is accompanying the 50th anniversary of the United Nations in 1995.

Changing relationships between International Non-Governmental Organizations and the United Nations

Introduction

Fifty years after the founding of the United Nations, transnational associations - commonly referred to as international non-governmental organizations or INGOs - have become major players on the international scene. The emergence during the past two decades of these organizations is one of the most striking global phenomena of the late 20th century. Although still inadequately recognised by some scholars of international relations, INGOs have become a significant third force in international systems, paralleling, although not yet equaling, the expanding role of inter-governmental organizations in the political sphere and the rapid globalization of business in the economic sphere. As the UN Secretary-General himself has recently said, "NGOs are an essential part of the legitimacy without which no international activity can be meaningful".

INGOs are the transnational organizational manifestations of what is now increasingly called "civil society" - which, in the words of UN Under-Secretary-General Nitin Desai, is "the sphere in which social movements organize themselves around objectives, constituencies, and thematic interests". Civil society, thus defined, is itself composed (in the language of Agenda 21 of the UN Conference on Environment and Development) of "major groups" who reflect those various interests.¹

The new importance of INGOs is derived specifically from several significant changes in human society. These changes include:

- 1) the enormous expansion of non-governmental organizations at local and national levels, particularly in the countries of the so-called

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(1) The term major groups is perhaps not such an innovation as it has been made out to be, since the 1968 ECOSOC Resolution 1296 on NGOs - of which more will be said later - says *inter alia* that an NGO shall "express the views of major sections of the population or of the organised persons within the particular field of its competence."

Third World but also in the transition states of the former Soviet bloc. The gradual process of development and the accelerating process of democratization have steadily liberated human capacities from long-standing economic, political and social constraints. Just as, in the economic sector, private enterprise is becoming increasingly important, so in civil society newly empowered citizens are organising themselves spontaneously and massively to promote their individual and common welfare.

- 2) At the international level, the United Nations has entered a period of growing importance, fostered, on the one hand, by the end of the Cold War and, on the other, by the growing realization that national governments by themselves can no longer cope with a growing array of global problems - such as preserving the integrity of the natural environment, eradicating diseases, controlling narcotics and many other threats to human security and well-being. Step-by-step, therefore, the intergovernmental organizations which comprise the UN family are being asked to take on new responsibilities. The concept of "global governance" (although certainly not yet "global government") is now widely accepted.
- 3) An integral part of these changes has been the impressive breakthroughs in communication technologies in recent years. Immediate and direct contact among individuals and their organizations anywhere in the world is now feasible, and there is every indication that instant accessibility to all kinds of information will continue to spread rapidly.

These three elements - the growth of citizen organizations at all levels of society, the imperative need for global action on global problems, and the remarkable ease of instant communication - have been major building blocks in the expansion of non-governmental organizations at the global level and have led to the increasing relationship between them and the UN family. As Under-Secretary-General Desai has put it, "NGOs... no longer simply have a consumer relationship with the United Nations. They have increasingly assumed the

role of promoters of new ideas, they have alerted the world community to emerging issues, and they have developed expertise and talent which... have become vital for the work of the United Nations, both at the policy and operational levels".

This changing relationship is the topic of this paper, which is offered as a contribution by the Union of International Associations to the general reexamination of the global multilateral system now under way upon the occasion of the 50th anniversary of the United Nations' creation in 1945. It seems fitting that the UAI (Union des associations internationales) should make such a contribution, since it is the oldest (established in 1910) independent centre of documentation and publication on international NGOs. Both of the study's authors are members of the UAI Executive Council and represent the UAI to the United Nations.

The authors have drawn on the UAI's substantial archives. More importantly, perhaps, they have drawn heavily on the experience of their own personal participation in INGO activities, each over nearly 40 years, as well as on the information and ideas provided by many other individuals who have been involved, in one way or another, in the connections between the international inter-governmental system and the international NGO world. We are grateful to them, and we honour their contribution on a roll deposited with the UAI headquarters.

In examining these issues, the authors have chosen to concentrate on what seem to them the most important. Before 1990, the literature on INGO/UN relations was rather slim; in the years since then it has vastly increased. Readers of this report who seek data on questions only briefly touched on this paper, or who are interested in INGO relationships with members of the UN system other than the UN itself, will therefore find the attached list of references a useful source of additional information.

Background

As a background to the issues discussed

in this paper, it may be helpful to offer a very brief sketch of UN/INGO relations as they have developed over the past 50 years.

Article 71 of the UN Charter may be seen as the starting point for INGO involvement with the UN. Its inclusion in the document adopted in San Francisco came about largely, it is generally agreed, because the United States Government, eager to build public support for the new world body, included a substantial number of NGO leaders in the U.S. delegation to the conference. Reflecting their influence, Article 71 provides that the UN Economic and Social Council could establish "suitable arrangements for consultation" with INGOs.

After taking some initial interim steps, ECOSOC did establish such arrangements at its tenth session by Resolution 288B (1950) which created a three-category system of NGO recognition with different privileges of consultation accorded to each category. In 1968 this system was somewhat modified by ECOSOC Resolution 1296, although the essential provision of three categories of consultative status remained unchanged. Resolution 1296 continues in force today as the "charter" of official UN/NGO relationships in the central field of policymaking, although a UN Working Group is currently considering its modification (A companion resolution, 1297, deals with the NGO relationship in the field of dissemination of information about the United Nations).

Another important moment in the history of NGO/UN relationships was the creation in 1948 of the Conference of Non-Governmental Organizations in Consultative Status with the Economic and Social Council, commonly known as CONGO. For nearly 50 years this coordinating body has served as a watchdog of NGO interests in the consultative system and as a framework for NGO cooperation in a number of fields of common interest.

In 1972, NGO interaction with the UN system was markedly intensified with the UN Conference on the Human Environment in Stockholm. NGOs were attracted to this event in large numbers, many of them without previous connection to the world body. Two important NGO initiatives at Stockholm were the

NGO Forum held parallel to the official conference and the NGO daily newspaper which provided immediate (and often critical) coverage of negotiations which otherwise would have been much less open to public scrutiny. The Stockholm pattern was repeated, and expanded, at all the subsequent UN conferences of the 70s and 80s — on population, food, women, habitat, science and technology, etc.

Of particular significance was the Second World Women's Conference held in 1985 in Nairobi, where some thousands of NGOs — mostly women's organizations, but by no means exclusively so — came to manifest their determination that the UN Conference would lead to meaningful and lasting progress in establishing women's rightful roles and responsibilities. This display of woman power was not lost on the governmental delegations.

With the 1990s, the NGO connection with the UN moved even more dramatically into the limelight. The precipitating event was the 1992 UN Conference on Environment and Development (UNCED) — a conference at which, to a degree far higher than ever before, the involvement of NGOs was actively sought by the UN organizers of the official conference. The traditional boundaries of the established consultative system — including its screening processes and criteria — were essentially ignored, and hundreds of organizations not previously associated with the UN were encouraged to make their voices heard. In turn, the NGO role in implementing the objectives of the conference was given important emphasis in the agenda adopted at Rio.

The subsequent world conferences of the 90s have to a large extent followed the UNCED model, and it would now be inconceivable for the UN to plan any global event without the active involvement of the non-governmental sector. Secretary-General Boutros Boutros-Ghali, addressing NGO representatives at the UN in September 1994, made this very clear when he said:

"I want you to consider this your home. Until recently, these words might have caused astonishment. The United Nations was considered to be a forum for sovereign states alone. Within the space of a few short years, this atti-

tude has changed. Non-governmental organizations are now considered full participants in international life".

The underlying reasons for this profound change have been suggested earlier. But transformation of the UN/INGO relationship has not come easily. Disputed issues have emerged during the past five years and some remain unresolved today.

Before examining these issues, however, it is important to recall the variety of relationships which have developed over the years and the benefits - to both the UN and the NGOs - that the experience of earlier decades has made indisputable. From the UN point of view,

- 1) NGOs can provide expert knowledge and advice, both to the decision-making bodies of the UN and to the Secretariat which implements UN decisions;
- 2) NGOs can present the views of important constituencies whose voices may not be adequately represented by national delegations but whose views are important to informed decision-making;
- 3) NGOs can be major channels for dissemination of information to their members, thus helping to fill the knowledge gap left by the inadequate coverage given by the media to UN developments;
- 4) NGOs can build support for UN programs by carrying out educational activities directed at the wider public (the promotion of various "days" proclaimed by UN agencies - e.g., World Food Day - is one example) or by raising funds (e.g., for UNICEF);
- 5) In some cases close cooperation with NGOs is indispensable to UN agencies in carrying out their missions; the UN High Commissioner for Refugees, for example, contracts and cooperates extensively with NGOs in the majority of refugee situations. And the UNDP has designated certain NGOs as executing agencies for projects which it funds.

Of course the INGO/UN relationship has not been a one-way street; non-governmental organizations serve their own purposes when they urge UN action or educate the public about UN activities. And the UN framework has also proved of value as a mechanism around which to build cooperation among themselves.

The Consultative Relationship

Despite the many ways in which the non-governmental world interacts with the intergovernmental world, the consultative relationship has remained at the heart of the interaction. And with the early 90s, and especially following UNCED, the existing pattern of this relationship came under increasing scrutiny. In 1993, therefore, ECOSOC created a special Working Group to re-examine the relationship, and its report is expected in 1996.

A central issue, of course, is which organizations shall be accorded status at the UN. On this question, the starting point is the criteria set out in Resolution 1296 which provides, *inter alia*:

"The organization shall be concerned with matters falling within the competence of the Economic and Social Council... The aims and purposes of the organization shall be in conformity with the spirit, purposes and principles of the Charter of the United Nations... The organization shall undertake to support the work of the United Nations and to promote knowledge of its principles and activities... The organization shall be of representative character and of recognized international standing... The organization shall have an established headquarters, with an executive officer. It shall have a democratically adopted constitution... which shall provide for determination of policy... by a representative body... The basic resources of the organization shall be derived in the main part from contributions of the national affiliates... or from individual members."

Resolution 1296, as previously noted, also includes provisions for classifying organizations into three categories. Category I organizations are large, representative bodies with interest and competence in a broad range of topics; Category II comprises those with competence in only some of the ECOSOC issues; while organizations listed on the Roster are those who can make occasional useful contributions to the work of the Council. Each category has different rights, with the ability to intervene much greater at the top than at the bottom.

The established practice, for an organization seeking accreditation in accordance with

these standards has been for it to submit an application to ECOSOC's Committee on Non-Governmental Organizations. Once approved by the Committee, ECOSOC's subsequent approval has, in most cases, been *pro forma* (The same procedure has been followed with respect to the quadrennial reports which each accredited organization is required to submit. On the basis of these reports, or lack of them, the Committee can recommend to ECOSOC the removal of organizations not meeting the criteria).

During the Cold War, the criteria were not always observed by the Committee; maintaining ideological balance among organizations admitted to consultative status often was a more compelling consideration. But the system remained essentially intact until the early 1990s when, as already noted, the new round of UN global conferences, beginning with UNCED, brought into contact with the UN many NGOs who had not previously sought a relationship. Indeed, the organisers of UNCED, using much simpler requirements (in essence merely an expression of interest in issues on the UNCED agenda), accredited hundreds of these NGOs to take part in the preparatory process and in the Conference itself.

Tension immediately arose between these "new" NGOs and some which had long enjoyed the privileges of ECOSOC status, many of them for decades. Having acquired status at UNCED, the new groups were then initially authorized to have status vis-a-vis the new UN Commission on Sustainable Development. Subsequently (when governments realized they had permitted an entirely new category of consultative status to slide into existence) this CSD special status was transformed *en bloc* to ECOSOC Roster status. This has of course given these groups the right to attend subsequent UN Conferences.

There is no question but that some of the organizations admitted to the UNCED list were far from meeting the standards previously applied. A few of them comprised scarcely more than a handful of people (dubbed NGIs, non-governmental individuals) while many were anything but international. Yet it is equally true that among them were knowledgeable and

eloquent spokespeople for national grass roots movements in the South whose views might otherwise have been but dimly heard (Representatives of some of these groups were able to take part in the UNCED process because they had their expenses paid by other units of the UN system, such as the UNDP).

The question of status for national organizations thus remains difficult. Resolution 1296's implicit requirement that a national NGO can only be recognised with the approval of its government means that authoritarian regimes can effectively silence its voice.² Restricting national NGOs' accreditation only to those who do not belong to an international federation may mute those who do belong to such an international body if that body is not strong and fails to represent them adequately. Indeed such a provision would tend to weaken INGOs, even if they are functioning well, since it could lead to disaffiliation by national groups who want to make their voices separately heard.

Still, the growing number of NGOs seems to make very careful scrutiny of their accreditation inevitable. To this end, NGOs may need to start policing themselves to make sure that those who speak both have competence and a truly representative character.

This is particularly true when individuals or organizations unilaterally claim to speak for "the NGO community" as if it were a monolithic body of opinion. Irresponsible behaviour of this kind can unjustly jeopardise the reputations of many organizations.

A mechanism for self-policing by NGOs does not now exist. Would it not be possible for CONGO to establish a working group to re-examine, and perhaps reformulate, the standards that could be applied by all intergovernmental bodies in their dealings with NGOs?

The vitality of the NGO world may make it difficult to hold down the number of accredited NGOs. A slow increase in their number is bound to occur. Other approaches need therefore to be explored to make the system work without overwhelming the UN's capacity in terms of time and budgetary resources.

The formal method by which NGOs have traditionally made use of their consulta-

(2) In the case of this particular requirement it should be noted that the 1296 language "after consultation with the Member State concerned" is in substance identical to the overriding text, namely Article 71 of the Charter. Indeed, this particular restriction is the *only* precision given in Article 71.

tive status has been the circulation of written statements to ECOSOC and its subsidiary commissions or, in the case of Category I organizations, the rare presentation of these statements orally (Of course, personal contacts with members of national delegations or with Secretariat staff have been another important channel for communication).

One means for keeping the flow of paper at a reasonable level is already provided in Resolution 1296 - namely, the proviso that "where there exist a number of organizations with similar objectives, interests and basic views in a given field, they shall, for the purposes of consultation with the Council, form a joint committee... to carry on such consultation for the group as a whole". And, in fact, the presentation of joint statements, often coordinated by committees of CONGO, has been for many years an accepted manner of submitting NGO views. The even greater use of such "sign on" procedures would clearly be beneficial to the smooth functioning of the consultative system.

All that has been said above, and indeed throughout the bulk of this paper, concentrates on NGO consultative status with ECOSOC, the focus of both Article 71 and Resolution 1296. One should not, however, overlook the consultative or similar statuses created by a large number of UN Specialized Agencies or indeed by several Secretariat organs (UNCTAD, UNICEF, UNHCR, UNCHR, UNCHS, UNEP, etc.). These often have many of the features of the ECOSOC consultative relationships, but by no means invariably so. In certain of these cases - but again by no means all - a NGO Committee comparable to CONGO has been created to bring together the NGOs in status with the Agency or other UN organ, and these also provide illustrations of other interactive processes. For example, building on the tested examples of the UNESCO or UNICEF NGO Committees, should there not be NGO advisory bodies established for all UN programs and activities? Such committees provide a channel for a coherent and regular flow of ideas and information of mutual benefit.

Variants on this procedure might include regular "hearings" (mentioned in 1296, but little practiced) at which relevant and competent

NGOs could present expert testimony and significant opinion; special joint UN/NGO working groups to consider specific problems of common interest; and larger seminars or meetings for in-depth exploration of a topic or theme. Provision is made for such procedures in the new resolution which the special ECOSOC working group on NGOs is now examining, and is very welcome.

The current limit to NGO involvement is customarily identified as prohibiting a direct NGO role in negotiations among the UN member governments to reach policy consensus. But in practice this limit is quite evidently eroding. This is true not only in an indirect sense - that is, through the growing practice of including NGO representatives on the national delegations of member states - but directly through the actual participation of NGO leaders in the corridor discussions and "non-meeting" meetings which characterize much of the UN negotiating process.

Moreover, NGO participation in the initiating, drafting and negotiating of many UN Conventions, Covenants, and Treaties (on human rights, drugs, torture, endangered species, the child, desertification, biological diversity, women) has been remarkably strong. Indeed, NGOs' roles have been so vital in so many such instances that it is difficult to see how governments can sensibly cut themselves off from such critical intellectual and specialist input.

UN Conferences

So important have the UN's Global Conferences and Summits become in expanding the NGO role in world affairs that they require closer examination. The pattern that prevailed at UNCED - of admitting NGOs to a participatory role without going through the formal process of acquiring consultative status - continued for the major conferences thereafter. Each of them - nutrition (1992), human rights (1993), population (1994), social development (1995), women (1995), and habitat (1996) - has been, or will be, accompanied by a large and vocal NGO presence, usually organized in a si-

(3) In this connection, a statement by the Mexican Ambassador to the UN in April 1995 is particularly relevant. HE, Miguel Marin Bosch made his remarks in the context of the Non-proliferation Treaty Conference, but they are clearly of wider import: "The UN will be a much better place the day the positions taken by all delegations on all issues resemble the best of the NGOs. We all know that the UN will only begin to reach its potential in the disarmament field when our role as government representatives and your efforts as NGOs are so intertwined that there is no way to distinguish between the position of one group and the position of the other".

multaneous all-embracing NGO Forum. But if the overall forum sometimes has appeared to be a disjointed ten-ring circus, many of the special interest groups within it - women's organizations are a striking example - have organized themselves for many months prior to the conference and have come prepared with a platform for which they are committed to lobby intensively.

They can do this because NGOs have access to the official conference venue - albeit in limited numbers due to the physical restrictions of space - and are able to meet with the official delegations to press their arguments. Much of this is done informally through personal contacts before and after official sessions, but in some cases NGO representatives are invited to take part in joint discussions with delegates at which the language of a resolution is hammered out on a virtually equal basis. In other words, NGOs have become deeply involved in the actual negotiating process.

The NGO presence at international conferences has also been marked by the by now well established practice of publishing independent newspapers reporting, day by day, on the conference's progress. Often sharply critical of the official proceedings, these daily journals serve both as watchdogs and as a medium for NGO expressions of views. So well received have these newspapers been that there are now several at each conference, some of them published by entrepreneurs who can only loosely be categorized as representative of non-governmental organizations.

The one-time status of conferences makes it appropriate that NGOs not in regular ECOSOC status should be welcomed as accredited participants. But opinion also prevails that such conference accreditation should not replace the existing system for recognition vis-a-vis the permanent UN bodies. The opportunity is there for any organization which meets the - perfectly valid - standards in Resolution 1296 to obtain consultative status.

Mention must be made, however, of a special kind of UN conference whose only large-scale example thus far is the World Conference on Education for All, held in Jomtien, Thailand, in 1990. The Jomtien conference was

not a diplomatic assembly. Rather it was an event co-sponsored by four institutions of the UN family - UNDP, UNESCO, UNICEF, and the World Bank - in which representatives of multilateral institutions, governments, and non-governmental organizations were of co-equal status. Each participated fully in the conference debates and in drafting the conference declaration. The success of the Jomtien meeting suggests a model for the future.

Indeed, it is of great encouragement that a further breakthrough somewhat along these lines has already occurred in regard to HABITAT II (Istanbul, June 1996). The governmental Preparatory Committee has recommended to the UN General Assembly that "to ensure a meaningful broad-based participation of local authorities, non-governmental organizations and all other relevant actors, HABITAT II needs to become a Conference of Partnerships... (including) representatives designated by international associations of: local authorities; relevant professionals; researchers and academics; non-governmental and community-based organizations; youth organizations; industry, commerce, finance and services; trade unions; parliamentarians; and media invited to the Conference." This open attitude, strongly fostered by the HABITAT II Secretary General, bodes well.

Organizing the UN to Work with NGOs

How should the UN be organised to deal with NGOs?

The present arrangements suggest disorganization more than organization. There are several points of contact between NGOs and the UN Secretariat, with little connection among them.

As already noted, the Committee on NGOs, a subsidiary body of ECOSOC, maintains supervision over the consultative process. Composed of government representatives, the Committee has met only every year or even every two years and has never sought a wider mandate.

Within the secretariat that serves ECOSOC lies the NGO Section that adminis-

ters the procedures established under Resolution 1296. This Section accepts applications for consultative status and receives reports from those already in status. This NGO Section in New York and the NGO offices in Geneva and Vienna issue credentials to the individuals appointed by NGOs to represent them in the respective cities, and they circulate documents submitted to ECOSOC by NGOs in their consultative role. The NGO Sección in New York serves as the secretariat for meetings of the ECOSOC NGO committee and now provides services to the Working Group set up to review the consultative system.

In another part of the Secretariat - the Department of Public Information (DPI) - lies another NGO contact point. The DPI NGO unit serves all NGOs, not just those with consultative privileges, and is primarily concerned with disseminating information about the UN through NGO channels. Through it, NGOs may obtain documents and publications and, once a year in New York, may participate in the increasingly significant DPI NGO conference on current issues on the UN agenda.

Independent of both these Secretariat operations is the UN Non-Governmental Liaison Service, an unusual office both by virtue of its informal origins - outside UN legislative structures - and because it is jointly supported by all the principal UN agencies. The NGLS, headquartered in Geneva but with an active branch in New York, devotes itself largely to facilitating and encouraging the work of NGOs engaged in development, trade and environmental activities. Initially the NGLS focus was on NGOs in the North, but today it is much more concerned with aiding those with strong Southern roots. Its success in building a diverse funding base has given it a surprisingly independent status within the UN system.

There are other points of NGO contact as well. For example, the secretariat unit dealing with disarmament issues has maintained an NGO liaison officer in its Peace Studies unit. The Department of Humanitarian Affairs has a full-time NGO officer designated by an NGO consortium, which is an exceptional example of innovative and successful cooperation. On a far larger scale, as previously noted, operating bod-

ies, such as UNICEF and UNHCR, have forged solid advisory and operational links with their NGO counterparts and supporters. And in the field of human rights, NGOs have a close working relationship with the Commission on Human Rights secretariat and at times participate in the Commission's deliberations on an almost equal basis with governments, frequently obliging governments to publicly defend their human rights record, not only on general principles and implementation but on individual cases. The growing importance of NGOs suggests that the time is now ripe for a consolidation and strengthening of some of these many points of contact. At one time there existed an internal committee within the UN Secretariat which brought together all the offices concerned with NGO affairs. That committee should be revived and one of its major assignments should be to work out a plan for providing more resources, in a more cost-efficient manner, for UN dealings with the NGO community. While carefully and selectively preserving the special links which individual parts of the Secretariat may maintain with NGOs in their special fields of competence, there needs to be a central point to monitor and encourage the UN/NGO relationship.

Some Special Relationships

The diversity of the relationships between INGOs and the UN has already been illustrated by some of the examples mentioned in the course of this paper. However, it is worth rapidly recalling some of the more noteworthy other cases, for they show not only that the relationship is ever changing, but that where the UN has recognized the competence and relevance of particular NGOs, or groupings of NGOs, it has always been possible to "invent" a relationship that advances the cause both sides believe in and work for.

The following examples of these special relationships neither have necessarily created a precedent nor precluded emulation or adaptation:

- the UN's first proclaimed year, the World Refugee Year (1959-60), led to the creation of

- an NGO consortium for the Year that was officially recognised by the UN as its counterpart and was authorized to advocate and fundraise.
- UNESCO has stimulated, fostered and virtually given birth to a number of NGOs that are beneficiaries of substantial grant and contract arrangements to implement part of UNESCO's program.
- UNESCO also provides relatively significant moral and financial support to the UNESCO NGO Standing Conference and Committee.
- the UN Administrative Committee on Coordination's Sub-Committee on Nutrition welcomes relevant and competent NGOs to sit as equals in its non-internal deliberations.
- the UN High Commissioner for Refugees has in the past couple of years invested heavily in worldwide consultations with NGOs to create deeper cooperation through the Partnership-in-Action (PARinAC) process.
- the World Bank for a decade funded the entire administrative budget of the NGO-World Bank Committee, many of whose actions are critical and confrontational to Bank programs.
- for the UN World Conference on Natural Disaster Reduction (1994), the UN Secretariat placed the responsibility for organising a Main Committee Session in the hands of a joint IGO-NGO-business group.
- the NGO Affairs Officer of the UNDP European Office has been chosen and seconded by an NGO.
- to provoke governments to respond more rapidly and adequately to the situation in Rwanda in 1994, two NGOs directly funded part of the UN human rights monitoring mission.
- the United Nations Electoral Assistance Fund has provided assistance to NGOs to cover national elections in Member States.
- the World Meteorological Organization has an INGO partner for a joint collaborative program on tropical cyclone research, which includes exploiting an unmanned aircraft observing system.
- the United Nations Volunteers has entered into an equal partnership with an NGO consortium to implement and monitor the ECO-Volunteer program.
- the UN Committee on the Rights of the Child implements the Convention's intention to associate NGOs with its work by having sessions in which the principal substantive input is from the NGO community.
- the UNICEF/NGO Coordinating Committee on activities for children in Central and Eastern Europe has IGOs and NGOs participating as equal founders and members.
- among its many grants for NGOs, UNDP has provided sizeable funding for two NGO-managed interregional initiatives to help municipal governments and community groups mobilize local resources to combat urban environmental degradation.
- both UNICEF and the UN Centre for Human Settlements provide (and therefore finance) regular space in their publications where the relevant NGO consortium is free to give NGOs' own news and views.

And, to complete the demonstration of the diversity of NGOs and the UN's view of them, who can forget the Security Council Presidential Statement of 13 October 1993 which began: "The Security Council has learned with deep concern that the blocking of the Danube by two Serbian non-governmental organizations is still continuing...?"

In considering the richness and variety of NGO-UN relationships as evidenced in the examples just cited, one factor that must not be overlooked is the very real commitment of NGO resources - time, money, energy - that is involved in maintaining these relationships. To keep meaningful links, sell more a meaningful partnership, with the UN requires an investment from the NGO that many are unable - or, in some cases, unwilling - to make, given that the typical NGO (which, of course, does not exist!) is first and foremost concerned to respond to the needs of the constituency which it serves. This dilemma cannot be explored here in depth, but it cannot be wished away in the real world of NGO action.

Future Directions

Looking ahead, in what directions is the UN relationship with NGOs likely to develop?

First, it seems probable - and desirable - that there will be growing interaction at the regional level. Most international NGOs have regional affiliates, and the regional UN economic and social commissions constitute natural focal points for cooperative action. The CONGO Board is considering steps to convene regional consultations, while another less formally organized grouping of NGOs - those registered with the UN Department of Public Information who have created a committee to represent their interests - have proposed the establishment of what is called "The NGO Net" - a plan to form a national council of UN-oriented NGOs in every country and then similar regional councils in every region.

A second future development is almost certainly to be the expansion of the NGO relationship beyond the issues under the jurisdiction of the Economic and Social Council. Indeed this has already been happening. For example, NGOs have been called upon to serve as monitors of a number of UN-supervised elections. And even though the UN Charter provides no constitutional authority for NGO involvement with the General Assembly, in fact there have been NGO interventions at times when the Assembly has transformed itself into a Committee of the Whole. It is not surprising therefore that the special ECOSOC Working Group on NGOs is considering language for inclusion in a revised Resolution 1296 which reads: "Non-governmental organizations are... increasingly active in the areas of peace, security, disarmament and finance. The Council therefore recommends to the General Assembly to consider... appropriate ways and means for enhancing the contribution of NGOs to the work of the Assembly..."

A third new direction, but one which is as yet barely getting under way, is the evolution of the NGO presence at the UN into a permanent body representing the voices of civil society. This idea has received important support, however, in the recently released report of the Commission on Global Governance, *Our Global Neighbourhood*, which proposes the establishment of a Forum of Civil Society, consisting of representatives of organizations accredited to the General Assembly which would meet every

year before the Annual Session of the Assembly.

Recommendations and Conclusion

In ending this paper, it may be helpful to pick out the principal suggestions that have been made at various points and restate them in a consolidated fashion as follows:

1. The existing system for accrediting and categorizing international NGOs under the consultative provision of the UN Charter is basically satisfactory in terms of the standards it establishes for acquiring regular status. Since, under this system, national NGOs do not normally acquire consultative status (except for being on the Roster), it is very important that INGOs reflect the views of their national constituencies in their representations to ECOSOC and its subsidiary bodies.
2. The NGO community itself should bear some of the responsibility for assuring that standards of competence and representativeness are met by organizations seeking, or already in, consultative status.
3. The modalities of consultation should be expanded to include a wide range of UN/INGO interactions including hearings, standing advisory committees, joint working groups, etc.
4. The scope of NGO participation in UN affairs should be enlarged to specifically include political, security and financial areas.
5. A separate system of NGO accreditation for UN conferences, opening the door to wider participation, is appropriate for these events. NGO involvement in the actual negotiations of conventions and declarations at these conferences should be encouraged.
6. Another form of conference - in which international institutions, governments and NGOs are equal partners - needs to be further explored, based on the success of the 1990 conference on education for all.
7. The UN Secretariat's capacity to deal with NGOs needs to be rationalized and strengthened, as the present system of several unrelated offices is inadequate to the growing importance of NGOs.

In addition, it seems almost self-evident that strengthened relationships between INGOs and the UN could be immensely beneficial in two areas of deep concern:

a. In the current debate on renewal and reinvigoration of the UN that is a focus of so much of the discussion and speech-making around the 50th anniversary (and that will be in many ways prolonged as many of the UN agencies and organs celebrate their 50th anniversaries in the next year or two), the voices of competent and relevant NGOs need to be taken more fully into account. Many of the most incisive ideas - and certainly much of the goodwill for constructive change - come from the non-governmental community which believes, often with fervour, in the principles of the UN Charter.

b. In the longer-term, the same consideration applies to implementing the agreements, accords, resolutions and programmes adopted at the series of UN world conferences and summits. It is no longer sufficient - if it ever was - to assume that governments will act upon the promises and commitments that they collectively make at such conferences and summits. As Gertrude Mongella Secretary General of the 1995 Fourth World Conference on Women wrote recently "The end of the Beijing Conference will be the begin-

ning of follow-up actions which need the concerted efforts of governments, NGOs, people, both men and women".

NGOs nationally and internationally indeed have a crucial role in helping and encouraging - and if need be, prodding and shaming - governments into taking the actions to which they have given endorsement in international fora. NGOs are now essentially important actors before, during, and increasingly after, governmental decision-making sessions.

How important they are was restated once again by the UN Secretary-General as recently as last January. His words constitute a fitting conclusion to this paper: "Non-governmental organizations", he said, "are a basic element in the representation of the modern world. And their participation in international organizations is in a way a guarantee of the latter's political legitimacy. On all continents non-governmental organizations are today continually increasing in number. And this development is inseparable from the aspiration to freedom and democracy which today animates international society..."

From the standpoint of global democratisation, we need the participation of international public opinion and the mobilizing powers of non-governmental organizations".

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Un imbraglio juridique: le "statut" des OING, entre le droit international et les droits nationaux

par Marcel Merle *

Les lacunes du droit (particulièrement nombreuses en droit international) sont toujours un objet de fascination pour l'observateur des sociétés. Comment peut-il se faire que l'homme, si prompt à réglementer le cours de toutes les activités sociales, en vienne à délaissier certaines d'entre elles, pour les abandonner à la loi de la jungle? Faut-il incriminer l'absence de curiosité pour des sortes de "terrae incognitae", encore lointaines et momentanément inaccessibles? L'argument peut valoir pour des secteurs en plein bouleversement comme celui de la bioéthique, où le droit est dépendant de progrès scientifiques incessants; mais il tombe lorsqu'il s'agit de situations anciennes et aisément repérables, comme le sont les organisations internationales non gouvernementales (OING). S'agit-il au contraire de secteurs parfaitement délimités, mais sur lesquels pèserait, comme dans les sociétés primitives une sorte d'interdit dont la violation apparaîtrait comme un sacrilège? La laïcisation du droit permet difficilement de retenir cette hypothèse. Faut-il alors considérer que les espaces lacunaires sont laissés délibérément vacants en vertu d'un consensus tacite par lequel chacun s'interdirait, sous réserve de réciprocité, de porter atteinte à la marge de manoeuvre dont souhaitent bénéficier les autres décideurs? Cette explication est plus plausible. Pour la confirmer, il faut cependant explorer la cavité ouverte par la béance du droit et, comme le spéléologue, repérer les courants souterrains qui expliquent la dérivation ou la disparition des flux qu'il a repérés en surface.

Le problème posé par l'absence de statut approprié pour les OING illustre parfaitement cette hypothèse de travail. D'un côté, on observe une accumulation de phénomènes; de l'autre on ne trouve dans le droit positif que des éléments de réponse, partiels et inadaptes aux questions soulevées par la vitalité du mouvement associatif.

Cette dernière peut d'autant moins être méconnue qu'elle constitue l'un des signes les plus caractéristiques de la transformation survenue, au cours du dernier siècle, dans les relations internationales. Cettes l'existence d'une solidarité transfrontalière entre des croyances ou entre des intérêts ne date pas d'hier. Mais les exemples qu'on peut trouver dans l'histoire

montrent que de telles initiatives ou bien se sont développées à une époque où le pouvoir politique se trouvait fragmenté et incapable d'assurer le contrôle de l'espace (cf. les Ligues urbaines ou les Ordres religieux au Moyen-Age), ou bien se sont heurtées à la réaction défensive des Etats (cf. l'expulsion des Jésuites et la méfiance envers les Francs-Maçons, suspectés, les uns et les autres, de vouloir créer un Etat dans l'Etat). Nous sommes, aujourd'hui, très éloignés de ces réticences et de cet état d'esprit. Les statistiques sont là pour le prouver : les Etats qui ont signé le Pacte de la S.d.N., en 1919, étaient au nombre de 31, ceux qui ont signé la Charte des Nations Unies, en 1945, étaient au nombre de 50. L'ONU compte aujourd'hui 182 membres, soit une multiplication par 6 en moins d'un siècle. Par comparaison, *Y Annuaire des organisations internationales* nous apprend que le nombre des organisations inter-gouvernementales (OIG) est passé de 37 en 1909 à 297 en 1993, soit une multiplication légèrement inférieure à 10, tandis que, dans le même temps, celui des OING est passé de 176 à 12457, soit une multiplication par 70. Au vu de ces chiffres, on comprend que beaucoup d'observateurs aient interprété la prolifération des OING comme la preuve de l'émergence d'une "société civile" face à la collectivité des Etats et qu'ils aient considéré cette émergence comme la préfiguration d'une transformation radicale dans la structure des relations internationales. On verra plus loin les raisons qui motivent une appréciation plus modérée (1).

Quelle que soit la qualification qu'elle mérite, cette poussée quantitative constitue un "fait social" qui est porteur d'une dynamique propre: conscientes de répondre à des aspirations que les gouvernements ne sont pas - ou ne sont plus - à même de satisfaire, les OING vont réclamer leur place au soleil en revendiquant l'octroi d'un "statut" destiné à reconnaître leur spécificité, mais aussi et surtout, à leur attribuer les droits nécessaires à l'exercice de leurs fonctions sur la scène internationale. D'emblée, le débat apparaît pourtant faussé: si les OING réclament un statut, c'est pour pouvoir s'affranchir des contraintes que leur imposent tantôt la réglementation nationale, tantôt le découpage

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(1) Cf. Marcel MERLE: "Le concept de transnationalité" in *Mélanges René-Jean Dupuy*, Pédone, 1991.

de l'espace par les frontières. Or ces deux séries d'obstacles sont inhérents à la juxtaposition d'Etats souverains qui détiennent le monopole de la création des règles de droit. Les OING n'ont, par elles-mêmes, aucune compétence pour se doter d'un statut; elles ne peuvent espérer en obtenir un que par l'entremise et la concession de la collectivité des Etats, dont elles cherchent en même temps à réduire l'influence et à contester les privilèges.

Un dramaturge dirait que le sort des victimes est entre les mains de leurs bourreaux et que les premières ne peuvent attendre une amélioration de leur sort que de la pitié des seconds. Disons plus simplement, en langage juridique, que seuls les Etats ont qualité pour doter les OING du statut qu'elles réclament. Cela suffit à expliquer le peu d'empressement que les gouvernements ont apporté à la solution du problème.

1-Le mythe de l'unification des statuts nationaux

La question se pose d'abord au niveau de chaque Etat pris séparément. Une grande partie des difficultés rencontrées par les OING se trouverait résolue si les Etats acceptaient d'adopter un modèle unique de statut associatif ou, au moins, de réduire les disparités qui subsistent dans leur pratique comme dans leur réglementation...

Malheureusement cette "normalisation par le bas" a peu de chances d'aboutir, en raison du poids des traditions nationales, particulièrement lourd en ce domaine.. Les régimes autoritaires ont longtemps considéré avec suspicion le mouvement associatif, jusqu'au jour où ils ont pris conscience des capacités d'influence qu'il leur offrait: sous la bannière d'organismes privés, on a mis en place des structures d'encadrement et de mobilisation de la population, rapidement devenues des relais pour la propagande politique ou des instruments au service de l'administration. Beaucoup d'actions de "développement" (au demeurant bénéfiques) dans les pays du Tiers-Monde ont été conduites par de tels procédés. Si les régimes libéraux n'ont pas de leçon à recevoir, ils n'en ont pas non plus à

donner: la France a mis plus d'un siècle à braver l'interdit jeté par la loi Le Chapelier, et il a fallu attendre la loi de 1901 pour voir reconnaître aux associations le droit de se constituer librement, sous un régime peu contraignant. Mais le statut associatif a donné lieu, là aussi, à de fréquents détournements de pouvoir de la part de l'administration. Celle-ci n'a pas hésité à créer des associations fictives (telles "Carrefour du développement" au milieu des années 80) destinées à recevoir des subventions dont le montant échapperait ensuite aux règles de la comptabilité publique. Mais la défense de "bonnes causes" peut aussi faire obstacle à la transparence financière, puisque le budget des associations humanitaires est alimenté principalement par des fonds publics.

Quant à la distinction entre associations nationales et internationales, elle varie également d'un pays à l'autre. Certains ont introduit une discrimination radicale aux dépens des associations internationales, réputées "étrangères" et soumises au régime de l'autorisation préalable et du pouvoir discrétionnaire de dissolution (régime français instauré par le décret-loi du 12 avril 1939, à la faveur de la menace de guerre, mais maintenu en vigueur jusqu'en octobre 1981). A l'opposé, d'autres législations accordent un régime de faveur à certaines associations internationales (Loi belge du 25 octobre 1919, complétée par celle du 6 décembre 1954, "accordant la personnalité civile aux associations internationales poursuivant un but philanthropique, religieux, scientifique, artistique, pédagogique"). D'autres législations ne font aucune distinction entre associations nationales et internationales, dès lors que le siège de ces dernières est établi à l'intérieur des frontières du territoire (cas de la Suisse et de la France depuis l'abrogation du décret-loi de 1939).

La réduction spontanée de telles disparités est un voeu pieux. Aucun gouvernement ne prendra unilatéralement la décision d'aligner sa législation sur celle du voisin, parce que le statut associatif fait partie des traditions nationales et des habitudes de l'administration. D'ailleurs, une harmonisation des législations supposerait un alignement sur une norme de référence commune, laquelle ne pourrait résulter que d'une décision collective et préalable des

Etats. Remarquons enfin que la "banalisation" du statut des OING par leur assimilation pure et simple à celui des associations nationales dans le pays d'accueil, ne répondrait que partiellement à l'attente des intéressés: d'une part parce que ce renvoi à une législation nationale laisserait subsister toutes les disparités qui affectent le statut des associations nationales d'un pays à l'autre, d'autre part parce que cette assimilation renforcerait la segmentation du mouvement associatif international et ne ferait bénéficier ce dernier d'aucun des privilèges qu'il revendique pour faciliter le déroulement de ses activités transfrontalières. Ce dont les OING ont besoin n'est pas tant l'égalité de traitement par les Etats que la reconnaissance de droits propres, susceptibles d'être invoqués devant sinon contre les autorités étatiques.

Poser le problème en ces termes, c'est reconnaître que la solution passe par une convention internationale dotant les OING d'un statut approprié.

2-Le piège du "statut consultatif

En attendant cette ultime consécration, les OING ont cru trouver un ballon d'oxygène dans le "statut consultatif, dont le modèle a été fourni par l'article 71 de la Charte des Nations Unies, ainsi conçu:

"Le Conseil Economique et Social peut prendre toutes dispositions utiles pour consulter les organisations non gouvernementales qui s'occupent de questions relevant de sa compétence. Ces dispositions peuvent s'appliquer à des Organisations internationales et, s'il y a lieu, à des organisations nationales après consultation du Membre intéressé de l'Organisation"

Le Pacte de la S.d.N. ne faisait même pas mention des institutions privées internationales, et les rouages de l'Organisation genevoise ne leur avaient pas accordé beaucoup d'attention.

La possibilité d'être associé désormais aux travaux de l'un des organes principaux des Nations Unies, en l'espèce, le Conseil économique et social, fut légitimement considérée comme une victoire par les représentants des OING. Le succès était d'autant plus grand que

l'article 71 devait servir de modèle aux institutions spécialisées et à la plupart des organisations régionales (par exemple au Conseil de l'Europe). Un vaste réseau de relations s'est donc instauré, à partir de 1945, entre les OIG et les OING. Dans quelle mesure ces innovations ont-elles contribué à améliorer la condition des OING. La réponse est ambiguë (2).

Certes, la catégorie des OING est-elle sortie de la clandestinité. C'est même à partir de la publication de la Charte des Nations Unies qu'elle a reçu le nom patronymique sous lequel elle est aujourd'hui identifiée. Mais la reconnaissance de leur existence n'a qu'une portée limitée et ne saurait en aucun cas être assimilée à un "statut juridique".

D'abord, la qualité d'interlocuteur des OING demeure réservée à un nombre limité de partenaires. C'est aux autorités des OIG qu'il appartient d'accorder et, éventuellement, de retirer ce privilège. Il s'agit donc d'un régime "octroyé" unilatéralement et discrétionnairement, qui n'est pas acquis de plein droit et qui demeure précaire et révoquant. En fait, seules plusieurs centaines d'OING (700, environ, auprès des Nations Unies sur plus de 12.000 unités recensées) sont admises à participer aux travaux des OIG. Les autres restent tenues à l'écart de toute reconnaissance. Il est vrai que l'Assemblée générale des Nations Unies a atténué la rigueur de cette discrimination en invitant un nombre croissant d'OING à participer aux grandes Conférences qu'elle a organisées sur des thèmes de portée générale, comme l'environnement, le désarmement ou la population. L'afflux des délégations a été tel (2.500 participants privés au Sommet de la Terre, Rio, 1992) qu'il a fallu en venir à organiser séparément deux conférences parallèles. Dans le cadre des "forums" qui leur ont été attribués, les OING se sont comportées comme les représentants d'une sorte d'opinion publique mondiale au sein de laquelle se sont souvent affrontées des propositions contradictoires. En fait, ces manifestations ont surtout joué le rôle de groupe de pression tentant d'influencer les travaux des experts ou des délégués gouvernementaux qui siégeaient dans les conférences officielles. Le dialogue entre les deux catégories d'instances A parfois souffert de certaines formes de surenchère de-

(2) Cf. Marcel MERLE: "L'article 71 de la Charte", in *La Charte des Nations Unies, Commentaire article par article*, sous la direction de J.P. Cot et A. Pellet, *Económica*, 1991.

magogique et de la confusion qui en résultait. Mais, de toute façon, ces expériences n'avaient qu'une portée limitée et ne valaient aucune reconnaissance au profit des invités, en dehors de la durée des sessions.

S'agissant des bénéficiaires attirés de l'article 71 et des dispositions équivalentes, le régime dit de la "consultation" ne concerne que les rapports bilatéraux entre les O.I.G et les OING concernées. Il n'instaure aucun droit objectif susceptible d'être opposé aux tiers (y compris aux Etats membres de l'Organisation). Le mécanisme de la consultation ne confère donc pas à ses destinataires la personnalité internationale. C'est à tort qu'on qualifie de "statut" un simple aménagement fonctionnel qui n'a aucun effet en dehors des limites du ressort des OIG

Enfin, ce pseudo "statut consultatif" n'accorde aux OING que des prérogatives très limitées. La plupart des bénéficiaires doivent se contenter de la diffusion d'informations et de l'assistance passive aux débats. Seule une minorité de "grandes" OING a qualité pour demander l'inscription de questions à l'ordre du jour, pour présenter de courts exposés par écrit et, plus rarement encore, d'intervenir oralement au cours des sessions. En aucun cas, le droit de vote n'est accordé aux représentants des OING. C'est dire que la fonction consultative est conçue de façon très restrictive et que les OING ont très peu de chances de peser sur les décisions des OIG

Cette interprétation restrictive est évidemment contestée par les représentants des OING qui réclament, à bon droit, un élargissement de leurs attributions. Sous la pression de ces derniers, le Conseil économique et social a adopté, le 29 juillet 1993, une Résolution qui ouvre un débat sur la réforme du statut consultatif (3). Rien ne permet d'affirmer que les travaux aboutiront à un résultat positif avant la célébration du cinquantième de la Charte et que les Etats se départiront de la méfiance donc ils ont fait preuve, jusqu'ici, à l'endroit des OING

Bien que la relation OIG/OING ne soit qu'un élément du "statut" des OING, elle n'en demeure pas moins une pièce essentielle dans le fonctionnement du système international. Pour faire bonne mesure, il faudrait évoquer ici la

collaboration souvent fructueuse entre les deux catégories d'institutions dans le domaine de la coopération internationale. Beaucoup d'OING sont ainsi conviés à participer à la mise en oeuvre, sur le terrain, d'actions d'assistance ou de formations entreprises sous la responsabilité des Institutions spécialisées.

A ce propos, il est impossible de clore ce chapitre sans évoquer les problèmes soulevés par les interventions humanitaires dans les récents conflits armés, (ex-Yougoslavie, Somalie, Rwanda). La situation à laquelle doivent faire face les partenaires en présence ne relève pas de l'article 71 de la Charte, mais elle concerne au plus haut point la question des rapports entre le "privé" et le "public" dans les relations internationales. Les organisations humanitaires opèrent sur un terrain où manoeuvrent non seulement des factions rivales mais aussi les "Casques bleus", chargés par le Conseil de sécurité de missions parfois incertaines, et, éventuellement, les forces armées placées sous le contrôle direct et exclusif de certains Etats (Etats-Unis en Somalie, France au Rwanda). Là où il est le plus nécessaire, l'humanitaire devient impossible, parce que constamment sollicité, exploité et détourné de sa fin par la stratégie des parties en présence (4).

Il n'est pas question de proposer ici une solution mais simplement d'attirer l'attention sur la gravité des dysfonctions qui résultent de l'absence totale de coordination entre les initiatives privées et l'action de dirigeants politiques, nationaux ou internationaux. L'enjeu dépasse de loin les débats académiques. Mais il ne servirait pas à grand chose de faire preuve de raffinement dans le perfectionnement du statut consultatif si l'on devait renoncer à trouver un "code de bonne conduite" pour associer le secteur privé et le secteur public à la solution des crises les plus dramatiques qui affectent le cours des relations internationales. Même s'il s'agit d'un cas-limite, cet exemple montre que l'existence de lacunes juridiques peut avoir des conséquences catastrophiques dans certaines circonstances. On a vu que la "consultation" ne suffisait pas à fonder un statut. Là où il n'y a même pas consultation, on en revient à la loi de la jungle.

Puisque le statut consultatif est, de toute façon, un trompe-l'oeil, il faut aborder de front

(3) cf. le dossier publié par Associations transnationales (U.A.I., Bruxelles) 1993, N° 6

(4) cf. Alain Destexhe: L'humanitaire impossible, ou deux siècles d'ambiguïté A. Colin, 1993

la difficulté et envisager l'élaboration d'un véritable statut international des OING

3-Vers un statut international des OING ?

Ce projet n'est pas nouveau, et il comporte au moins un précédent fameux, celui de la fondation de la *Croix Rouge*. Effectivement, rien n'interdit à la collectivité des Etats de créer des organisations, publiques ou privées, à qui sont confiées des fonctions jugées utiles ou nécessaires pour le bon ordre international. C'est à l'initiative d'un simple particulier, le suisse Henry Dunant que les Etats ont accepté, en 1864, de confier à un organisme privé, le *Comité international de la Croix Rouge*, la mission de porter secours aux blessés sur les champs de bataille et, par la suite, de venir en aide aux victimes de tous les conflits armés. En droit strict, la *Croix Rouge* demeure une association régie par le droit suisse, dont les dirigeants doivent être de nationalité suisse, mais qui est investie, avec l'aide des sections nationales qui lui sont rattachées, d'une véritable mission de service public international. Le fondateur a eu une intuition géniale quand il a proposé aux Etats de s'en remettre à une institution privée, neutre et indépendante, du soin d'intervenir dans des circonstances où les relations internationales atteignent un haut degré conflictuel.

Mais la collectivité des Etats peut aussi investir d'une mission plus modeste une organisation intergouvernementale: tel est le cas de l'*Académie diplomatique internationale*, fondée en 1926 par une Convention signée par 91 gouvernements et dont l'objectif est "l'étude conjointe des problèmes internationaux par des hommes d'Etat et des diplomates". En fait, le fonctionnement de l'Académie, donc le siège est à Paris, ressemble beaucoup à celui d'une OING, parce que sa fonction implique plus souvent des personnalités que des gouvernements.

A partir de ces deux exemples, on peut se demander pourquoi les Etats se sont montrés si réticents pour attribuer aux OING le statut qu'elles réclament. Dix projets ont pourtant été élaborés, depuis 1910, dans le cadre d'institutions prestigieuses (dont l'Institut de droit in-

ternational) et patronnés par des personnalités dont l'autorité était universellement reconnue (Nicolas Politis, Suzanne Bastid, entre autres) (5). Malgré ces incitations, les Etats sont restés sourds aux appels lancés par les OING. Dans la mesure où ils ont commencé à prêter l'oreille à ces demandes, ils ont donné la preuve que leur bonne volonté n'excluait ni la timidité ni la maladresse.

S'il est vrai qu'aucun statut "mondial" des OING n'a encore vu le jour, des progrès significatifs ont tout de même été enregistrés au niveau "régional", notamment européen. Le texte le plus significatif à cet égard est la "Convention européenne sur la reconnaissance de la personnalité juridique des OING", signée le 24 avril 1986 dans le cadre du *Conseil de l'Europe* (6). Les auteurs du document avaient le choix entre deux formules: ou bien construire de toutes pièces un statut entièrement nouveau, ou bien s'adosser aux dispositions existantes du droit national et, par un subtil système de "renvoi", faire bénéficier les OING, sur le territoire de tous les Etats membres du Conseil de l'Europe, des mêmes droits et prérogatives que ceux dont elles disposent déjà dans l'Etat où elles ont choisi d'établir leur siège. Avec sagesse, le *Conseil de l'Europe* a opté pour la solution minimale, relativement facile à mettre en oeuvre, esquivant ainsi le débat de fond sur le contenu idéal d'un droit international associatif autonome. Au regard de cette Convention (art. 1) sont considérées comme OING

"les associations, fondations et autres institutions privées qui remplissent les conditions suivantes:

- a) avoir un but non lucratif d'utilité internationale,
- b) avoir été créées par un acte relevant du droit interne d'une des parties
- c) exercer une activité effective dans au moins deux Etats
- d) avoir leur siège statutaire sur le territoire d'une Partie et leur siège réel sur le territoire de cette Partie ou d'une autre Partie"

Sous réserve des modalités d'application, dans le détail desquelles il n'est pas possible d'entrer ici, l'article 2 stipule que:

"La personnalité et la capacité juridique d'une O.N.G. telles qu'elles sont acquises

(5) La liste complète de ces projets (textes et commentaires des auteurs) figure dans *International Statutes Series*, Vol 1, U.A.L., 1988
(6) Texte et travaux préparatoires dans *Associations transnationales*, 1986, N° 3

dans la Partie dans laquelle elle a établi son siège statutaire sont reconnues de plein droit dans les autres Parties"

Un point essentiel est donc acquis: dans l'espace couvert par la Convention de 1986, les OING sont désormais à l'abri de toute discrimination. Comme l'escargot qui transporte sa coquille, chaque OING porte avec elle son identité et son statut sans avoir besoin de solliciter une nouvelle reconnaissance de la part des différents pays où elle exerce ses activités.

Tous les problèmes sont-ils résolus pour autant? Il s'en faut de beaucoup. Bien que l'article 7 de la Convention de Strasbourg incite les organes du Conseil de l'Europe à susciter l'adhésion d'Etats non membres, le champ d'application du nouveau régime se confond avec les limites géographiques du *Conseil de l'Europe* et, à l'intérieur de celles-ci, aux pays ayant ratifié la Convention. La France n'a pas cru devoir procéder à cette ratification, compte tenu de la défiance viscérale que les problèmes de l'immigration et la menace terroriste entretiennent à l'égard de toute forme d'immixtion étrangère ou supposée telle.

En second lieu, le mécanisme du renvoi à la législation d'origine ne permet pas d'accorder aux OING les privilèges exorbitants au droit commun des associations et qui seraient pourtant nécessaires au libre déploiement des activités privées à caractère national: circulation sans entraves des personnes et des capitaux à travers les frontières, exemptions fiscales et douanières, assouplissement des règles du droit du travail. C'est là que l'absence d'un statut juridique propre aux associations se fait sentir.

Enfin, l'initiative heureuse du Conseil de l'Europe se trouve aujourd'hui menacée par les interférences provenant des projets de *l'Union européenne*. Dès avant la ratification des Accords de Maastricht, la Commission de la C.E.E. avait rendu public, le 5 mars 1992, une "Proposition de règlement portant statut d'Association européenne". Ce projet tend à favoriser la création, dans le ressort exclusif de la Communauté, d'associations à vocation "européenne" (pour ne pas dire "communautaire"), dont le statut comporterait à la fois des avantages et des contraintes spécifiques. Contrairement à l'automatisme qui prévaut dans la Convention du

Conseil de l'Europe, le statut communautaire serait "optionnel" et "octroyé" sur la base de critères conformes aux objectifs de la Communauté. (7)

Il fut un temps où l'on se plaignait de la carence des organisations internationales face aux OING. Le moment est peut être venu où l'on va déplorer, en raison de l'absence de coordination, la pléthore d'initiatives. Il en résultera forcément des distorsions dans l'espace et dans le temps, selon l'ordre chronologique d'entrée en vigueur des textes et selon le régime associatif adopté: à la limite, compte tenu de la concurrence qui s'exerce entre le *Conseil de l'Europe* et *l'Union européenne*, on peut envisager que la même association se trouve soumise à trois régimes différents selon la localisation de son siège et celle de ses implantations à l'étranger, ou encore qu'une association bénéficie dans le même pays et au même moment de trois régimes différents et contradictoires. La théorie des conflits de lois ne manquera pas d'y trouver un nouveau champ d'expériences.

Si l'effervescence qui règne actuellement dans l'espace européen est source de confusion, cela démontre, a fortiori, le caractère gigantesque du défi que constituerait l'élaboration d'une Convention tendant à doter d'un statut approprié l'ensemble des OING à l'échelle mondiale.

Conclusion

Si les symptômes du malaise sont relativement faciles à identifier, il reste à s'interroger sur les causes de ces comportements dont le résultat est la persistance d'une lacune regrettable dans l'ordonnement juridique international.

La responsabilité des Etats a souvent été mise en cause. Il est vrai que ce sont eux les "législateurs", et on comprend que la collectivité des Etats se soucie modérément d'offrir un piédestal à des concurrents potentiels: plus on concèdera de "droits" aux représentants du secteur "privé" international, plus sera réduite la part du secteur "public", placé sous le contrôle de la souveraineté des Etats.

A ce motif très général vient s'ajouter la défiance de beaucoup de gouvernements à l'en-

(7) cf. le débat ouvert sur ce point au Colloque tenu par l'U.A.I. en octobre 1992, Associations transnationales, 1992, n° 2

contre de ces "chevaux de Troie" que des régimes hostiles ou des trafiquants mal intentionnés infiltrent parfois sur leur territoire à des fins de déstabilisation ou de spéculation. On se souvient que le décret-loi de 1939 avait été motivé par la crainte inspirée au gouvernement français par les agissements de la "Cinquième colonne" (réseau d'espionnage et de démoralisation mis en place par les Nazis), et l'on sait que les populations demeurent toujours sensibles aux arguments "sécuritaires".

Ces arguments bien connus ne suffisent pas, toutefois, à emporter la conviction. Non seulement la distinction du "privé" et du "public" tend à s'atténuer dans l'ordre international comme dans l'ordre interne, mais les interdits légaux n'empêchent pas les éléments subversifs et les agitateurs étrangers d'agir à leur guise par d'autres moyens. En renversant les termes du problème, on pourrait même se demander si les Etats ne répugnent pas à établir des règles trop strictes dans un domaine où ils n'hésitent pas à utiliser la couverture associative (interne ou internationale) pour atteindre leurs propres objectifs.

C'est plutôt du côté des OING elles-mêmes qu'il convient de se tourner pour comprendre la difficulté, sinon l'impossibilité, de réglementer leur participation à la vie internationale. La croissance quantitative du phénomène constitue déjà, par elle-même, un obstacle au dialogue; mais la diversité extrême du milieu associatif, si poussée qu'elle décourage toute tentative de typologie, vient encore grossir l'obstacle. Quel que soit le degré d'anarchie auquel soit parvenu le système interétatique, ce dernier reste un modèle d'ordre et d'organisation par rapport au foisonnement incessant et incontrôlé d'OING hétéroclites: c'est un jardin à la française face à la jungle équatoriale.

Aucune autorité n'a présentement qualité pour représenter cet ensemble ni pour négocier en son nom, et aucune autorité ne saurait prétendre à cette mission impossible. *L'Union des associations internationales* (U.A.I.), fondée à Bruxelles en 1907, avait bien tenté, dans un premier temps, de se constituer en "Fédéra-

tion". Elle a dû y renoncer, en 1953, pour se consacrer, conformément à l'article 3 de ses Statuts, à des activités de "recherche, d'études, d'information, de consultation, d'information et de services", qui excluent toute notion et toute fonction de représentation au sens strict de terme.

En fait, on constate que: 1° les "grandes" OING, celles qui vivent de leurs ressources propres ou dont l'utilité et la notoriété sont reconnues de longue date (comme la Chambre de commerce internationale) ne recherchent pas une consécration supplémentaire dans les dispositions d'un statut qui pourrait leur imposer des contraintes inutiles, 2° la plupart des OING qui militent activement dans le secteur de la coopération internationale gravitent autour des OIG dont les activités sont conformes à leurs objectifs et parviennent à trouver avec elles les compromis nécessaires à une collaboration bénéfique. Le "statut consultatif" qui couvre ces activités peut et doit être amélioré, mais les progrès sont à rechercher du côté des deux catégories de partenaires en présence: les OIG doivent faire face au discrédit qui résulte de leur manque d'efficacité, tandis que les OING devraient parvenir à un meilleur équilibre entre l'éthique de conviction qui les anime et l'éthique de responsabilité qui leur fait parfois défaut.

Au-delà, on relève avec satisfaction quelques avancées positives, comme celle de la Convention précitée du Conseil de l'Europe. Mais on ne peut dissimuler le maintien de blocages et la persistance d'une zone d'ombre dans une partie de plus en plus importante de l'activité internationale. Ce que l'on sait aussi, c'est que ce vide juridique recouvre des réalités qu'il faudra bien, un jour, se décider à prendre en compte, sous peine de les voir resurgir au grand jour sous une forme plus menaçante. Mais pour combler les lacunes, il ne suffit pas d'en repérer l'existence; il faut encore tenter d'en comprendre les raisons: l'imbricature juridique n'est jamais le fait du hasard mais le signe des contradictions qui sont à l'oeuvre au sein d'une société.

General review of arrangements for un consultations with non-governmental organizations (I)*

Report of the Secretary-General of the United Nations

Introduction

1. The present report has been prepared for the first session of the Open-Ended Working Group of the Economic and Social Council established by Council resolution 1993/80 to undertake the general review called for by the Council in its decision 1993/214, with a view to updating, if necessary, Council resolution 1296 (XLIV), as well as introducing coherence in the rules governing the participation of non-governmental organisations in international conferences convened by the United Nations.

2. In its resolution 1993/80, the Council also requested the open-ended working group to include, in its review, an examination of the ways and means of improving practical arrangements for the work of the Committee on Non-Governmental Organizations and the Non-Governmental Organizations Unit of the United Nations Secretariat.

3. The present report incorporates the suggestions made by the representatives of member States during the organisational session of the Working Group on 17 February 1994.

I. The role of non-state actors in contemporary society

The emergence of civil society

4. The activity of non-state actors has today become an essential dimension of public life at all levels and in all parts of the world. Examples abound to show the dramatic rise in people's capacity to organize among themselves and in the influence exerted by social movements in virtually all areas of concern to communities, large and small.

5. Two major components in this process stand out - participation and globalization.

6. Participation covers many different aspects: political participation takes place through the election of leaders by citizens in regular, free and fair elections; economic participation is achieved through the ability to engage freely in economic activity, beginning

with the right to work. Participation is also the ability to associate with fellow human beings to undertake tasks in and on behalf of the community in which one lives, to express and represent the needs of a community, and to engage in a dialogue with the governance to which this community relates - in other words to define and involve oneself in a social movement and in what has become generically described, in a growing body of contemporary literature, as civil society*.

7. The other dimension of this process is the globalization of life on Earth. With the revolution in communications and information technology and the profound transnationalization of the economy, events, issues and processes in one part of the world immediately reverberate across regions with a resulting transformation of the perceptions that communities everywhere form about the evolution of the world as a whole. In consequence, people around the world have mobilized in support of issues such as humanitarian relief, the promotion of women's rights and environmental preservation, and thousands of new organisations have been established to pursue these causes.

Non-governmental organizations in civil society

8. Although more and more studies use civil society as the broad framework within which the role of non-state actors can be analyzed, there is no question that governments, intergovernmental organizations, the media and the general public are more familiar with the phrase "non-governmental organisations". This is not necessarily because the reality they cover is less diverse or easier to describe. It is simply because the phrase has gained international currency, thanks in particular to its inscription in the Charter of the United Nations.

9. Although there is no universally accepted definition of what a non-governmental organization (NGO) is, there seem to be some basic characteristics that meet general agreement. An NGO is a non-profit entity whose members are citizens or associations of citizens

This is the first part of the report written by the open-ended working group on the review of arrangements for consultations with non-governmental organizations. First session, 20-24 June 1994, Item 3 of the provisional agenda* (E/AC.70/1994/2).

A second part, as well as the French version of these two parts, will be published in forthcoming issues.

The complete document, including annexes, is available at ECOSOC Secretariat, Department of Public Information.

of one or more countries and whose activities are determined by the collective will of its members in response to the needs of the members or of one or more communities with which the NGO cooperates.

10. The scope, form of organisation, activities, funding and accountability of NGOs differ widely:

(a) An NGO may be organized locally, nationally, regionally or globally;

(b) Its officers may perform their duties towards the organisation on voluntary basis or for a remuneration;

(c) Funds may come from membership fees, private donations, other NGOs, local authorities, government or intergovernmental sources, businesses or returns from the NGO's sale of goods and services within the scope of the organization's mandate;

(d) Activities cover a wide range, including public awareness, education, direct support to communities and community organizing, technical assistance and counselling, policy analysis and advocacy, and research and evaluation;

(e) Thematically, NGOs cover the entire spectrum of social, economic and sustainable development issues, as well as many political concerns, such as peace and conflict resolution, disarmament, humanitarian relief and protection of human rights;

(f) NGOs are normally accountable to their members and sources of financial support. They may also be accountable to the communities with which they cooperate. They may be required by Law or administrative regulations to provide reports to statutory government departments.

11. Although the term "NGO" is commonly used, many NGOs feel uncomfortable with it because it is a negative description of an institutional category, but also, and more significantly, because it can easily be misconstrued to mean "ami" rather than "non" governmental. In fact, many other names have been and continue to be used, such as voluntary agencies (especially, but not exclusively, among organizations involved in humanitarian relief), private voluntary organisations (PVOs, used in particular in the United States of America), voluntary development organisations (as was chosen by

one of the African networks of NGOs", the African Forum of Voluntary Development Organizations), and citizens' organisations.

12. An examination of NGOs in the broader context of civil society helps to understand important changes in their roles and modes of operation. NGOs fall roughly into two categories. The first one is a category of organizations which by their objectives and methodology are concerned with supporting social movements and/or initiatives. The second category includes NGOs which have emerged from social movements and represent their institutionalised reality. The former category of NGOs emphasises participation and empowerment and sees its role needing to be focused on capacity-building for greater self-reliance at the community level. The latter focuses on advocacy and networking as tools to promote changes in policies and governance.

The role of NGOs in economic, social and sustainable development

13. The importance of the non-governmental sector in development is today fully acknowledged by researchers, governments and intergovernmental institutions. This can be seen, first and foremost, in the influence that NGO approaches to development have had on the development debate itself, in particular through the adoption of policies and strategies that emphasise the need to place people at the centre of development processes, the importance of participatory approaches, and the priorities that need to be given to poverty alleviation, social equity, environmental protection and regeneration, and cultural identity.

14. NGOs have often been pioneers in national and international processes in drawing the attention of policy makers and official development agencies to issues which have, in the last 20 years, become essential components of development strategies (e.g., the advancement of women and the integration of population concerns into development thinking and practice). In industrialised countries, it is the non-governmental sector that has consistently called donor governments, through advocacy and

public campaigning, to honour their commitments to internationally agreed aid targets. NGOs and NGO coalitions in donor countries have published reports on the performance of their countries' bilateral aid programmes. They have also been involved in broader issues of development finance, especially the external debt of developing countries.

15. In operational terms, NGOs are recognized for their capacity to work at the grass-roots level, directly with poor communities, through programmes that emphasise empowerment and self-reliance. NGOs are also recognized for their expertise in areas which have only recently been given prominence in national and international strategies, such as the protection of biodiversity and the need to develop socially appropriate and non-polluting technologies. NGOs are known to be capable of responding quickly to changing and dramatic circumstances, such as natural calamities and man-made disasters, and of taking risks to support vulnerable groups in situations of crisis.

16. NGOs are, of course, a very diverse institutional category with huge variations with respect to size, resources and impact:

"A few development NGOs are very large, with staff and budgets rivalling or exceeding bilateral or United Nations system agencies' development programmes. But the basic reliance on voluntary funding and small-scale grass-roots development projects keeps the vast majority of development NGOs quite small, and exerts pressure to do more with fewer resources" (JIU, 1993).

Yet, taken together, the non-governmental sector has grown into a force of major significance over the years, as is shown, in particular, by the statistics of financial transfers by and through NGOs, from developed to developing countries. The secretariat of the Organisation for Economic Co-operation and Development (OECD) estimates that the total contribution of developed-country NGOs to developing countries was \$8.3 billion in 1992, or 13 per cent of all development assistance. In terms of net transfers, NGOs collectively constitute the second largest source of development assistance, second only to bilateral donors (Clark, 1991). Developed-country NGO programmes doubled in real size from 1975 to 1985 (by comparison,

official development assistance (ODA) from the Development Assistance Committee (DAC) rose by 39 per cent during the same period), and have continued to grow since then. An increasing volume of official funding is channelled through NGOs to developing countries, rising from 1.5 per cent of NGO income in 1970 to 35 per cent in 1988. Including allocations from bilateral programmes, DAC-country governments now channel approximately 9 per cent (and a much higher percentage for some donor countries, e.g., 19.4 per cent for Switzerland, 11.1 per cent for the United States of America and 10.8 per cent for Canada) of their official development assistance through NGOs. DAC-government contributions to NGOs currently represent approximately 35 per cent of the total resources raised by the non-governmental sector in these countries, compared to 1.5 per cent in 1970 and 30.8 per cent in 1980.

17. In developing countries, the numbers of NGOs involved in development activities have increased spectacularly over the last decade. In some countries with a particularly vibrant civil society, there are several tens of thousands of NGOs and people's organizations. The World Bank estimates that registered NGOs in India handle \$520 million per year, or 25 per cent of all external aid. While a majority of developing-country NGOs are small, some have reached a size in human and financial resources that enables them to play a major role nationally in sectors such as health, education and poverty alleviation. The 1993 *Human Development Report* estimated that the combined efforts of developed-and developing-country NGOs has probably now reached 250 million people in developing countries, two-and-a-half times as many as they did in the early 1980s and with a likelihood of considerable expansion in the years ahead.

18. Yet, the NGO sector also faces limitations and weaknesses, especially as regards coverage (in some countries, the sum total of NGO efforts does not exceed 5 per cent of a country's poor population) and capacity to provide access to productive assets, particularly land and credit. NGOs are also often at a disadvantage in areas such as coordination, both among themselves and with other entities such

as national governments and donor institutions. Many of their activities, undertaken at the grass-roots level, remain outside meso- and macro-level planning and may not, over time, provide sustainable improvements in the living conditions of the communities for whom they are intended. While often able to reach people in poor and remote areas where government services are weak or non-existent, NGOs are not always able to work with the lowest income groups who are often dispersed and difficult to form into groups for the purpose of project planning and implementation. NGO projects are difficult to replicate, often not or insufficiently evaluated, and in many cases economically or environmentally unsustainable.

19. Not unlike development paradigms and relations between developed and developing countries, the NGO sector has evolved significantly in the last decade or so. Most fundamentally, NGOs have moved gradually from relief and welfare to community development to sustainable systems development. These three "generations" of NGOs describe an evolution from the early emphasis on direct delivery of services to meet immediate needs to an increasingly stronger focus on local self-reliance through community empowerment, and then to the need to look, beyond the micro-level, at issues of sustainability and systemic change that can be dealt with only if NGOs inject their experience and expertise into the policies and strategies of governmental and intergovernmental agencies.

20. One of the most important implications of this evolution has been the transformation of the relationship between developed- and developing-country NGOs from dependence to a collaborative partnership based on equality, mutual accountability, openness to learning from each other and longer-term commitments to action. A series of important meetings, beginning with the seminal symposium organized by World Development and the Overseas Development Institute in London in 1987, have triggered a profound, albeit often slow, recognition of the full role played by developing-country NGOs as institutions engaged in strengthening civil society through involvement in advocacy among their constituencies

and partners and improved dialogue and cooperation with official institutions. Perhaps the single most important dimension of this change process is the greater emphasis now being placed, through innovative financing schemes and new types of capacity-building programmes, on sustainability of action and impact. This implies, of course, a commitment to monitoring and evaluation, two areas in which the NGO community as a whole needs to invest more in future. Establishing new partnerships is also having an impact on developed-country NGOs. The latter are adapting to this new action agenda and division of labour by focusing more on information, networking, policy research and advocacy, as well as support for capacity-building of their developing-country partners.

A typology of NGOs

21. Many authors and institutions have proposed valuable typologies of NGOs involved in economic, social and sustainable development. The following represents a broad measure of agreement:

(a) Grass-roots organisations: they focus on self-help and community organising and can be involved in a wide range of activities including employment and income generation, land use, savings and credit). They normally operate on a purely voluntary basis but may often go through a process of institutionalization and professionalization as the size of their activities grows;

(b) Operational and intermediary organizations which support grass-roots and other community-related organizations through funding, capacity-building and counselling. This category includes relief and welfare NGOs; popular development agencies (focused on supporting grass-roots, self-help activities); federations or NGOs supporting their members through information, institution-building services and legal advice, and public service contractors (NGOs funded by, and working closely with, developed-country and multilateral aid agencies and developing-country central and local governments);

(c) Advocacy NGOs and networks that are focused on constituency-building, policy research and advocacy around specific issues (e.g., gender, environment, human rights, aid, debt).

22. NGOs need to be classified not only in terms of their functions but also according to their geographical scope (local/subnational/national/regional/interregional/global); thematic/sectoral specialisation (development, environment, relief, human rights, gender); constituency (membership organization, non-membership organisation, formal or informal network, professional association, trade union); religious/secular character; and affiliation (no affiliation, member of (national/regional/international) federation and/or network).

23. As the number of NGOs has grown over the years, so has the diversity of organisational categories and subcategories. While all categories have become larger, it is undeniably in (a) national organisations (especially in developing countries) and (b) advocacy organisations (in all regions) that the expansion has been the most important. Traditional organisational patterns of affiliation, in particular, have been significantly modified through the relative decline in formal types of local-to-national and national-to-international affiliation.

24. Networks, which were the exception 20 years ago, have become a preferred form of association, especially for organisations that focus on the themes which have emerged in the last two decades (e.g., environment, gender and human rights). Networks tend to operate around specific objectives or campaigns. The quest for partnership and common thematic and policy interests have generated horizontal linkages across countries and regions which tend to replace the more vertical links that were the established norm when organisational identity was a primary concern for affiliation. They are usually formed for relatively short periods of time and bring together organisations that maintain their institutional identity while cooperating with other network members on the basis of a commonly defined objective or agenda. They operate as coalitions with a division of labour in which each participating organisation uses its comparative advantage to the benefit of the entire network.

25. Another noticeable change is in the range of services that organisations now offer to their partners and members. As NGOs move upstream of their traditional involvement in community activities, they develop skills in areas such as information and communication, research, policy analysis and advocacy, and generally make greater use of their knowledge of development issues and lessons from operational experience to influence the aid debate within their own countries and in regional and global intergovernmental forums.

NGOs and Governments

26. The growth of civil society and the expansion of the NGO sector that is involved in development would not have happened if there had not been a parallel increase in the recognition, by governments, of the important role played by non-state actors. While it is clear that NGOs have received greater attention because of their ability to support development efforts in areas and with groups that governments and intergovernmental institutions could not reach (notably with poor and marginalized communities at the grass-roots level), NGOs "have no desire to supplant or compete with the state in their development efforts; on the contrary, in both [developing and developed countries] most NGOs continue to interact heavily with governments (Drabek, 1987).

27. Analyzing the organisational culture of NGOs, a recent study of industrialized-country voluntary organisations differentiated between, on the one hand, countries with a tradition of "corporatism", e.g., Scandinavia, where associations "commonly act as interlocutors between their members and government, participating actively in government decision-making and policy formation ... to develop a consensual approach to policy and governance", and, on the other hand, countries with a tradition of "pluralism" or "democratic pluralism", e.g., the United States, where "voluntarism [is] based on a rejection of government control and a resistance to consensus ... [and in which] voluntary associations help to ensure that no single inter-

est or interest group will prevail over others on a given issue" (Smillie, 1993).

28. While this distinction bears some important consequences as regards the form and content of the relationship between the voluntary sector and the State, the figures quoted above in paragraph 16 attest that cooperation between developed-country NGOs and governments in the field of development has been significantly strengthened. NGO access to government aid budgets has considerably widened in the last 10 to 15 years. Originally organized around co-financing schemes for NGO activities, cooperation has been extended to the bilateral budgets themselves, with NGOs executing, in partnership with a wide range of developing-country institutions (NGOs, of course, but also governments, local authorities, academic institutions, etc.) programmes that have a strong focus on poverty alleviation, strengthening of the informal sector, environmental sustainability, gender equality, social and ethnic integration, and the like. NGOs are also a preferred partner in situations requiring emergency relief (food aid, humanitarian assistance, etc.). With an average of 9-10 per cent of total ODA being allocated to NGO-run programmes, bilateral donors are now transferring much greater amounts of resources through NGOs than through the whole United Nations system.

29. NGOs also have access to policy-making levels, e.g., through parliamentary hearings on development cooperation, humanitarian assistance and peace conflict and through meetings with ministers and senior civil servants. They are called upon for advice on emerging trends and crises. They have also been the most organised "lobby in the defence of aid budgets whenever these have been threatened with freezes or reductions in the face of budgetary stringency and changing political circumstances.

30. In developing countries, although problems and tensions continue to be a reality in some countries, the level of cooperation between governments and NGOs has also risen significantly in the last decade. In addition to government departments and the non-governmental sector becoming naturally better ac-

quainted with each other, both sides have a better understanding of their complementarity. This evolution has often been accelerated by the implementation of structural adjustment programmes in that reductions in public expenditure, especially in the social sector, have thrust additional - and mostly unplanned - responsibilities upon NGOs in key areas such as education and health. Examples of this evolution are found, for example, in the involvement of NGOs in social emergency funds established to mitigate the impact of adjustment measures on vulnerable groups.

31. The purposes and types of collaboration between NGOs and governments are as varied as the governments, the NGOs and the societies they serve (Smillie, 1993). As was noted in the *1993 Human Development Report*,

"[While developing-country] NGOs have complex relations with governments, sometimes cooperating, sometimes in conflict - and often both simultaneously over different issues... the key issue now is how best to promote the strengths and interests of both governments and NGOs. Governments, seeing NGOs as widening their activities, will want to monitor, or probably control, them more closely. But they will have to find ways of doing this without nullifying the benefits they bring... NGOs increasingly recognise that if they are not to be marginalized in national debates on the participatory approach to development, they have to engage more constructively with governments (UNDP, 1993, pp. 90 and 91).

The *Human Development Report* advocated interaction at three levels: central line ministries, for purposes of coordination and involvement of NGOs in planning; local government, through the establishment of forums that provide for interchange of ideas between local administration and NGOs, and national forums for policy dialogue, as has already been done in some countries, e.g., the Philippines with the establishment, in September 1992, of the Philippine Council for Sustainable Development, a consultative body on national follow-up to the United Nations Conference on Environment and Development (UNCED), one third of whose membership comes from the country's NGOs and peoples organisations.

32. While experiences vary greatly in this respect from one country to another, there is an unquestionable improvement, overall, in the level, quality, sustainability and practical value of government-NGO cooperation in developing countries. This is seen, inter alia, through improvements in the legislative and administrative frameworks under which NGOs operate at the country level, the strengthening of government machinery for cooperation with NGOs (especially at the Sectoral and decentralised levels), the increasing frequency of consultative meetings which enable governments and NGOs to engage in discussions on policy choices and sectoral and thematic planning, and the participation of NGOs in donor-recipient dialogues. If much remains to be done, such processes have already led to better understanding of the roles, comparative advantages and constraints of the various actors, and greater trust and operational complementarity between them.

Civil society and Global Governance: NGOs and the United Nations

33. As the foregoing sections of this chapter suggest, no presentation or discussion of the relationship between NGOs and the United Nations can or should take place without giving proper consideration to the theme of the relationship between global governance and civil society. Indeed, no study of this subject has been published without some analysis of the political significance of the presence, in the workings of the United Nations, of organizations that are, de facto, the closest approximation to direct popular participation in the inter-governmental machinery.

34. Many studies (e.g., Martens, 1992; Nerfin, 1987) take as their starting point the fact that, while the preamble of the Charter begins with "We, the peoples of the United Nations", decision-making in the United Nations is the exclusive prerogative of the executive branch of the State. The United Nations is not, and does not, include in its Charter provisions for the establishment of a world parliament.

35. Recognition of the existence and role of non-state actors was given by the founding members of the United Nations with the inclusion, in the Charter, of a specific article for the establishment of relations between NGOs and the world organization. Article 71 stipulates that:

"The Economic and Social Council may make suitable arrangements for consultation with non-governmental organisations which are concerned with matters within its competence. Such arrangements may be made with international organisations and, where appropriate, with national organizations after consultation with the Member of the United Nations concerned."

36. This article, which was not included in the drafts of the Charter prepared by participants in the Dumbarton Oaks conference of August 1944, was added as a result of pressure brought to bear at the San Francisco conference by representatives of NGOs on the United States delegation (Martens, Tinker). Although limiting NGO participation to interventions on economic and social issues was less than the statutory consultation on political questions that NGOs had aimed for, it was nevertheless unprecedented in establishing formal relations between "interest groups and an intergovernmental body (OECD, 1955).

37. The modalities for application of Article 71 were first defined in 1946 by the Economic and Social Council in resolution 3 (II), which provided for NGOs to be placed in consultative status with the Council and to hold consultations with the Secretariat, and were elaborated further in Council resolution 288 B (X) of 27 February 1950 and, most recently, in Council resolution 1296 (XLIV) of 23 May 1968. Chapter II of the present report reviews the implementation of this resolution.

38. Whatever tensions may have existed on the subject of NGOs at the time when the Charter was drafted were compounded by the emergence, in the late 1940s, of the ideological confrontations of the cold war. For almost four decades, the international evolution of the non-governmental sector was dominated by rivalries between the super-Powers. While a number of international NGOs managed to maintain membership across political and ideological

boundaries, many were obliged, in one way or another, to limit their activities to the geopolitical realities of that time, with obvious implications as regards the expansion of the non-governmental sector in developing countries. This was the context in which Council resolution 1296 (XLIV) was negotiated and adopted.

39. There is no doubt that the transformations of the international political climate that have taken place since the mid-1980s have profoundly modified this situation. All recent studies point to the unprecedented window of opportunity opened by the end of the cold war, the sweeping changes that have occurred in the governance and economic systems of many countries, and the ensuing recognition in all the world's regions of the need for Governments to establish more responsive and flexible relations with their country's civil society. They also emphasize the new problems with which the international community is faced, in particular with the shift from conflicts between countries to conflict within countries, and the realisation that more comprehensive concepts of security are needed in the post-cold war era.

40. Constraints have not deterred NGOs from wanting access to the United Nations. Even a cursory examination of the participation of NGOs in the decision-making systems and operational activities of the United Nations shows without any doubt that NGO involvement has not only justified the inclusion of Article 71 in the Charter of the United Nations, but that it has far exceeded the original scope of these legal provisions.

41. Evidence of this interactivity abounds at all levels: policy-making, research, information, education and advocacy, and operational activities. The contribution of NGOs has been significant in many areas of United Nations work. This has been especially the case in social, economic and sustainable development, e.g., the advancement of women, protection and regeneration of the environment, promotion and defence of human rights, protection and development of children, poverty alleviation, social development, población, drug abuse, etc. NGOs have also made important contributions in other fields such as promotion

and defence of human rights, provision of humanitarian assistance to victims of natural and man-made disasters. And while consultative relations are legally confined to the activities of the Economic and Social Council, NGOs have also been actively involved in the United Nations work in the field of disarmament and, to a lesser extent, in peace. Furthermore, they are offering expertise and technical know-how in some of the new areas of United Nations involvement, especially reform of governance and electoral assistance.

42. Throughout the years, although the legal basis for NGO involvement in the activities of the United Nations has remained unchanged, actual relationships have been marked by two related trends: on the one hand, relationships have evolved to take into account the diversification process that has taken place in the NGO sector itself, with different types of NGOs developing contacts with the United Nations not only on the basis of their thematic interests but also as a result of their forms of intervention. On the other hand, relationships have diversified well beyond the formal framework defined by Article 71 of the Charter and Economic and Social Council resolution 1296 (XLIV) for participation in the Council's decision-making activities, through a variety of informal types of collaboration in which NGOs have become recognised participants in the multilateral system. Nowhere is this more evident than in two areas, policy advocacy and operational activities, in which NGOs have developed, over the years, substantive expertise, know-how and experience from which the United Nations and its system of programmes and agencies have increasingly drawn to enrich their own contribution and performance.

43. What is true of the United Nations itself is even more easily observed when one turns one's attention to the activities of the United Nations funds and programmes and those of the specialised agencies. Even a cursory examination of the formal and programme relationships between NGOs and these institutions shows that NGOs have become continuing and indispensable participants with governments and secretariats in support of international co-operation. Annex II provides a summary of the

relations between NGOs and the funds and programmes of the United Nations; annex III provides a summary of the relations between NGOs and the specialized agencies.

44. While the trend in expansion of cooperation between the non-governmental sector and the United Nations has been a fairly continuous one, the experience of UNCED certainly represents an important advance in public participation, via NGOs and other institutions of civil society, in a major United Nations undertaking. These institutions contributed to the shaping of the agenda, to the process of international mobilisation around the concept of sustainable development, and to the building of the political commitments that made possible the adoption of the Rio Declaration, *Agenda 21*, the conventions on climate change and the protection of biodiversity, and the statement of principles on forests.

45. Section III of *Agenda 21* gives full recognition to the role of "major groups", which are important segments and constituencies within civil society, in the implementation and monitoring of *Agenda 21*. In particular, chapter 27 of *Agenda 21*, "Strengthening the role of non-governmental organisations: partners for sustainable development", speaks of NGOs as playing a vital role in the shaping and implementation of participatory democracy, recognises that they possess well-established and diverse experience, expertise and capacity in fields which will be of particular importance to the implementation and review of environmentally sound and socially responsible sustainable development, as envisaged throughout *Agenda 21*, and states that the NGO community offers a global network that should be tapped, enabled and strengthened in support of efforts to achieve these common goals.

46. Governments are invited in chapter 27 to efficiently channel integrated non-governmental inputs to the governmental policy development process. NGOs are also fully included in section IV, "Means of implementation", where they and major groups are referred to as important partners that should be given opportunities to make their contributions and establish appropriate relationships with the United Nations system, with support to be

given to developing countries non-governmental organizations and their self-organized networks.

47. Coming as it does from a long and complex intergovernmental process, such language marks a new point of departure for cooperation between institutions of civil society, governments and the United Nations since it defines a relationship in which the broad non-governmental sector is no longer seen as an instrumentality of governmental and intergovernmental action but as a wide range of institutions that should be involved at all levels - in the policy dialogue for sustainable development, in the gathering of substantive knowledge, and in the implementation and monitoring of *Agenda 21* - and that need to be strengthened in their capacities.

48. It is on that basis that the General Assembly, in resolution 47/191, and the Council, in decision 1993/215, decided that, in addition to NGOs in consultative status, those without consultative status that had been accredited to UNCED should be encouraged to maintain their involvement with the United Nations in the context of the Commission on Sustainable Development and that special procedures should be established to facilitate that involvement.

49. The review of consultative arrangements undertaken by the Economic and Social Council needs to look comprehensively at the experience gained through the implementation of Council resolution 1296 (XLIV) and at all related developments, such as those referred to above, that have taken place to accommodate the growth in the interest of NGOs in participating in the work of the United Nations.

50. The following four chapters examine, respectively, experience in the implementation of Council resolution 1296 (XLIV), the activities of the Committee on Non-Governmental Organizations, the participation of NGOs in United Nations conferences and the support provided by the United Nations Secretariat. Chapter VI suggests issues to be considered by the Open-Ended Working Group and includes a series of recommendations on how to improve relationships between the United Nations and NGOs.

II. Experience in the implementation of economic and social resolution 1296 (XLIV)

NGO consultative relationship with the Economic and Social Council

51. The consultative relationship of non-governmental organisations with the Economic and Social Council is guided by Council resolution 1296 (XLIV). The resolution covers the following areas: principles to be applied in the establishment of consultative relations; principles governing the nature of the consultative arrangements; establishment of consultative relational consultation with the Council; consultation with commissions and other subsidiary organs of the Council; consultations with ad hoc committees of the Councils consultation with international conferences called by the Council; suspension and withdrawal of consultative status; and the Council Committee on Non-Governmental Organisations; and consultation with the Secretariat.

52. In the principles to be applied in the establishment of consultative relations, the resolution states, inter alia, that NGOs in consultative relations shall be concerned with matters falling within the competence of the Council; that their aims and purpose shall be in conformity with the purposes and principles of the Charter of the United Nations; that they shall undertake to support the work of the United Nations; that they shall be of representative character and of recognized international standing; that they shall have an established headquarters and a democratically adopted constitution; that they will be international in structure; that their resources shall be derived mainly from contributions of their national affiliates or from individual members; that national organizations shall normally present their views through the international NGOs to which they belong; that national organisations, however, may be admitted, after consultation with the Member State concerned for purposes of balanced geographical distribution and where they have special experience upon which the Council may wish to draw; and that account

will be taken of whether an NGO's field of activity is wholly or mainly within the field of a specialized agency.

53. In the principles governing the nature of the consultative arrangements, a clear distinction is drawn between participation without vote and arrangements for consultation. The latter do not accord to NGOs the same rights as are accorded to States not members of the Council or to the specialized agencies; the arrangements should neither overburden the Council or hamper its role in coordination of policy and action; arrangements are established for the purpose of securing expert information or advice and to enable NGOs representing important elements of public opinion in a large number of countries to express their views.

54. In establishing consultative relations, the Council distinguishes between three categories of NGOs:

(a) Category I status may be granted to organisations which are concerned with most of the activities of the Council and can demonstrate to the satisfaction of the Council that they have marked and sustained contributions to make to the achievement of the objectives of the United Nations and are closely involved with the economic and social life of the peoples of the areas they represent and whose membership, which should be considerable, is broadly representative of major segments of population in a large number of countries;

(b) Category II status may be granted to organisations which have a special competence in, and are concerned specifically with, only a few of the fields of activity covered by the Council and which are known internationally within the fields for which they have or seek consultative status;

(c) Roster status may be granted to other organisations which the Council, or the Secretary-General of the United Nations, considers can make occasional - and useful contributions to the work of the Council or its subsidiary bodies or other United Nations bodies within their field of competence. The Roster may also include organisations in consultative status or similar relationship with a specialised agency or a United Nations body.

55. NGOs in category I have the most comprehensive rights. They may propose, through the Committee on Non-Governmental Organizations and the Secretary-General, to place items on the provisional agenda of the Council and may propose terms for the provisional agenda of subsidiary bodies.

56. NGOs in categories I and II may designate representatives to sit as observers at all public meetings of the Council and its subsidiary bodies. NGOs on the Roster may be represented at public meetings concerned with matters within their field of competence.

57. NGOs in categories I and II may submit written statements relevant to the work of the Council and its subsidiary bodies. The statements shall be circulated by the Secretariat within certain technical limits, which vary according to the categories of status. NGOs on the Roster may be invited to submit written statements.

58. Concerning oral statements, NGOs in Categories I and II may request to be heard by the Council in connection with specific items on its agenda. All such requests are first considered by the Committee on Non-Governmental Organizations, which then makes recommendations to the Council as to which organizations should be heard and on which items. With regard to hearings by subsidiary bodies of the Council, NGOs in categories I and II may consult directly with the subsidiary body concerned or make a request through a committee established for the purpose. NGOs on the Roster may also be heard by subsidiary bodies on the recommendation of the Secretary-General or at the request of the subsidiary body.

59. NGOs in categories I and II and on the Roster may be requested to carry out specific studies or prepare specific papers for commissions.

60. Suspension or withdrawal of consultative status may be decided by the Council:

- (a) If there exists substantiated evidence of secret governmental financial influence to induce an organisation to undertake acts contrary to the purposes and principles of the Charter of the United Nations;
- (b) If the organization clearly abuses its consultative status by systematically engaging in un-

substantiated or politically motivated acts against States Members of the United Nations contrary to and incompatible with the principles of the Charter;

- (c) If, within the preceding three years, an organisation had not made any positive or effective contribution to the work of the Council or its commissions or other subsidiary organs.

61. The Council Committee on Non-Governmental Organizations considers applications for consultative status, as well as applications for reclassification, and makes recommendations to the Council. Non-governmental organisations in Categories I and II must submit to the Committee quadrennial reports on their contribution to the work of the United Nations. Based on the findings of the Committee's examination of the report, the Committee may recommend to the Council a reclassification in status of the organisation concerned.

62. The Committee may consult with NGOs in categories I and II on matters within their competence, other than items on the agenda of the Council, on which the Council or the Committee or the organization requests consultation. It may also consult with NGOs in categories I and II concerning specific items already on the provisional agenda of the Council.

63. The Committee considers requests from NGOs in category I for items to be placed on the provisional agenda of the Council, and makes recommendations to the Council.

64. NGOs in consultative status can consult with substantive units in the Secretariat on matters of mutual interest. The Secretary-General may request NGOs in categories I and II and on the Roster to carry out specific studies or prepare specific papers.

65. The Secretary-General is authorised to offer to NGOs in consultative status facilities which include distribution of Council documents, access to the press documentation services, arrangement of informal discussions, use of the libraries, provision of accommodation for conferences or smaller meetings on the work of the Council, appropriate seating arrangements and facilities for obtaining documents during public meetings of the General Assembly on economic and social matters.

Number of NGOs in consultative status with the Council

Year	Category I	Category II	Roster	Total
1948	7	32	2	41
1968	12	143	222	377
1991	41	354	533	928
1993	42	376	560	978

Conference of NGOs in Consultative Status with the Economic and Social Council

66. Following the inclusion of Article 71 in the Charter of the United Nations and the granting of the first consultative arrangements, NGOs in consultative status decided to cooperate in order to improve the consultative process and to coordinate their activities in relation to the United Nations. They established the Conference of Non-Governmental Organizations in Consultative Status with the Economic and Social Council (CONGO). CONGO is governed by its General Conference, which meets every three years and elects a President and organizations to serve as its board. CONGO is principally concerned with the improvement of relations between NGOs and the United Nations. CONGO does not take positions on substantive matters. However, it has been providing, through various special thematic committees that meet in New York, Geneva and Vienna, forums for discussion of substantive matters by its members and with members of the United Nations Secretariat, delegations and experts. CONGO boards and conferences have expressed opinions and made suggestions on the use and improvement of consultative relations, including suggestions in the forms of position papers for, and statements to, the Council and its Committee on Non-Governmental Organizations. In addition, since 1974 CONGO has sponsored several NGO forums in parallel with United Nations conferences.

NGOs in association with the Department of Public Information of the United Nations Secretariat

67. The mandate of the Department of

Public Information (DPI) to work with NGOs derives from General Assembly resolution 13 (I), annex I, in which it was stated that the Department and its branch offices should actively assist and encourage national information services, educational institutions and other governmental and intergovernmental organizations of all kinds interested in spreading information about the United Nations. Formal NGO association with DPI was given legislative authority by the Economic and Social Council in resolution 1297 (XLIV) with reference to "the letter and spirit" of Council resolution 1296 (XLIV).

68. In cooperation with United Nations Information Centres and other United Nations offices world wide, the NGO Section of DPI evaluates applications from NGOs that wish to enter into formal association with the Department. A DPI committee examines these applications and takes decisions to include NGOs in the annual DPI/NGO Directory. Services offered to NGOs include regular mailings, briefings for NGO representatives, an annual NGO/DPI conference on a major global topic, and access to the NGO Resource Centre in New York. The NGO/DPI Executive Committee, composed of 18 members elected by NGOs in association with DPI for a one-year term, serves as a liaison between NGOs and the Department. It supports and co-manages, with the NGO Section of DPI, the organization of the annual NGO/DPI conference and other special events.

69. NGOs in consultative status with the Council are granted formal association with DPI on request. Other NGOs are requested to submit a written application and supporting documents on their activities, especially as they pertain to the work of the United Nations, and their capacity to engage in public information programmes.

Previous reviews of Economic and Social Council resolution 1296 (XLIV) by the Council Committee on Non-Governmental Organizations

70. As foreseen in paragraph 40 (f) of Council resolution 1296 (XLIV), the Council Committee on Non-Governmental Organizations has discussed the implementation of that resolution for a number of years. The following is a summary of these discussions.

71. In 1981, the Committee annexed to its report (E/1981/29 and Corr.1) a summary of the suggestions made during the course of its deliberations. The suggestions covered the following:

- (a) The need to develop a means for ensuring enhanced participation and fuller contributions by NGOs to ad hoc conferences of the United Nations system, through the establishment of standard rules of procedure for such participation and by encouraging NGOs to contribute, in advance of such conferences, at the national and regional levels;
- (b) The need to develop uniform rules of procedure for participation of NGOs in all United Nations bodies dealing with economic and social issues including committees of the General Assembly;
- (c) The need to increase the collaboration between NGOs and substantive offices of the Secretariat;
- (d) The need to strengthen Secretariat services related to the implementation of Council resolution 1296 (XLIV) by upgrading and strengthening the NGO Unit;
- (e) The need to provide a clear distinction between NGOs in consultative status with the Council and NGOs affiliated with DPI;
- (f) The need to encourage NGOs to expand their consultation and participation at the regional level.

72. In its resolution 1981/44, the Council took note of the report and requested the Committee on Non-Governmental Organizations to undertake a review of current practice related to the implementation of Council resolution 1296 (XLIV) and to present its findings and recommendations to the Council at its first regular session of 1983.

73. At its 1983 session, the Committee's discussions were based on a working paper submitted by the representative of Pakistan on this subject, as well as a statement by an NGO in category I and resolutions from CONGO. The working paper suggested a review of the implementation of Council resolution 1296 (XLIV) that would involve governments, the Secretariat and NGOs, on the basis of which recommendations would be made to the Council. The NGO statement proposed that the Committee study the broadening of the provisions of Council resolution 1296 (XLIV) 80 as to associate NGOs with the activities of the Secretariat from the early stages of project preparation. The CONGO resolutions, adopted by its 15th General Conference, called for:

- (a) An extension of the formal relationship to the United Nations as a whole;
- (b) The establishment of uniform procedures for the participation of NGOs in the activities of the United Nations, including standard rules for participation of NGOs in United Nations conferences;
- (c) The establishment of a coordinating body to harmonise practices relating to the establishment of relationships between NGOs and various departments and programmes of the United Nations;
- (d) The need to upgrade and strengthen the resources of the Secretariat's NGO Unit in view of the increase in its workload;
- (e) The convening of regular meetings between the CONGO Board and the officers of the Council and the Committee on Non-Governmental Organizations;
- (f) The strengthening of relations between NGOs and the regional Commissions of the United Nations;
- (g) Improvement of United Nations-NGO cooperation through improvements in the provision of services to NGOs (e.g., timely documentation, briefings, conference facilities, etc.);
- (h) A proposal to establish a special fund to facilitate greater participation by developing-country NGOs in United Nations meetings and conferences.

74. The Committee then decided, *inter alia*, to prepare a set of draft recommendations for circulation to governments. It continued its

discussion on these issues at its 1985 session, albeit without conclusion. At its 1987 session, the Committee had before it a note prepared by the Secretariat which presented a survey of the geographical and primary areas of activity of NGOs in consultative status. The Committee requested the Secretariat to undertake a more detailed study which would present information on the type, nature of activities, membership, geographical focus and level of activity of NGOs in consultative status.

75. At its 1989 session, the Committee considered the note prepared by the Secretariat. Committee members commented on the disappointing level of response by NGOs, particularly those on the Roster, to the questionnaire sent by the Secretariat. Several members requested the Secretariat to gather such information periodically on NGOs on the Roster with a view to ascertaining which among them were still functioning and, if it was determined that some were no longer active, to withdraw those organisations from the Roster.

76. While the Committee expressed the view that Council resolution 1296 (XLIV) should remain the basis of, and guiding element for, its work, several members pointed out that guidelines should be established to facilitate the interpretation of the provisions of the resolution, and proposed that the Committee recommend that the Council establish a working group to study further ways and means of improving the working methods of the Committee. Some members proposed that such a working group should undertake a comprehensive review of issues relating to the strengthening of cooperation between the United Nations and NGOs, while others said that Council resolution 1296 (XLIV) provided a clear basis for the Committees work and had proved a valuable tool throughout the years. At its first regular session of 1989, the Council took note of the report of the Committee.

77. At its 1991 session, the Committee considered the report on the informal consultation held in 1990 between the Committee and NGOs in consultative status. The points emphasised by the NGOs during the consultation were the following:

(a) Extension of the consultative relationship to

the Main Committees of the General Assembly;

(b) Establishment of standard rules of procedure for the participation of NGOs in United Nations conferences, including a provision recognising the right of all NGOs in consultative status to participate in such conferences and their preparatory process;

(c) The removal of all obstacles to the exercise by NGOs of their consultative status;

(d) Improvement in the coordination within the United Nations in order to remedy the application of different criteria and treatment for NGOs by different parts of the Secretariat.

78. Discussion of the report by Committee members emphasized the importance of the role and contributions of NGOs in consultative status to the activities of the United Nations, the importance of NGOs making full use of their status, and the practical limitations and time constraints regarding oral presentations by NGOs in the work of the General Assembly, its Main Committees and special sessions. It was suggested that by regrouping their views, NGOs would, when appropriate, ensure a modicum of participation in the work of the General Assembly. The Committee agreed that participation through written statements was very valuable and should be facilitated.

79. The Committee also decided to establish a working group open to all members of the Committee, as well as other interested States, to prepare draft guidelines of a technical nature for the 1993 session of the Committee, aimed at assisting the Committee to fulfil its responsibilities in the most effective manner. NGOs were invited to contribute to the working group through CONGO.

80. At its 1993 session, the Committee had before it the reports on the informal consultations held in 1991 and 1992 between the Committee and NGOs in status, at which NGOs reiterated the points made at the 1990 consultation, and suggested that a United Nations voluntary fund be established to assist NGOs in consultative status in sending more representatives from developing countries to United Nations meetings and conferences. The Committee took note of the reports.

81. The Committee also had before it the report of the Working Group established at the

previous session (E/C.2/1993/6), in which the Working Group recommended to the Committee the adoption of a set of guidelines for NGOs applying for consultative status. The report, of which the Committee took note, seeks to provide clarification on paragraphs 3, 4, 5-7, 8, 9, 11 and 40 (a) of Council resolution 1296 (XLIV).

Other contributions to a review of the implementation of Council resolution 1296 (XLIV)

82. At various points in time, NGOs, researchers and other interested individuals and organizations have offered comments on the existing arrangements for consultative status with the Council and proposals as to how to improve them, some of which are reflected in the previous section. For purposes of brevity and clarity, comments and proposals from such sources have been utilized as substantive inputs to chapter VI of the present report.

III. Committee on non-governmental organizations

Membership and composition

83. The Committee was established by the Economic and Social Council in resolution 3 (II) of 21 June 1946 and was originally composed of five members. The membership was increased to seven by Council resolution 288 B (X) of 27 February 1950, to 13 by Council resolution 1099 (XL) of 4 March 1966 and to 19 by Council resolution 1981/50 of 20 July 1981. The membership of the Committee consists of: (a) five members from African States; (b) four members from Asian States; (c) two members from Eastern European States; (d) four members from Latin American and Caribbean States; (e) four members from Western European and other States.

Terms of reference

84. The Committee's original terms of reference were set out in Council resolution 288 B (X), which was superseded by resolution 1296 (XLIV) of 23 May 1968. The main tasks of the Committee are (a) the consideration of applications for consultative status and requests for reclassification submitted by non-governmental organizations; (b) the consideration of quadrennial reports submitted by non-governmental organizations in categories I and II on their activities; (c) the implementation of the provisions of Council resolution 1296 (XLIV) and the monitoring of the consultative relationship; and (d) any other issues which the Council may request the Committee to consider.

Applications/reclassifications

85. Pursuant to paragraph 40 (a) of Council resolution 1296 (XLIV), the Committee considers applications for consultative status in categories I and II and for listing on the Roster submitted by non-governmental organizations and requests for changes in status and makes recommendations thereon to the Council. Organizations are required to give due consideration to any comments on technical matters which the Secretary-General may make in receiving such applications for the Committee. At each session the Committee considers applications received by the Secretary-General not later than 1 June of the preceding year, on which sufficient data have been distributed to the members of the Committee not later than six weeks before the applications are to be considered. Reapplications by an organisation for consultative status, or requests for a change in status, are considered by the Committee at the earliest at its first session in the second year following the session at which the substance of the previous application or request was considered, unless at the time of such consideration it was decided otherwise.

86. During the period under review, the Committee discussed issues relating to requests for consultative status and reclassification sub-

mitted by non-governmental organisations and took the following action.

87. The Committee, at its 1973 session, decided to include the following statement in its report to the Council: Denoting that Council resolution 1296 (XLIV) is not explicit regarding reclassification for non-governmental organisations placed on the Roster by action of the Secretary-General under paragraph 19 of this resolution, the Committee wishes to clarify this situation by establishing that paragraph 40 (a) of the resolution shall apply to these organisations as well as to non-governmental organisations placed in status by direct action of the Council's Committee. That is, organisations placed on the Roster by action of the Secretary-General who wish to apply for a change of status will be considered to be applying for reclassification."

88. The Committee, at its 1975 session, decided that the attention of the Economic and Social Council should be drawn to the criteria governing the classification of regional non-governmental organisations, a question on which the Committee believed that Council resolution 1296 (XLIV) was not sufficiently specific.

89. At its 1977 session, the Committee, in order to facilitate consideration of the applications from non-governmental organisations, requested the Secretariat to circulate applications as they were received and processed rather than together in one document, as had been the practice in the past.

90. During its review of future activities at its 1985 session, the Committee also discussed the question of the rationalisation of its future work. A number of suggestions were made in this connection. Several delegations indicated that limiting the number of applications to be reconsidered at a given session of the Committee might improve the effectiveness of its work. It was suggested that applications from non-governmental organisations should be accepted only from those that had been in existence for more than four years. It was also proposed that priority should be given to applications from non-governmental organisations working in fields that were not frequently covered by the non-governmental organisations

currently in consultative status. Several delegations suggested grouping non-governmental organisations whose activities were similar or related in nature, while others considered the practical aspects of this unworkable. With regard to the methods for rationalising the consideration of applications from non-governmental organisations, several delegations suggested that the Committee might establish a working group which would undertake an examination of the application before the Committee began its consideration of all of the applications received; there was, however, no agreement on this matter. Various delegations also indicated that the work of the Committee in examining applications would be greatly facilitated by obtaining from the non-governmental organisations larger quantities of their publications and whatever reference material could be made available on their activities and aims.

91. At its session in 1987, under the item "Review of future activities", the Committee discussed the question again. One delegation expressed concern about the growing number of non-governmental organisations being given consultative status and suggested that organisations with a common purpose should unite and designate one organisation to represent them. The same delegation proposed that a working group of the Committee could examine the applications before each session, with a view to identifying groupings of organisations. A number of delegations, however, opposed setting up such a group, since the Committee itself was not large and, moreover, all delegations would wish to review the applications. One delegation said that the work of non-governmental organisations was so helpful to the United Nations that more of them should be accorded consultative status. One delegation expressed the need for the Committee to determine more specific guidelines to assist the Secretariat in reducing the number of applications from non-governmental organisations at an earlier stage.

92. At its 1989 session, the Committee emphasised that non-governmental organisations applying for consultative status should provide a comprehensive description of their

activities. One representative said it should be emphasised that those non-governmental organisations with members in South Africa should provide clear and comprehensive information on their position on apartheid and on their members in South Africa. The Committee requested the Secretariat to bring those points to the attention of the non-governmental organizations concerned.

93. At its 1991 session, regarding the applications for consultative status and requests for reclassification submitted by non-governmental organizations, the Committee noted with appreciation the efforts made by the Non-Governmental Organizations Unit of the Secretariat to implement the provisions of paragraph 40 (a) of Council resolution 1296 (XLIV) and instructed the Unit to transmit to the Committee only those applications for consultative status and requests for reclassification for which the completed questionnaire had been submitted no later than 1 June of the year preceding the session of the committee.

Quadrennial reports

94. Under paragraph 40 (b) of Council resolution 1296 (XLIV), organizations in consultative status in categories I and II submit to the Council Committee on Non-Governmental Organizations, through the Secretary-General, every fourth year a brief report of their activities specifically as regards the support they have given to the work of the United Nations. Based on findings of the Committee's examination of the report and other relevant information, the Committee may recommend to the Council any reclassification in status of the organization concerned that it deems appropriate. However, under exceptional circumstances, the Committee may ask for such a report from an individual organisation in category I or II or on the Roster, between the regular reporting dates.

95. At its 1977 session, the Committee considered the question of reviewing the activities of non-governmental organizations in consultative status, and, having regard to the provisions of Council resolution 1296 (XLIV), the Committee decided to invite the non-govern-

mental organizations to submit to it, before 30 June 1978, reports on their activities covering the past four years. The attention of the non-governmental organisations was drawn to the fact that those reports were intended to enable the Committee on Non-Governmental Organizations, in accordance with Council resolutions 1296 (XLIV) and 1919 (LVIII), to determine the extent to which the non-governmental organisations had complied with the principles governing their consultative status and how their activities had contributed to the work of the United Nations.

96. The Economic and Social Council, by its decision 227 (LXII) of 13 May 1977, decided to take note of the part of the report of the Committee on Non-Governmental Organizations regarding the review of the organisations, bearing in mind the recommendation made at the forty-sixth session of the Council that all non-governmental organisations in consultative status that had not submitted the necessary information concerning themselves within the prescribed time-limit should be subject to suspension or withdrawal of consultative status in accordance with Economic and Social Council resolutions 1296 (XLIV) and 1919 (LVIII). The Council also decided to request non-governmental organisations in consultative status to submit to the Committee on Non-Governmental Organizations, before 30 October 1977, a report on their activities covering the past four years and to urge the Committee to carry out the mandate laid down in paragraphs 35, 36 and 40 of resolution 1296 (XLIV) and in resolution 1919 (LVIII) as a matter of priority, and to report to the Council at its sixty-fourth session, or immediately after the Committee's next meeting, on the extent to which non-governmental organisations in consultative status had complied with the principles governing their consultative status and how their activities had contributed towards the work of the United Nations.

97. Subsequently, the Committee took the following decisions regarding the format and content of the quadrennial reports: (a) At its 1981 session, the Committee decided that quadrennial reports should be limited to no more than two pages single-spaced;

Table 1. Actions taken by the Committee on NGOs on applications and reclassifications

Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1981	1983	1984	1985	1987	1989	1991	1993
APPLICATIONS TOTAL	31	20	13	26 a/	25	21	7	32	13	48	64	30	85	76	61	42	40
Category I			-	-	-	1			-	-	-		1		1 b/	1	-
Category II	21	11	4	13	6	3	1	8	3	8	24	1	26	33	33	26	30
Roster	9	8	9	13	18	10	4	10	7	19	16	13	13	20	17	10	7
Rejected/no status	1				1		1	-	1	10	-	-	4	2			
Withdrawn	-			-	-		1	1	1			3	-	-	1	2	1
Deferred	-	-		-	-	7	-	13	1	11	7	12	21	16	9	3	1
Not considered	-	-		-	-	-			-	-	17	1	20		-		
														5 d/			
RECLASSIFICATIONS TOTAL	5	-	8	3	6	8	1	12	6	11	13	9	20	14	8	12	11
Category I			1	2	1	4		2	1	1	-	1	1	1	1	4	2
Category II	2		5	-	5	3	1	3	3	3	1	3 g/	7	9	5	5	8
Maintained	-		2	1	-	-	-	-	2	4	-	-		4		1	1
Withdrawn								-	-	1		-				1	
Deferred		-	-		-	1		7	-	1	3	5	6	-		1	-
Not considered	3		-	-	-	-					7	-	3	-			-
Other	-		-	-	-					1h/	2 i/	-	3 j/		2 k/	-	

(Notes on following page)

Table 2. Action taken by the Committee on NGOs on quadrennial reports: summary table

	No. of organizations due to report	NGOs reporting in due time	Reports deferred due to late submission	NGOs failing to submit
1978 a/	213	195	8	10
1979	Data not available			
1981 b	35	35		
1982 c	186	165		21
1983	The Committee, owing to lack of time, decided to defer to its next session its consideration of the quadrennial reports.			
1984 d	26	26		
1985	Owing to a lack of time, the Committee decided to defer consideration of the quadrennial reports to its session in 1987.			
1987 e	230	218 (additional information)	12	
1989 f	83	73	10	
1991 g	235	206 (8 to submit additional information)	2	17
1993 h	136	106		30

(Notes to table 2 on following page)

Footnotes to table 1

a/ In addition, two non-governmental organisations placed on the Roster by the Secretary-General were granted category II status.

b/ The Economic and Social Council, by its decision 1989/106, decided to refer the application of the International Centre of Legal Science (Law World Organization), which had been recommended for category I status back to the Committee on Non-Governmental Organizations for further consideration at its 1991 session.

c/ The Council placed the organisation, which was referred to it by the committee on the Roster.

d/ One was invited to apply with UNESCO, one was invited to apply with WHO, one was invited to resubmit and two were not approved.

e/ Referred back by the Council. The Committee decided not to grant status. The Council, by its decision 1991/216, decided to refer the application of Human Life International back to the Committee for further consideration at its 1993 session.

f/ Referred back by the Council. Rejected by the Committee.

g/ The Council, by its decision 1984/113, took note of the report of the Committee on Non-Governmental Organizations on its 1984 special session, with the exception of the recommendation for the reclassification from the Roster to

category II of the International Police Association. The Council, taking into account the concern expressed by the members of the Council on the link between the International Police Association and apartheid in South Africa and having in mind its resolution 1982/16, decided not to approve the reclassification to category II of the International Police Association. The Council decided to invite the Committee on Non-Governmental Organizations to reconsider the current status of the International Police Association, bearing in mind Council resolution 1982/16, and to consider further the current status of the International Police Association with a view to taking a final decision at its first regular session of 1985.

h/ The Committee decided to transmit to the Council for action the application for reclassification submitted by the Minority Rights Group, together with the views expressed on it by delegations. The Council, by its decision 1981/163: (a) decided to refer back to the Committee on Non-Governmental organizations the request for reclassification submitted by the Minority Rights Group; (b) expressed the hope that the Committee on Non-Governmental Organizations would continue to be guided in its future work by a spirit of accommodation and consensus.

i/ Considered but no decision taken.

j/ Not approved.

k/ No action taken.

Footnotes to table 2

a/ 1978: The Committee requested 11 organizations to submit additional information.

b/ 1981: The Committee requested two organisations to submit additional information.

c/ 1982: The Committee requested seven organisations to submit additional information. The Committee decided that one organisation, which had submitted unsatisfactory additional information, be reclassified from category II to the Roster. Observations and reservations were expressed by members of the committee on the activities of one organization.

d/ 1984: The Committee requested one organization to submit additional information.

e/ 1987: The Committee requested eight organisations to submit additional information. Observations and reservations were expressed by the members of the Committee on the reports of 18 organizations.

f/ 1989: The Committee decided to request two organisations to submit additional information. The Committee decided that three organizations, which had failed to submit additional information, as requested at the 1987 session, be reclassified from category II to the Roster. The Committee

decided to request the three organisations to submit, in 1991, reports on their activities for 1986-1989, on the understanding that failure to do so would lead to withdrawal of status. The Committee decided that one organisation, which had submitted unsatisfactory additional information, be reclassified from category II to the Roster. Observations and reservations were expressed by members of the Committee on the activities of one organisation.

g/ 1991: The committee requested eight organisations to submit additional information. The Committee decided to recommend that the consultative status of three organisations, which had failed to submit a detailed report on their activities as requested in 1989, be withdrawn. Observations were made on the reports of three organisations.

h/ 1993: One organisation was requested to submit additional information. The Committee decided to recommend that the consultative status of eight organisations, which had failed to submit a detailed report on their activities for the period 1986-1989 as requested in 1991, be withdrawn. The Committee decided to recommend that six organisations be reclassified from category II to the Roster to provide a satisfactory report or satisfactory additional information. Comments were made on the activities of three organisations.

(b) At its 1989 session, the Committee stressed the need for nongovernmental organisations required to submit quadrennial reports to provide the Secretariat with clear and timely information, including a brief introductory statement recalling the aims and purposes of the organisation;

(c) At its 1991 session, the Committee emphasised the need for non-governmental organisations requested to submit quadrennial reports to provide a clear picture of their activities as they related to the United Nations. The Committee further noted that the reports should conform to the guidelines elaborated by the Non-Governmental Organizations Unit pursuant to the relevant decisions of the Committee and decided that only those reports elaborated in conformity with the guidelines and submitted to the Non-Governmental Organizations Unit no later than 1 June of the year preceding the Committee's session would be transmitted to the Committee for consideration. The Committee recalled that organizations failing to submit adequate reports on time would be subject to any reclassification in status that the Committee might deem appropriate, in conformity with paragraph 40 (b) of Council resolution 1296 (XLIV).

98. Table 1 contains data on the number of applications for consultative status and for reclassification considered by the Committee and the action taken at its various sessions. Table 2 provides information on the review of the quadrennial reports by the Committee.

99. It is evident that, over the years, the Committee has had to deal with a large number of applications for status and for reclassification and to review an increasing number of quadrennial reports within the limited time available to it during its two-week session every two years. The Committee has attempted, from time to time, to find ways and means of enhancing its effectiveness, but as the number of NGOs that it needs to consider and review has continued to increase, the Committee has on many occasions found it necessary to postpone consideration of applications for status or the review of quadrennial reports to subsequent sessions.

IV. Participation of non-governmental organization in United Nations conferences

100. The rules for participation of non-governmental organizations in international conferences convened by the United Nations are determined on a case-by-case basis, by the organ convening a given conference, directly or on the recommendation of the preparatory body for the conference (see table 3). These rules generally cover the criteria for both accreditation and participation, and although the rights of NGOs to attend and participate have varied from one conference to another, the recent trend has been towards greater flexibility in granting NGOs access to international conferences.

101. Most recently, the preparatory process for the United Nations Conference on Environment and Development, the Conference itself and its follow-up by the Commission on Sustainable Development have been opened up to an unprecedented degree to national, regional, local and other small specialized groups. Forthcoming conferences, such as those on women and on population and development, have also adopted fairly liberal criteria for NGO participation. While this flexibility has allowed extensive involvement of NGOs, including those from developing countries, in United Nations conferences, in some cases it has created inconsistencies by establishing separate tracks for the participation of NGOs in United Nations conferences. Thus, a large number of NGOs have been accredited by the Economic and Social Council for participation in the Commission on Sustainable Development separately from those granted consultative status in accordance with the provisions of Council resolution 1296 (XLIV). The detailed decisions concerning the attendance and participation of NGOs in various aspects of the forthcoming conferences on population and women, the World Summit for Social Development and Habitat II, as well as the recently held World Conference on Natural Disaster Reduction, are set out in annex I of the present report.

Table 3. Legislative authority establishing the rules for NGO participation in various United Nations conferences

Conference	Year	Criteria for NGO participation
1. Habitat	1976	General Assembly resolution 3438 (XXX). (i) NGOs in consultative status with ECOSOC; (ii) Other directly concerned NGOs of a genuinely international character that may express the wish to be represented by observers.
2. United Nation Water Conference	1977	Economic and Social Council resolution 1982 (LX). (i) NGOs in consultative status with ECOSOC; (ii) Other NGOs of a genuinely international character which are directly concerned and may express the wish to be represented as observers.
3. United Nations Conference on Territorial Asylum	1977	A/CONF. 78/12. NGOs concerned with problems relating to protection of refugees and having consultative status with ECOSOC.
4. United Nations Conference on Desertification	1977	General Assembly resolution 31/108. (i) NGOs in consultative status with ECOSOC; (ii) Other interested NGOs that might have a specific contribution.
5. United Nations Conference on an International Code of Conduct on the Transfer of Technology	1978	General Assembly resolution 32/155. Directly concerned NGOs in consultative status with ECOSOC.
6. United Nations Conference on Technical Cooperation among Developing Countries	1978	General Assembly resolution 31/179. Interested NGOs in consultative status with ECOSOC.
7. World Conference to Combat Racism and Racial Discrimination	1978	General Assembly resolution 32/129- NGOs in consultative status with ECOSOC.
8. United Nations Conference on Science and Technology for Development	1979	General Assembly resolution 32/184. Directly concerned NGOs in consultative status with ECOSOC.

9. United Nations Conference on New and Renewables Sources of Energy	1981	General Assembly resolution 35/204. (i) Interested NGOs in consultative status with ECOSOC; (ii) Other interested NGOs that may have a specific contribution.
10. United Nations Conference on the Least Developed Countries	1981	General Assembly resolution 35/205. NGOs in consultative status with UNCTAD and ECOSOC.
11. Second United Nations Conference on the Exploration and Peaceful Uses of Outer Space	1982	General Assembly resolution 35/15. Directly concerned NGOs in consultative status with ECOSOC.
12. World Conference of the United Nations Decade for Women	1980	General Assembly resolution 33/189. Interested NGOs in consultative status with ECOSOC.
13. World Conference to Review and Appraise the Achievements of the United Nations Decade for Women	1985	Economic and Social Council resolution 1983/28. Interested NGOs in consultative with ECOSOC.
14. Second World Conference to Combat Racism and Racial Discrimination	1983	General Assembly resolution 37/41. NGOs in consultative status with ECOSOC which have contributed to the goals of the conference.
15. International Conference on Population	1984	Economic and Social Council resolution 1983/6. (i) Interested NGOs in consultative status with ECOSOC; (ii) Other interested NGOs that may have a specific contribution.
16. International Conference on Drug Abuse and Illicit Trafficking	1987	Economic and Social Council decision 19S6/12S. (i) Interested NGOs in consultative status with ECOSOC; (ii) Other interested NGOs that may have a specific contribution.
17. United Nations Conference on Environment and Development	1992	General Assembly resolution 44/228. Relevant NGOs in consultative status with ECOSOC.

		<p>PrepCom decision 2/1 and General Assembly resolution 45/211.</p> <p>NGOs in consultative status with ECOSOC and others desiring to be accredited for participation in meetings of PrepCom.</p> <p>General Assembly resolution 46/168.</p> <p>All NGOs accredited to participate in the work of the PrepCom by the conclusion of its fourth session.</p>
18. World Conference on Human Rights	1993	<p>General Assembly resolution 47/122 and PrepCom decision.</p> <p>(i) NGOs in consultative status with ECOSOC which are active in the field of human rights and/or development as well as in the concerned region;</p> <p>(ii) Other NGOs which are active in the field of human rights and/or development, and have their headquarters in the concerned region, in prior consultation with the countries in question.</p>
19. United Nations Conference on Straddling Fish Stocks and Highly Migratory Fish Stocks	1993	<p>General Assembly resolution 47/192.</p> <p>General Assembly resolution 46/168.</p> <p>General Assembly decision 46/469-</p> <p>(i) Regional and subregional fisheries organizations;</p> <p>(ii) Relevant NGOs from developed and developing countries.</p>
20. Global Conference on the Development of Small Island Developing States	1994	<p>General Assembly resolution 47/189.</p> <p>General Assembly resolution 46/168.</p> <p>Relevant NGOs from developed and developing countries, in particular those from small island developing States, including those related to major groups.</p>
21. World Conference on Natural Disaster Reduction	1994	<p>General Assembly resolution 48/188.</p> <p>(i) Relevant NGOs in consultative status with ECOSOC;</p> <p>(ii) Other interested NGOs that may have a specific contribution and wish to be accredited may apply to the secretariat of the International Decade for Natural Disaster Reduction.</p>
22. International Conference on Populaci3n and Development	1994	<p>ECOSOC resolution 1993/4.</p> <p>NGOs in consultative status with ECOSOC.</p>

23. World Conference on Women	1995	General Assembly resolution 48/108. (i) NGOs in consultative status with ECOSOC; (ii) Other interested NGOs that may have a specific contribution may be included by the Commission on the Status of Women.
24. World Summit for Social Development	1995	PrepCom, organizational session. (i) NGOs in consultative status with ECOSOC; (ii) Other interested NGOs that may have a specific contribution and wish to be accredited may apply to the Summit secretariat.
25. Habitat II	1996	General Assembly resolution 47/180. (i) NGOs particularly those from developing countries and including those related to major groups; (ii) Other interested NGOs that may have a specific contribution and wish to be accredited may apply to the Conference secretariat.

(To be continued)

Les relations de l'Unesco avec les OING

Depuis trente cinq ans, les relations de l'Unesco avec les organisations internationales non gouvernementales sont régies par un acte de la Conférence Générale de l'Unesco en sa 11e session, 1960, amendé lors de la 14e session en 1966.

Ces "Directives" définissent les conditions que doivent remplir les ONG pour pouvoir être admises aux différentes catégories de relations avec l'Unesco., précisent les avantages et les obligations qui en découlent et spécifient les mécanismes de la coopération entre l'Unesco et les ONG ainsi que le rôle respectif du Conseil exécutif et du Directeur général en la matière.

Certaines dispositions de ces "Directives", notamment celles concernant l'attribution de subventions aux ONG font, depuis plusieurs années, l'objet de critiques de la part des Etats membres. Le Conseil exécutif a donc décidé de refondre complètement les "Directives" en les adaptant au contexte fortement évolué des relations des ONG avec les institutions onusiennes.

Le texte ci-dessous a été adopté par le Conseil exécutif de l'Unesco en sa 146e session (mai-juin 1995) et sera soumis à la prochaine Conférence générale (28e session, novembre-décembre 1995).

PROPOSITIONS DU DIRECTEUR GÉNÉRAL RELATIVES À LA RÉVISION DES DIRECTIVES CONCERNANT LES RELATIONS DE L'UNESCO AVEC LES ORGANISATIONS INTERNATIONALES NON GOUVERNEMENTALES

Le Conseil exécutif,

1. *Ayant examiné et amendé* les propositions du Directeur général relatives à la révision des Directives concernant les relations de l'UNESCO avec les organisations internationales non gouvernementales,

2. *Recommande* à la Conférence générale d'adopter les Directives révisées ci-après:

Directives concernant les relations de l'UNESCO avec les organisations non gouvernementales

Préambule

1. En application des dispositions de l'article XI de son Acte constitutif, l'UNESCO a, au long des années, tissé avec les organisations non gouvernementales représentant la société civile un réseau précieux de relations de coopération dans ses domaines de compétence. Te-

nant compte du rôle prééminent que réservaient les fondateurs de l'UNESCO aux organisations non gouvernementales, ce partenariat témoigne de l'importance de l'oeuvre de ces organisations aux côtés de l'action gouvernementale dans la coopération internationale au service des peuples pour le développement, l'égalité, la compréhension internationale et la paix.

2. Après cinquante ans d'existence, et au seuil du troisième millénaire, l'Organisation prend acte et se félicite de la part sans cesse plus active que prennent les organisations représentatives de la société civile dans la coopération internationale et définit un nouveau cadre dans lequel les relations qu'elle souhaite entretenir avec elles puissent se développer dans les meilleures conditions possibles.

3. Ces relations sont destinées, d'une part, à permettre à l'UNESCO de bénéficier des conseils, de la coopération technique et de la documentation des organisations non gouvernementales, et, d'autre part, à permettre à ces organisations, qui représentent des fractions importantes de l'opinion publique, de faire connaître les points de vue de leurs membres.

* Unesco 146 EX/34 et 146 EX/53

L'Organisation n'étant pas une institution de financement, ces relations sont essentiellement de nature intellectuelle.

4. Les dispositions qui suivent¹ ont pour but de promouvoir les objectifs de l'UNESCO en lui assurant le plus large concours possible de la part d'organisations non gouvernementales² compétentes et représentatives de la société civile dans la préparation et dans l'exécution de son programme, et en intensifiant ainsi la coopération internationale dans les domaines de l'éducation, des sciences, de la culture et de la communication. Par ailleurs, elles encouragent l'émergence de nouvelles organisations représentatives de la société civile implantées dans des parties du monde où elles sont isolées ou fragiles pour des raisons historiques, culturelles ou géographiques, et leur intégration dans le réseau.

5. Compte tenu des objectifs propres de l'organisation non gouvernementale et de la nature de la collaboration possible avec l'UNESCO, deux grands types de relations sont établis, le premier visant une coopération soutenue à la fois en amont et en aval de la programmation et des priorités de l'Organisation (relations formelles); le deuxième un partenariat souple et dynamique dans le cadre de la mise en oeuvre de ses programmes (relations opérationnelles).

I. Relations formelles

1. Principes généraux

1.1 L'UNESCO peut établir des relations formelles avec des organisations internationales³ non gouvernementales. Selon la structure et les buts de ces organisations, la nature de leur coopération avec l'UNESCO et l'importance du concours qu'elles peuvent lui apporter, ces relations ressortissent à deux catégories différentes: relations de consultation ou relations d'association. Les relations sont établies pour une période de six ans renouvelable.

2. Conditions

2.1 Est considéré comme organisation

susceptible d'entretenir des relations formelles avec l'UNESCO toute organisation internationale qui n'a pas été créée par un accord intergouvernemental, et dont les buts, le rôle et le fonctionnement ont un caractère non gouvernemental et non lucratif

2.2 L'organisation devra répondre aux conditions suivantes:

- (a) exercer des activités dans un ou plusieurs des domaines spécifiques de la compétence de l'UNESCO, avoir les moyens et la volonté de contribuer efficacement à la réalisation des objectifs de celle-ci, conformément aux principes énoncés dans l'Acte constitutif de l'UNESCO;
- (b) exercer effectivement des activités sur le plan international dans un esprit de coopération, de tolérance et de solidarité dans l'intérêt de l'humanité et le respect des identités culturelles;
- (c) avoir des membres actifs réguliers (groupements et/ou personnes) sur un plan international afin de pouvoir, dans la mesure du possible, représenter de manière significative les différentes régions culturelles qu'elle a pour vocation de servir;
- (d) constituer, à travers ses membres, une communauté liée par la volonté de poursuivre les objectifs pour lesquels l'organisation a été créée;
- (e) avoir une personnalité juridique reconnue;
- (f) avoir un siège établi et être dotée de statuts démocratiquement adoptés prévoyant notamment que la politique générale sera déterminée par une conférence, un congrès ou tout autre organe représentatif. Ces statuts devront également prévoir un organe directeur permanent, représentatif et régulièrement renouvelé, des représentants dûment élus par l'organe principal de l'organisation, et des ressources de base, provenant principalement des contributions de ses membres, assurant son fonctionnement et lui permettant de communiquer régulièrement avec ses membres dans les différents pays;
- (g) avoir été créée et avoir eu des activités depuis au moins quatre ans au moment de la demande d'établissement de relations formelles.

(1) Les présentes Directives sont établies en tenant compte, dans toute la mesure du possible, de leur harmonisation avec les principes et pratiques des Nations Unies, tels qu'établis dans les résolutions pertinentes de l'UNESCO.

(2) Les relations de coopération que l'UNESCO peut entretenir avec des fondations sont régies par des directives séparées adoptées par la Conférence générale à sa vingt-sixième session en novembre 1991.

(3) La définition "organisation internationale" non gouvernementale comprend des entités tant interrégionales que régionales, au sens géographique ou culturel du terme

3. Relations de consultation

3.1 Le Conseil exécutif, soit sur proposition du Directeur général, soit à la demande de l'organisation non gouvernementale elle-même, peut, s'il juge une telle décision utile à la réalisation des objectifs de l'UNESCO, admettre une organisation non gouvernementale remplissant les conditions définies à l'article 2 ci-dessus et désireuse de coopérer avec l'UNESCO, dans une catégorie de relations formelles dite de "consultation".

3.2 Ces organisations devront avoir démontré qu'elles sont en mesure de fournir à l'UNESCO, sur sa demande, des avis qualifiés sur les questions relevant de leur compétence et de contribuer efficacement par leurs activités à l'exécution du programme de l'UNESCO.

3.3 Le Conseil exécutif tiendra compte des principes suivants:

- (a) lorsque les objectifs essentiels d'une organisation s'apparentent à ceux d'une institution spécialisée du système des Nations Unies autre que l'UNESCO, il conviendra de consulter l'institution spécialisée intéressée;
- (b) l'admission dans la catégorie de relations de consultation (i) ne sera pas accordée à titre individuel aux organisations groupées dans un organisme plus vaste déjà admis et autorisé à représenter ces organisations pour l'ensemble de leurs attributions; et (ii) ne sera possible que lorsque l'Organisation aura entretenu avec l'UNESCO des relations opérationnelles suivies et efficaces pendant au moins deux ans;
- (c) lorsque dans l'un quelconque des domaines d'action de l'UNESCO, il existe plusieurs organisations distinctes, leur admission à titre individuel dans la catégorie de relations de consultation pourra être différée en vue de favoriser la création d'organisations faitières ou d'organismes de coordination propres à mieux servir les fins de l'UNESCO en réunissant l'ensemble de ces organisations, et pouvant prétendre à l'établissement de relations d'association telles que définies à l'article 4 ci-dessous. L'appli-

tion de ce principe ne devra toutefois pas priver l'UNESCO de la coopération directe d'organisations dont le concours se révélerait particulièrement souhaitable dans l'un des domaines de sa compétence.

3.4 Le Directeur général pourra, par ailleurs, décider d'étendre l'application des conditions d'admission aux relations formelles de consultation à des réseaux internationaux ou institutions similaires, de caractère non gouvernemental, qui satisfont aux critères du paragraphe 2.2 de l'article 2 ci-dessus; qui peuvent, au-delà des seuls échanges d'information, apporter une contribution significative à la mise en oeuvre de projets concrets dans les domaines de compétence de l'UNESCO, mais dont la structure et la composition des organes directeurs ne seraient pas de caractère international en raison de leur statut juridique et du cadre légal dans lequel ils exercent leurs activités. Dans ces cas, avant de prendre sa décision, le Directeur général devra consulter les autorités compétentes de l'Etat membre sur le territoire duquel se trouve le siège de l'institution concernée. Il tiendra le Conseil exécutif informé des décisions qu'il aura prises aux termes du présent paragraphe⁴.

4. Relations d'association

4.1 Un nombre très restreint d'organisations faitières de composition largement internationale regroupant des associations internationales professionnelles spécialisées, ayant une compétence éprouvée dans un domaine important de l'éducation, des sciences, de la culture et de la communication et ayant, d'une manière régulière, apporté une contribution d'une importance majeure à l'action de l'UNESCO pourront, à leur demande et sur recommandation du Directeur général, être admises par le Conseil exécutif dans une autre catégorie de relations formelles, dite d'"association".

4.2 Outre la coopération décrite à l'article 3 ci-dessus, des relations de travail étroites et continues devront être maintenues avec ces organisations qui seront invitées par le Direc-

(4) Les Directives concernant les relations de l'UNESCO avec les fondations et d'autres institutions similaires, adoptées par la Conférence générale à sa vingt-sixième session en novembre 1991, seront révisées pour tenir compte de l'inclusion de cette disposition dans les présentes Directives.

teur général à lui fournir régulièrement des avis sur l'élaboration et l'exécution du programme de l'UNESCO et à participer aux activités de cette dernière.

5. Admission

5.1 Le Directeur général informera chaque organisation admise dans l'une des deux catégories de relations formelles, des obligations et des avantages qui s'y attachent. Les relations de l'UNESCO avec ces organisations ne deviendront effectives qu'après acceptation de ces obligations et avantages formellement notifiée par l'organe compétent de l'organisation concernée. Les demandes qui n'auront pas été acceptées par le Conseil exécutif ne pourront lui être soumises à nouveau avant quatre ans au moins après sa décision.

6. Modification, cessation, suspension de relations

6.1 Lorsque le Directeur général estime que les circonstances rendent nécessaire le déclassement d'une organisation d'une catégorie à l'autre, il en saisit pour décision le Conseil exécutif. Il informe au préalable l'organisation intéressée des raisons qui motivent sa proposition et communique les observations éventuelles de l'organisation au Conseil exécutif avant qu'une décision définitive ne soit prise.

6.2 Les mêmes dispositions s'appliquent au cas où le Directeur général estime nécessaire de mettre fin aux relations formelles avec une organisation internationale non gouvernementale. Par ailleurs, l'absence totale de collaboration, pendant une période de quatre ans, entre l'UNESCO et une organisation entretenant avec elle des relations formelles entraîne la cessation automatique de ces relations.

6.3 A titre conservatoire, le Directeur général peut, si les circonstances le commandent, suspendre les relations avec une organisation, en attendant que le Conseil exécutif puisse statuer, y compris dans le cas où une organisation

fait l'objet d'une mesure de suspension ou de cessation de ses relations avec l'Organisation des Nations Unies.

1. Obligations des organisations internationales non gouvernementales entretenant des relations formelles avec l'UNESCO

7.1 (a) Relations de consultation

Les organisations entretenant des relations formelles de consultation avec l'UNESCO doivent:

- (i) tenir le Directeur général régulièrement informé de leurs activités ayant trait au programme de l'UNESCO et du concours apporté par elles à la réalisation des objectifs de l'UNESCO;
- (ii) faire connaître à leurs membres, par tous les moyens dont elles disposent, les activités du programme et les réalisations de l'UNESCO de nature à les intéresser;
- (iii) fournir, à la demande du Directeur général, des avis et apporter leur concours dans le cadre des consultations en vue de la préparation des programmes de l'Organisation, ainsi que des enquêtes, études ou publications de l'UNESCO relevant de leur compétence;
- (iv) contribuer par leurs activités à l'exécution du programme de l'UNESCO; et, dans la mesure du possible, inscrire à l'ordre du jour de leurs réunions des questions spécifiques ayant trait au programme de l'UNESCO;
- (v) inviter l'UNESCO à se faire représenter à leurs réunions dont l'ordre du jour présente un intérêt pour l'UNESCO;
- (vi) présenter au Directeur général des rapports périodiques sur leurs activités, sur leurs réunions statutaires et sur le concours qu'elles ont apporté à l'action de l'UNESCO;
- (vii) contribuer de manière substantielle à la préparation du rapport sexennal que le Conseil exécutif élabore à l'intention de la Conférence générale sur le concours que les organisations non gouvernementales ont apporté à la mise en oeuvre des pro-

grammes de l'UNESCO, conformément au paragraphe 3 du chapitre V ci-dessous: (viii) se faire représenter, dans toute la mesure du possible au plus haut niveau, à la Conférence des organisations internationales non gouvernementales prévue à l'article 1 du chapitre III ci-dessous.

(b) Relations d'association

Outre les obligations énoncées à l'alinéa

(a) ci-dessus, les organisations entretenant des relations formelles d'association doivent:

- (i) collaborer étroitement avec l'UNESCO en développant celles de leurs propres activités qui relèvent des domaines de compétence de l'UNESCO;
- (ii) assister l'UNESCO dans ses efforts tendant à améliorer la coordination internationale des activités des organisations non gouvernementales travaillant dans un même domaine, et à les rassembler dans des organisations factières;
- (iii) se faire représenter au niveau le plus approprié aux différents types de consultations auxquelles le Directeur général les convie et pour lesquelles leur expertise est essentielle;
- (iv) maintenir, par leurs réseaux et représentants régionaux et nationaux, une coordination efficace avec les unités hors Siège de l'Organisation ainsi qu'avec les commissions nationales pour l'UNESCO dans les différents pays.

8. Avantages reconnus aux organisations internationales non gouvernementales entretenant des relations formelles avec l'UNESCO

8.1 Conformément aux dispositions de l'article IV, paragraphe 14, de l'Acte constitutif, les organisations entretenant des relations formelles de consultation ou d'association avec l'UNESCO seront invitées par le Directeur général à envoyer des observateurs aux sessions de la Conférence générale et de ses commissions. Ces observateurs, ainsi que ceux visés à l'article IV, paragraphe 13, de l'Acte constitutif, pour-

ront faire des déclarations sur les questions relevant de leur compétence devant les commissions, les comités et les organes subsidiaires de la Conférence générale, avec l'assentiment du président en exercice.

8.2 Les organisations entretenant des relations formelles de consultation ou d'association avec l'UNESCO pourront, par décision de leur organe directeur, soumettre au Directeur général des observations écrites, portant sur des questions qui relèvent de leur compétence et qui ont trait au programme de l'UNESCO. Le Directeur général communiquera la substance de ces observations au Conseil exécutif, voire à la Conférence générale.

8.3 En outre, les avantages suivants seront accordés aux organisations entretenant avec l'UNESCO des relations formelles de consultation ou d'association;

(a) Relations de consultation

- (i) elles recevront, après entente avec le Secrétariat, toute documentation appropriée ayant trait aux activités du programme correspondant à leurs objectifs statutaires;
- (ii) elles seront consultées par le Directeur général sur les projets de programme de l'UNESCO;
- (iii) elles pourront prendre la parole en séance plénière de la Conférence générale, sur des questions ponctuelles de leur ressort et d'importance majeure, conformément aux dispositions du règlement intérieur de la Conférence générale;
- (iv) elles pourront être invitées par le Directeur général à envoyer des observateurs à des réunions organisées par l'UNESCO et portant sur des sujets de leur compétence; au cas où elles ne pourraient pas se faire représenter à ces réunions, elles pourront communiquer leurs vues par écrit;
- (v) elles seront invitées aux conférences périodiques d'organisations non gouvernementales;
- (vi) afin de promouvoir l'émergence d'organisations représentatives de la société civile

dans les régions du monde où elles sont encore fragiles ou isolées et leur introduction dans le réseau de coopération internationale, le Directeur général pourra proposer la conclusion d'accords de coopération ou de plans d'action, portant sur les priorités de programme de l'Organisation dans la région concernée, selon les mêmes dispositions que celles exposées à l'alinéa (b) (iv) ci-dessous, avec des organisations non gouvernementales régionales compétentes, efficaces et représentatives dans ces régions, entretenant des relations de consultation avec l'UNESCO.

(b) Relations d'association

En plus des avantages énoncés à l'alinéa (a) ci-dessus:

- (i) d'une manière générale, elles seront associées aussi étroitement et régulièrement que possible aux divers stades de la planification et de l'exécution des activités de l'UNESCO relevant de leur compétence;
- (ii) elles pourront prendre la parole en séance plénière de la Conférence générale conformément aux dispositions du règlement intérieur de la Conférence générale;
- (iii) dans la mesure du possible, des locaux administratifs pourront, aux conditions les plus favorables, être mis à la disposition de celles de ces organisations avec lesquelles il est particulièrement nécessaire que le Secrétariat soit en contact permanent pour les besoins de la mise en oeuvre du programme de l'UNESCO;
- (iv) des accords-cadres de coopération, portant sur une période de six ans renouvelable, pourront être conclus avec de telles organisations, fixant les priorités communes que celles-ci et l'UNESCO s'engagent à poursuivre pendant cette période;
- (v) les associations/fédérations internationales membres des organisations faitières entretenant des relations d'association avec l'UNESCO pourront recevoir directement, à leur demande, la documentation que l'UNESCO envoie aux organisa-

tions entretenant avec elle des relations formelles.

II. Relations opérationnelles

1. Principes généraux

1.1 Le Directeur général peut, s'il le juge utile pour la mise en oeuvre des programmes de l'UNESCO, coopérer avec toute organisation non gouvernementale dans un type dit de «relations opérationnelles».

1.2 Ces relations sont destinées à permettre à l'UNESCO d'établir et de poursuivre des partenariats souples et dynamiques avec toute organisation de la société civile oeuvrant dans ses domaines de compétence à quelque niveau que ce soit, et de bénéficier de ses capacités opérationnelles sur le terrain et de ses réseaux de diffusion d'information. Par ailleurs, elles doivent permettre de promouvoir l'émergence d'organisations représentatives de la société civile, et leur interaction au niveau international, dans les parties du monde où elles sont fragiles ou isolées. Enfin, elles doivent permettre d'apprécier la compétence et l'efficacité opérationnelle des organisations non gouvernementales internationales avec lesquelles l'UNESCO n'a entretenu aucune forme de relation auparavant et qui désirent établir des relations formelles avec elle.

2. Conditions

2.1 Les conditions auxquelles doivent satisfaire les organisations non gouvernementales souhaitant établir des relations opérationnelles avec l'UNESCO sont les suivantes:

- (a) pour les organisations de caractère international, qui ne répondent que partiellement aux conditions énoncées au chapitre I pour l'établissement de relations formelles, avoir la capacité opérationnelle et la compétence de mettre en oeuvre dans les meilleures conditions des activités prévues au programme de l'UNESCO;

(b) pour les organisations de caractère national, local ou de terrain, avoir cette même capacité opérationnelle. Toute coopération avec ce type d'organisation doit s'effectuer en concertation avec la commission nationale pour l'UNESCO de l'Etat membre concerné et, le cas échéant, en liaison avec les unités hors Siège de l'Organisation. Ces organisations ne pourront prétendre à l'admission aux relations formelles.

5. Obligations

3.1 Les organisations entretenant des relations opérationnelles avec l'UNESCO s'engagent à tenir le Directeur général informé de leurs activités intéressant les domaines de compétence de l'Organisation et à contribuer au rapport sexennal qu'élaboré le Conseil exécutif, conformément au paragraphe 3 du chapitre V ci-dessous, sur le concours apporté par elles à la réalisation des objectifs de l'UNESCO.

3.2 Elles s'engagent, par ailleurs, à faire connaître à leurs membres, par tous les moyens dont elles disposent, les activités du programme et les réalisations de l'UNESCO de nature à les intéresser.

4. Avantages

4.1 Les organisations internationales entretenant des relations opérationnelles avec l'UNESCO bénéficieront des avantages suivants:

- (a) le Directeur-général prendra toutes mesures utiles en vue d'assurer avec elles un échange approprié d'informations et de documentation sur les questions d'intérêt commun;
- (b) conformément aux dispositions de l'article IV, paragraphe 13, de l'Acte constitutif, la Conférence générale, votant à la majorité des deux tiers, pourra, sur recommandation du Conseil exécutif, les inviter à se faire représenter comme observateurs à des séances déterminées de la Conférence en plénière ou de ses commissions. Les demandes de ces organisations, indiquant les points de

l'ordre du jour de la Conférence à l'examen desquels leurs représentants désireraient participer, devront parvenir au Directeur général au plus tard un mois avant l'ouverture de la session de la Conférence générale;

- (c) ces organisations pourront être invitées à envoyer des observateurs à certaines réunions de l'UNESCO si, de l'avis du Directeur général, elles sont en mesure d'apporter une contribution significative aux travaux de ces réunions;
- (d) elles pourront être invitées à participer à titre d'observateur aux différentes consultations collectives d'ONG organisées par l'UNESCO dans le cadre de la mise en oeuvre de son programme;
- (e) elles pourront avoir accès à certaines modalités financières de coopération visées au chapitre IV des présentes Directives, si le Directeur général les considère les plus compétentes pour aider à l'exécution de certaines tâches prévues au programme de l'Organisation;
- (f) elles pourront être invitées à se faire représenter à la Conférence des organisations internationales non gouvernementales, prévue à l'article I du chapitre III ci-dessous, en qualité d'observateurs; elles pourront assister aux réunions du Comité permanent, prévu au paragraphe 1.3.1 du chapitre III ci-dessous, en cette même qualité.

4.2 Des contrats pourront être conclus avec des organisations de caractère national ou local entretenant des relations opérationnelles avec l'UNESCO, si le Directeur général les considère les plus compétentes pour contribuer à l'exécution de certaines tâches prévues à son programme, sous réserve des dispositions du paragraphe 2.1 (b), du chapitre II. Ces organisations pourront également être invitées à certaines réunions organisées par l'UNESCO si leur contribution est considérée appropriée.

5. Cessation de relations

5.1 L'absence totale de collaboration pendant une période de quatre ans entraînera la cessation automatique des relations.

III. Consultations collectives avec les organisations non gouvernementales

1. Conférences des organisations non gouvernementales

1.1 Conférence internationale

Les organisations internationales non gouvernementales entretenant des relations formelles avec l'UNESCO pourront, avec l'accord du Directeur général, se réunir tous les deux ans en conférence, en vue d'examiner l'état de la coopération avec l'UNESCO, de conduire des consultations collectives concernant les grandes lignes des programmes de l'UNESCO et de faciliter la coopération entre les organisations ayant des intérêts communs. Ce forum mondial devra permettre au Directeur général de recueillir les avis et suggestions des organisations internationales non gouvernementales partenaires de l'UNESCO sur les domaines prioritaires de son programme.

1.2 Conférences régionales

Les organisations non gouvernementales entretenant des relations formelles ou opérationnelles avec l'UNESCO pourront, avec l'accord du Directeur général, se réunir en conférence dans les différentes régions à intervalles réguliers en vue d'examiner l'état de la coopération avec l'UNESCO, de conduire des consultations collectives concernant les programmes de l'Organisation et les priorités régionales et de faciliter la coopération entre les organisations ayant des intérêts communs. Ces conférences devront réunir en priorité les organisations de la région concernée, ainsi que les représentants ou membres régionaux ou nationaux d'organisations internationales ayant avec l'UNESCO des relations formelles.

1.3 Mécanismes de suivi et d'évaluation

Ces conférences devront prévoir des mé-

canismes appropriés de suivi et d'évaluation (réseaux) en coopération avec les unités hors Siège et les commissions nationales.

1.3.1 Comité permanent

La Conférence des organisations internationales non gouvernementales élit un comité permanent reflétant la diversité géoculturelle des Etats membres de l'UNESCO, et composé d'au moins un tiers d'organisations entretenant des relations formelles d'association. Elle adoptera, par ailleurs, son règlement intérieur dont le projet sera proposé par le Comité permanent et approuvé par le Directeur général. Le Comité permanent aura notamment pour fonctions, dans l'intervalle des réunions de la Conférence, de:

- (a) représenter les intérêts de l'ensemble des organisations vis-à-vis de l'UNESCO;
- (b) coopérer avec le Directeur général;
- (c) mettre en oeuvre les résolutions que la Conférence aura adoptées;
- (d) assurer un échange d'informations approprié avec la communauté non gouvernementale qu'il représente, et dans ce cadre, promouvoir la concertation entre les ONG à tous les niveaux;
- (e) assurer la préparation, en consultation avec le Directeur général, de la Conférence suivante;
- (f) veiller à ce que les intérêts et les opinions des ONG prises collectivement soient reflétés par l'UNESCO dans la préparation des conférences mondiales majeures organisées par les Nations Unies;
- (g) prendre toute disposition pour informer les organisations non gouvernementales des possibilités qu'elles ont de participer à titre individuel à ces conférences et à leur préparation, selon les règles édictées par l'Organisation des Nations Unies.

Les locaux et les services de secrétariat nécessaires pour les réunions de la Conférence ainsi que pour le travail du Comité permanent seront, dans toute la mesure du possible, fournis gratuitement par le Directeur général.

2. Consultations collectives thématiques

2.1 Toutes les organisations non gouvernementales entretenant des relations formelles ou opérationnelles avec l'UNESCO pourront être invitées à se faire représenter aux différentes consultations collectives que l'UNESCO organise régulièrement pour les besoins de la mise en oeuvre de ses divers programmes, dès lors qu'elles peuvent apporter une contribution spécifique aux thèmes que ces consultations développent. Ces mécanismes ont pour but d'assurer la meilleure coopération possible dans la poursuite des objectifs prioritaires partagés.

IV. Modalités financières et matérielles régissant la coopération

1. L'UNESCO pourra accorder des contributions financières et matérielles, sous différentes formes, à des organisations non gouvernementales susceptibles de faire un apport particulièrement efficace à la réalisation des objectifs de l'UNESCO tels qu'ils sont définis dans son Acte constitutif et à la mise en oeuvre de son programme.

2. Principes généraux

2.1 Les contributions financières et matérielles octroyées par l'UNESCO à des organisations non gouvernementales seront soumises, selon le cas, aux principes suivants:

- (a) elles seront accordées conformément aux règles pertinentes en vigueur;
- (b) elles seront accordées pour des programmes et activités qui portent sur les priorités de l'UNESCO ou qui complètent utilement ses programmes et activités;
- (c) elles ne constitueront en aucun cas un engagement permanent de la part de l'Organisation;
- (d) des contributions financières ne seront accordées qu'en vue de compléter les revenus que l'organisation bénéficiaire tire d'autres sources;

(e) l'organisation recevant une contribution financière doit avoir pris des dispositions appropriées en vue de l'évaluation régulière des activités ainsi financées et de la soumission de rapports sur la mise en oeuvre de ces activités.

3. Modalités

3.1 Les différentes formes de contributions comprennent (i) l'attribution de contrats de divers types (contrats pour la mise en oeuvre d'accords-cadres; autres contrats pour la mise en oeuvre des programmes ordinaires de l'UNESCO; contrats au titre du programme spécial d'appui à des entités non gouvernementales pour des activités dans les pays en développement); (ii) des contributions au titre du Programme de participation; et (iii) des subventions.

3.2 Les contributions matérielles comprennent la mise à disposition de locaux administratifs conformément aux dispositions de la section I, paragraphe 8.3 (b) (iii), la possibilité d'utiliser les salles et équipements de conférence de l'UNESCO et l'octroi du patronage de l'Organisation.

4. Conditions d'octroi de contributions financières et matérielles et de soumission de rapports

4.1 Les conditions d'octroi de contributions financières et matérielles, ainsi que de soumission des rapports correspondants, sont examinés et adoptés par le Conseil exécutif, sur proposition du Directeur général. Elles pourront être révisées en tant que de besoin.

V. Examen périodique des relations

1. Dans ses rapports périodiques, le Directeur général fournira des informations sur les éléments saillants de la coopération entre

L'UNESCO et les organisations non gouvernementales.

2. Le Directeur général présentera, à chaque session ordinaire de la Conférence générale, un rapport succinct sur les modifications qui seront intervenues, par décision du Conseil exécutif, dans le classement des organisations internationales admises aux différentes catégories de relations formelles avec l'UNESCO. Ce rapport contiendra également la liste des organisations qui entretiennent avec elle des relations opérationnelles, ainsi que celles qui auront soumis des demandes d'admission dans les deux catégories de relations formelles ou dans la catégorie des relations opérationnelles et dont les demandes n'auront pas été retenues.

3. La Conférence générale recevra, tous les six ans, un rapport du Conseil exécutif sur le concours apporté à l'action de l'UNESCO par les organisations entretenant avec cette dernière des relations formelles. Ce rapport contiendra une évaluation des résultats de la coopération avec les organisations entretenant avec elle des relations opérationnelles. Il informera par ailleurs sur les résultats obtenus de la coopération mise en oeuvre en application d'accords-cadres conclus avec certaines organisations ainsi que des recommandations sur la reconduction de ces accords-cadres. Il contiendra, enfin, la liste des organisations dont l'absence de collaboration a entraîné la cessation automatique des relations formelles ou opérationnelles avec l'UNESCO conformément aux présentes Directives (chapitre I, paragraphe 6.2 et chapitre II, paragraphe 5.1).

VI. Demandes d'établissement ou de modification de relations

1. Le Conseil exécutif statue une fois par an sur des questions de son ressort ayant trait à l'établissement de relations de l'UNESCO avec les organisations non gouvernementales, telles que définies dans les présentes Directives.

2. Le Directeur général veille à ce que toute décision de son ressort, aux termes des présentes Directives, soit portée à l'attention du Conseil exécutif pour information.

3. Les demandes d'établissement ou de modification de relations formelles sont déposées au plus tard le 31 décembre de chaque année.

4. Les demandes d'établissement de relations opérationnelles peuvent être déposées à tout moment. Elles devront être accompagnées d'une copie des statuts, de l'acte de reconnaissance juridique de l'organisation, d'une liste des membres avec leurs nationalités, ainsi que d'un rapport récent d'activités d'au moins deux ans et d'un bref exposé des projets que l'organisation propose de mettre en oeuvre en coopération avec l'UNESCO.

VII. Relations informelles

1. L'UNESCO peut avoir des relations informelles avec d'autres organisations non gouvernementales.

International meetings in 1994

by Ghislaine de Coninck

Introduction

For the past 46 years, the Union of International Associations has undertaken, for the benefit of its members, statistical studies on the international meetings that took place worldwide in the preceding year.

The statistics are based on information collected by the UIA Congress Department and selected according to very strict criteria maintained over several years, this enabling meaningful comparison.

Meetings taken into consideration include those organized and/or sponsored by the international organisations which appear in the *Yearbook of International Organizations* and in the *International Congress Calendar*, i.e.: the sittings of their principal organs, congresses, conventions, symposia, regional sessions grouping several countries, as well as some national meetings with international participation organized by national branches of international associations. Under this last category are included meetings which are not collected systematically but which have been brought to our knowledge and which meet the following criteria:

- minimum number of participants: 300
- minimum number of foreigners: 40%
- minimum number of nationalities: 5
- minimum duration: 3 days

Excluded from the UIA figures are: purely national meetings as well as those of an essential religious, didactic, political, commercial, sporting nature such as religious gatherings, courses, party conferences, fairs, sales meeting, contests, etc... Also excluded are: Meetings strictly limited to participation such as committees, groups of experts etc... most of these being held at an intergovernmental level and taking place mainly at the headquarters of the large IGO's in New York, Geneva, Rome, Brussels, Vienna...

This is an indicative survey compiled from results of research by the UIA Congress Department and using currently available information from international organisations

selected according to specific criteria.

General picture

The 1994 figures show a slight increase in the number of international meetings organized worldwide in 180 different countries.

More than 9,000 international meetings have been taken into consideration in this survey in accordance with the criteria described above. This figure represents approximately 80% of the total number of meetings, included in our "congress" data bank for 1994.

The developments which occurred in 1994 are illustrated in the tables below. In each case, international meetings organized/sponsored by international organizations and national meetings with large international participation are indicated separately.

Compared with 1993, the overall increase registered in 1994 amounts to + 1.86%. If only the number of meetings organized by international associations are compared, then this figure reaches + 6.04%.

Compared with the figures of 1992 the overall increase is + 4.10% and vis-a-vis 1991: + 9.60%.

On an aggregated basis an upward trend is recorded worldwide; however, the level of growth is more significant in some areas than others. The reasons behind these mixed results are very logical; it can be partly explained either by the political stability and security prevailing or not, in some countries - or to specific events attracting a larger number of meetings in a given country/city. South African and Norway are in 1994, two very good examples illustrating these situations.

Tables 1 and 2 show the level of the various changes which occurred in 1994.

The figures in Table 3 show that, despite the fact that the majority of meetings recorded in this survey took place in Europe, their percentage is slowly decreasing, i.e. 58.95% against 59.76% in 1993, 61.42% in 1992 and 62.30% in 1991.

TABLE 1: Worldwide breakdown of the variations registered in 1994 versus 1993

CONTINENT	TOTAL	MEETINGS OF INTERNATIONAL ORGANIZATIONS	MEETINGS OF NATIONAL ORGANIZATIONS
Europe	+ 0.28 %	+ 3.35%	- 3.07 %
Asia	+ 0.49 %	+ 0.64 %	- 0.15 %
Africa	+ 0.27 %	+ 0.40 %	- 0.13 %
Australasia	+ 0.56%	+ 0.58%	- 0.02 %
North America	+ 0.02 %	+ 0.82 %	- 0.80 %
South America	+ 0.24 %	+ 0.25 %	- 0.01 %
TOTAL	+ 1.86 %	+ 6.04 %	- 4.18%

TABLE 2: Worldwide breakdown of the variations registered in 1994 versus 1992

CONTINENT	TOTAL	MEETINGS OF INTERNATIONAL ORGANIZATIONS	MEETINGS OF NATIONAL ORGANIZATIONS
Europe	- 0.06 %	+ 4.24 %	- 4.30%
Asia	+ 1.89%	+ 2.24 %	- 0.35 %
North America	+ 0.64 %	+ 1.52%	- 0.88 %
South America	+ 0.09 %	- 0.02 %	+ 0.12%
Africa	+ 0.82 %	+ 0.90 %	- 0.08 %
Australasia	+ 0.72 %	+ 0.81 %	- 0.10%
TOTAL	+ 4.10%	+ 9.69 %	- 5.59%

TABLE 3: Worldwide breakdown of the total number of international meetings in 1994

CONTINENT	TOTAL	MEETINGS OF INTERNATIONAL ORGANIZATIONS	MEETINGS OF NATIONAL ORGANIZATIONS
Europe	58.95 % -	49.75 % +	9.20 % -
North America	14.75 % -	11.95% +	2.80 % -
Asia	13.15% +	10.12% +	3.03 % -
South America	5.57% +	4.60% +	0.97 % -
Africa	5.53% -	4.92 % +	0.31% -
Australasia	2.35 % +	2.06 % +	0.29% -
TOTAL	100.00 %	83.40 % +	16.60 % -

The - or + sign indicates changes with respect to 1993

TABLE 4: Variation in 1994 versus 1993 - Continent by Continent

CONTINENT	TOTAL	MEETINGS OF INTERNATIONAL ORGANIZATIONS	MEETINGS OF NATIONAL ORGANIZATIONS
Europe	+ 0.48%	+ 5.62%	-5.14%
North America	+ 0.15%	+ 5.44%	-5.29%
Asia	+ 3.78%	+ 4.92%	-1.14%
South America	+ 4.38%	+ 4.59%	-0.21%
Africa	+ 5.38%	+ 7.85%	- 2.47%
Australasia	+ 30.25%	+ 31.48%	-1.23%

BREAKDOWN BY COUNTRY

An analysis of the most active host countries is indicated in Table 5 below.

TABLE 5: Leading countries hosting international organization meetings in 1994. % of the worldwide total

COUNTRY *	MEETINGS OF INTERNATIONAL ORGANIZATIONS *	MEETINGS OF NATIONAL ORGANIZATIONS	TOTAL
USA	8.82% +	2.37% -	11.19% -
France	6.91% +	1.84% +	8.75% +
UK	5.23% +	1.95% -	7.18% =
Germany	4.63% +	1.62% -	6.25% +
Italy	3.99% +	0.30% -	4.29% =
Netherlands	3.15% +	0.74% -	3.89% -
Belgium	3.03% -	0.32% -	3.35% -
Austria	2.78% +	0.43% -	3.21% +
Switzerland	2.66% +	0.19% -	2.85% -
Spain	2.39% -	0.34% -	2.73% -
Canada	2.28% +	0.39% -	2.67% -
Denmark	1.76% +	0.13% -	1.89% -
Japan	1.57% -	0.97% +	2.54% -
Finland	1.39% +	0.13% -	1.52% +
Norway	1.35% +	0.23% -	1.58% +
Australia	1.31% +	0.29% +	1.60% +
Portugal	1.15% +	0.00% -	1.15% +
India	1.02% -	0.07% -	1.09% -
Hungary	0.94% -	0.12% =	1.06% -
Greece	0.92% +	0.00% -	0.92% -
Sweden	0.89% -	0.41% +	1.30% -

One should note that in this cable the countries are listed with regard to the number of International association meetings registered in each one.

As far as the "Total" figures are concerned, the classification is of course different.

The sign + and - opposite each figure indicates changes with respect to 1993. The countries printed in bold letters are improving their ranking.

With regard to international meetings, the 5 top countries remain the same i.e.: USA, France, United Kingdom, Germany, Italy.

The USA is increasing its leadership, with 8.82% of the worldwide total against 8.75% in 1993.

Despite the fact that they are mentioned in this table the following countries occupy a significant place in the worldwide ranking: Czech Rep; Mexico, Russia, Poland, Singapore, Brazil, Thailand, South Africa, Israel,

China, Korea Rep, Malaysia, Turkey, Argentina, Ireland, Hong Kong and Egypt.

The 1994 individual results compared with those of 1983 are showing that the greatest increases have taken place in South Africa, New Zealand, Australia, Czech Rep., Norway, Israel, Portugal, Canada, Austria, France and Germany.

With regard to the total number of meetings of international organizations plus the national meetings with large international participation, the ranking is slightly different: Number one to seven are the same: USA, France, UK, Germany, Italy, Netherlands, Belgium, followed in order by: Austria, Switzerland, Spain, Canada, Japan, Denmark, Australia, Norway, Finland, Singapore, Sweden, Portugal, India, Hungary, Israel, Hong Kong, Czech Rep., Brazil, Greece, South Africa, Mexico, Thailand, Russia, Poland, China, Korea Rep., Argentina, Malaysia, Turkey, Ireland, Egypt.

LEADING CITIES

TABLE 6: Leading cities hosting International organization meetings in 1994, % of the worldwide total

TOWN*	MEETINGS OF INTERNATIONAL ORGANIZATIONS *	MEETINGS OF NATIONAL ORGANIZATIONS	TOTAL
Paris	2.54% +	1.44% -	3.98% -
Wien	1.99% +	0.27% +	2.03% +
Brussels	1.88% +	0.14% -	2.02% +
London	1.70% +	0.58% -	2.28% +
Geneva	1.32% -	0.06% -	1.64% +
New York	1.05% +	0.03% -	1.08% +
Kopenhagen	1.03% -	0.08% +	1.11% -
Amsterdam	0.99% -	0.25% -	1.24% +
Strasbourg	0.99% +	0.09% -	1.08% +
Washington	0.91% +	0.14% -	1.05% -
Berlin	0.89% -	0.29% +	1.18% -
Budapest	0.78% -	0.08% -	0.86% -
Singapore	0.75% +	0.56% -	1.31% =
Roma	0.73% -	0.13% +	0.86% -
Lisboa	0.72% +	0.00% -	0.72% +
Madrid	0.71% +	0.28% -	0.99% +

TOWN*	MEETINGS OF INTERNATIONAL ORGANIZATIONS *	MEETINGS OF NATIONAL ORGANIZATIONS	TOTAL
Helsinki	0.70 % +	0.03 % +	0.73 % +
Praha	0.69 % +	0.04 % -	0.73 % +
Barcelona	0.63 % -	0.04 % -	0.67 % -
Bangkok	0.61 % +	0.16 % +	0.77 % +
Seoul	0.53 % +	0.08 % -	0.61 % -
Hong Kong	0.50 % +	0.51 % -	1.01 % -

* As far as the "Total" figures are concerned, the classification is of course different. The sign "+", "0" or "-" opposite each figure indicates if the change since 1991 is positive, negative or equal. Names appearing in bold letters are improving their ranking versus 1993.

Please note again, that the ranking is different if one considers only the international association meetings or the total ranking.

Based on the total figures, in 1994, the top ten cities are sharing 17.48% of the world market against 17.70% in 1993 and 19.46% in 1992.

This result shows a confirmation in the trends experienced in the last years with the top cities reducing their share of the total market and thus indicating a larger geographical distribution.

Analysis of this table also shows that the percentage of the worldwide market occupied by top cities is moving in a variable manner.

Paris is slightly decreasing its leading place with now a share of 3.98% (against 4.02% in 1993) of the world market but still a very long way ahead of other cities.

Cities printed in bold letters are improving their ranking in comparison to 1993.

Other cities occupying a significant place in this table are, in order: Oslo, Tokyo, New Delhi, Beijing, Stockholm, Montreal, Firenze, Toronto, Luxembourg Istanbul, Jerusalem, Kuala Lumpur, Den Haag, Cairo, Athina, Moskva, Nairobi, Mexico City...

With regard to the total number of meetings the ranking is as follows: Paris, London, Wien, Brussels, Geneva, Singapore, Amsterdam, Berlin, Kobenhavn, New York, Strasbourg, Washington, Hong Kong, Madrid, Budapest, Roma, Bangkok, Helsinki, Praha, Lisboa.

Not appearing in the table but also ranked highly are the following: Barcelona, Stockholm, Oslo, München, Jerusalem, Seoul, Tokyo, Beijing, Montreal, New Delhi, Toronto, Firenze, San Francisco, Maastricht, Sydney, Istanbul, Den Haag, Vancouver, Edinburgh, Luxembourg, Buenos Aires, Kuala Lumpur..

Breakdown by continents/regions

AFRICA

The situation in Africa is showing a noticeable increase in 1994:

+ 0.28% on the worldwide level;

+ 5.38% on the African level.

South Africa is increasing its predominance as first african country with 17.23% (11.43% in 1993 and 5.51% in 1992), directly followed by: Egypt 9.78%; Kenya 8.08%; Morocco 7.44%; Tunisia 6.80%; Ethiopia and Ghana 4.68%; Senegal 4.04%; Zimbabwe 3.82%; Nigeria and Ivory Coast 3.19%.

The highest ranking cities are: Gairo, Nairobi, Tunis, Abidjan, Accra, Dakar, Johannesburg, Capetown, Abidjan, Marrakech, Hare.

NORTH AMERICA

In North America (USA, Canada, Mexico), the increase experienced in 1992 and 1993 is consolidated with a slight increase of + 0.02% on the worldwide scale; + 0.15% on the North American level.

However, if considering only the international associations's meetings the situation is very different
+ 0.82% on the worldwide level;
+ 5.44% on the N. American regional level.

As in previous years, one wishes to stress again the fact that the meetings taken into consideration in the survey are primarily those organized/sponsored by international nongovernmental organisations; it is a well known fact that the number of large national meetings with international participation organized in N.America is much higher than the figures mentioned in this analysis (especially in the USA); the survey of this specific market is not within the scope of activities of the UIA.

On a worldwide basis the USA is keeping its leadership with an increasing 14.75% share of the world total against 15% in 1993, 11.38% in 1992 and 10.70% in 1991. Canada which was status quo in 1993 has gone up again in 1994 improving its share of the market.

Leading cities, on the overall table, in N.America are in order of importance: New York, Washington, Montreal, Toronto, San Francisco, Vancouver, Buenos Aires, La Habana, Chicago, Mexico City, Atlanta, Orlando, ...

SOUTH AMERICA

Further to a slight decrease in 1993, the situation is progressing again in 1994 with an increase of both the worldwide and regional rating with a 5.57% share of the worldwide market against 5.44% in 1993 and an increase of + 4.38% of the regional level. Brazil is always the leading country in the area with a 17% share (same as in 1993); Chile 7.4%; Cuba 7.2%; Costa Rica 5.4%, Ecuador 5%; Colombia 4.6%; Venezuela 4.2%

Leading cities are in order of importance:

Buenos Aires, La Habana, Rio de Janeiro, Santiago, San Jose, Sao Paulo.

ASIA

The steady increase which goes on from year to year in this part of the world is slightly decreasing in 1994 but still positive:
+ 0.49% on the worldwide level;
+ 3.78% on the regional level.

Asia is always the third area in importance in the world, - with 13.15%, behind Europe and N.America.

Japan is prominent in the area with a 19.30% (23.02% in 1993) share of the Asian market; it occupies the 12th place on the world ranking.

It is followed by Singapore 9.99%; India 5.29%; Israel 8.04%; Hong Kong 7.70%; Thailand 6.60%; China 6.18%; Korea Rep. 5.50%; Malaysia 4.65%; Philippines 3.55%. The remaining 40% are spread over the entire Asian continent.

Leading cities are in order of importance: Singapore, Hong Kong, Bangkok, Jerusalem, Tokyo, Seoul, Beijing, New Delhi, Kuala Lumpur, Kyoto, Yokohama, Manila.

AUSTRALASIA

The slight upward trend experienced in 1993 is largely continuing with the most significant worldwide increases being:
+ 0.56% on the worldwide level
+ 30.25% on the Australasian level.

Both Australia and New Zealand are progressing.

The leading cities are in order of importance: Sydney, Adelaide, Melbourne, Perth and Auckland.

EUROPE

As indicated on Table 1, in Europe the slight decrease noticed in 1993 has been stopped:
+ 0.28% on the worldwide scale;

+ 0,48% on the European level.

The trend experienced in previous years showing a reduction in the percentage of meetings taking place in Europe is confirmed: 58.95% (59.76% in 1993; 61.42% in 1992 and 62.3% in 1991.)

Of these 49.75% were organized by international associations.

France is second in the world and keeps the leading place in Europe with respectively 8.75% of the worldwide total (8.45% in 1993; 9.14% in 1992 and 9.25% in 1991) and 14.84% of the European market.

France is followed by the United Kingdom with 12.18% (10.88% in 1993); Germany 10.59%; Italy 7.27%; Netherlands 6.59%; Belgium 5.68%; Austria 5.44%; Switzerland 4.83%; Spain 4.62%.

As indicated earlier main increases took place in Austria, Czech Rep, France, Germany, Luxembourg, Norway, Portugal and United Kingdom.

The development experienced during recent years in Eastern European countries is stopped except in Czech Rep. and Slovenia where it goes up.

Countries having increased their share are indicated on Table with the sign "+".

In the overall Table, leading cities in Europe are in order of importance: Paris, London, Wien, Brussels, Genève, Amsterdam, Berlin, København, Strasbourg, Madrid, Budapest, Roma, Helsinki, Praha, Lisboa, Barcelona, Stockholm, Oslo, München, Firenze...

S.America: Buenos Aires, Sao Paulo, Santiago, San Jose, Habana, Rio de Janeiro, Caracas.

Europe: Paris, London, Wien, Brussels, Geneva, Amsterdam, Berlin, København, Strasbourg, Madrid, Budapest, Rome, Helsinki, Praha, Lisboa, Barcelona, Madrid, Stockholm, Helsinki, Lisboa, Oslo, München, Firenze.

Asia: Singapore, Hong Kong, Bangkok, Jerusalem, Tokyo, Seoul, Beijing, New Delhi, Kuala Lumpur, Kyoto, Yokohama, Manila.

Australasia: Sydney, Adelaide, Melbourne, Perth, Auckland.

Participants

The analysis of information related to the number of delegates attending these meetings confirms the existing trend, i.e. a majority of meeting with participants below 1000:

15.50% less than 100 participants (14.57%/

1993)

56.54% between 100 and 500 Part. (55.42%/

1993)

15.54% between 501 and 1000 Part. (14.47%/

1993)

9.22% between 1001 and 3000 Part. (9.72%/

1993)

3.20% over 3000 Part. (2.82%/1993)

Breakdown by cities

As indicated above, the overall classification of cities within the various continents/regions is as follows:

Africa: Cairo, Nairobi, Tunis, Abidjan, Marrakech, Harare, Capetown, Johannesburg, Dakar, Rabat.

N.America: Washington, New York, Montreal, San Francisco, Chicago, Toronto, Orlando, Mexico City, San Diego, New Orleans, Atlanta, Vancouver.

Exhibitions

The number of exhibitions organized jointly with international meetings analyzed in this survey amounts to 12.29%, and is more or less similar to 1993.

Monthly breakdown

The monthly breakdown does not many changes and is as follows:

September	(-)	13.69 %	August	(-)	7.22 %
October	(+)	12.57 %	July	(-)	7.03 %
June	(=)	11.90 %	March	(-)	6.83 %
May	(-)	11.17 %	February	(-)	4.04 %
November	(+)	9.43 %	December	(+)	3.96 %
April	(+)	8.39 %	January	(-)	3.77 %

Conclusion and future trends

As indicated at the beginning of this analysis, the number of international meetings organised worldwide shows a slight increase during the year 1994.

From an analysis of the various tables published above, it appears that the increase is more significant in the number of meetings organised/sponsored by international associations.

As far as the geographical distribution of meetings is concerned, it appears that the number of countries host of international meetings is growing from year to year.

As far as the duration of meetings is concerned, we do not have any analysis allowing us to prove firmly that the duration of

meetings has gone down; however, when applying our criteria for the selection of national meetings with international participation, we had to exclude a large proportion of these meetings due mainly to the fact that the 3 days limit fixed in our criteria, was not reached. This confirms our feeling expressed last year, that there is a certain tendency to concentrate the work into a shorter period of time.

Based on the information available today, trends for future years are good and at this stage the upward curve seems likely to go on.

June 1995.

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Thirty-eight non-governmental organizations approved for association with department of public information

The Department of Public Information (DPI) Committee on Non-Governmental Organizations met on 15 June and approved the association with the Department of 38 non-governmental organizations (NGOs) from 16 countries.

The NGOs newly associated with DPI come from the following countries: 15 from the United States; three each from Argentina and the Russian Federation; two each from Italy, Japan, Spain, and Venezuela; and one each from Australia, Cameroon, Colombia, France, Germany, Kuwait, Slovakia, Sweden, and Switzerland.

Those organizations are: the Arab Towns Organization (Kuwait); Asociación de Promoción de la Educación Popular (Venezuela); Cámara de Comercio, Industria y Producción de la República Argentina (Argentina); Child Welfare League of America, Inc (United States); Children of the Earth (United States); Comité français des organisations non gouvernementales pour la liaison et l'information des Nations Unies (France); Delta Kappa Gamma Society International (United States); Federation of American Women's Clubs Overseas (United States); Fédération des associations féminines du Cameroun (Cameroun); Foundation Ecology and Life (Slovakia); Friends of UNESCO - Basque Country

(Spain); Fundación Casa de la Cultura, el Arte y la Ciencia (Colombia); Fundación Habitat (Argentina); Global Alliance for Women's Health (United States); Globetree Foundation (Sweden); International Union of Economists (Russian Federation); International Association of Women Judges (United States); and the International Network of Engineers and Scientists for Global Responsibility (Germany).

Also, Liga de Amas de Casa, Consumidores y Usuarios de la República Argentina (Argentina); MAP International (United States); Mega Cities Project, Inc. (United States); Movimondo (Italy); NAFA: Association of International Educators (United States); National Cultures Centre (Russian Federation); National Aboriginal and Torres Strait Islander Catholic Council (Australia); NEXUS-International Broadcasting Association (Italy); No to Alcoholism and Narcotics (Russian Federation); Osaka Junior Chamber, Inc. (Japan); Rainforest Alliance (United States); Sociedad de Estudios Internacionales (Spain); Solar Cookers International (United States); Universal Great Brotherhood (Venezuela); Well-Aging Association of Japan (Japan); Wellstart International (United States); Wittenberg Center for Alternative Resources

(United States); Women's World Summit Foundation (Switzerland); Women's Action for New Directions (United States); and the World Council of Independent Christian Churches (United States).

The above organisations have effective means of information dissemination to their constituents and, as part of their association with DPI, have agreed to help build public understanding of and support for United Nations programmes and goals. Since 1968, the number of NGOs associated with DPI has increased from 204 to 1,460.

Organizations eligible for association with DPI are those which share the ideals of the United Nations Charter; operate solely on a not-for-profit basis; have a demonstrated interest in United Nations issues and proven ability to reach large or specialized audiences, such as educators, media representatives, policy makers and the business community; have the commitment and means to conduct effective information programmes about United Nations activities through publication of newsletters, bulletins, back-grounders and pamphlets, organization of conferences, seminars and round tables, and enlisting the cooperation of print and broadcast media.

Coopération entre l'Union européenne et les ONG de développement en 1994 : quelques chiffres

En 1994, la contribution communautaire aux diverses actions des ONG s'est élevée à près de 803 millions d'Ecus (MECU), répartis comme suit (en millions

d'Ecus):
174,5 pour l'aide alimentaire;
129,7 pour le cofinancement de petites actions de développement dans les PVD;

14,5 pour le cofinancement d'actions de sensibilisation de l'opinion publique européenne sur les questions de développement;
4 pour l'achat de produits alimen-

taires par les ONG:
320 pour l'aide humanitaire;
32,2 pour les réfugiés et les personnes déplacées;
3,8 pour aider les ONG intervenant au Chili en appui au processus démocratique;
5 pour la lutte contre la drogue;
66,7 pour le programme d'action en Afrique du Sud;

14,2 pour le soutien aux programmes de réhabilitation en Afrique Australe;
6 pour contribuer au processus de paix au Moyen-Orient
2 pour aider les ONG intervenant au Vietnam
1 pour aider les ONG intervenant au Cambodge.
30 pour les actions de réhabilita-

tion et reconstruction dans les PVD.

Cette contribution communautaire globale de 803 MECU en 1994 représente une augmentation par rapport à 1993 (702 MECU, soit + 14%) et à 1992 (632 MECU, soit + 27%).

(Liaison Info n°8, juin 1995)

Eurogi Directories now on-line!

Call for testing, comment and contribution.

Amersfoort-Starting in May, anybody with a connection to the Internet and an interest in Geographical Information (GI) can consult information regarding GI research and GI education in Europe on-line. It concerns the prototype of the first part of the EUROGI directories project. It is a joint effort of EUROGI, the

European Umbrella Organisation for Geographical Information, and NexpRI, The Netherlands Expertise Centre for Geographical Information Processing. The prototype contains databases of European GI research and European GI training and GI education courses. The WorldWideWeb (WWW) interface allows for both geographical

and thematic searches in the databases. The address is: <http://www.frw.ruu.nl/eurogi/eurogi.html>. Data collection is still in process and is facilitated by an on-line form, ready to complete for anybody involved in GI research or GI education from his or her own worksite.

Les religions s'engagent à former une nouvelle alliance pour la conservation

Réunis du 29 avril au 4 mai 1995, avec d'éminents dignitaires de plusieurs institutions civiles, les dirigeants religieux représentant neuf des grandes religions ont examiné la question de savoir comment les grandes religions du monde pourraient participer davantage à la protection et à la préservation de l'environnement.

Le Sommet sur les religions et la conservation de la nature était parrainé par le Fonds mondial pour la nature (WWF), la Fondation Pilkington et MOA International, fondation humanitaire japonaise. Ont été invités les hauts dignitaires de la foi bahá'íe, du bouddhisme, du christianisme, de l'hindouisme, du jainisme, du judaïsme, de l'islam, de la religion sikh et du taoïsme. Au total, les dirigeants religieux présents à ce

Sommet représentaient plus de deux milliards de fidèles - à peu près un tiers de la population de la terre.

Selon les participants, il en est résulté non seulement un engagement de chaque communauté religieuse à poursuivre leur œuvre en faveur de la conservation de la nature mais aussi à renforcer leur coopération à un autre niveau.

Cet engagement en faveur d'une coopération entre les religions a été démontré par plusieurs résultats, à savoir:

* Un plan de collaboration avec le Programme des Nations Unies pour l'environnement (PNUE) en vue de faire participer les communautés religieuses locales - organisées autour d'une mosquée, d'une église, d'un temple ou de l'assemblée spiri-

tuelle - à l'observation des changements écologiques au niveau local.

- * Une invitation adressée aux dirigeants religieux pour qu'ils rencontrent les principaux directeurs de la Banque mondiale afin de discuter comment elle peut être plus sensible aux préoccupations locales et aux valeurs spirituelles s'agissant du financement des projets de développement.
- Un accord avec la BBC (British Broadcasting Corporation) en vue d'accueillir une réunion entre les dirigeants religieux et les grands responsables de la télévision par satellite «afin d'ouvrir des couloirs de communication sur les valeurs qui sont transmises par les programmes diffusés par satellite».

Le Sommet de Windsor a été désigné comme la réunion de suivi de l'assemblée des dirigeants religieux convoquée par le WWF

en 1986 à Assise en Italie. Cette réunion, qui a débouché sur la création du Réseau sur la conservation et la religion, a été sans doute

la première grande réunion interreligieuse sur les questions d'environnement.

New... Créations... Plans... New... Créations... Plans... New...

A Trans-Atlantic Free Trade Area?

Tue U.S. secretary of state and several European politicians have suggested a North American-European free trade area. It is easy to see why.

The end of the Cold War has weakened trans-Atlantic ties; isolationism is on the rise in America; American business is looking to the booming markets of Asia.

But such a project would achieve precious little. Eight major world trade negotiations since World War II have reduced protection over most of the field in both the United States and Europe to a very low level. Islands of protection remain, in both industry (textiles and steel, for example) and agriculture, but there will be little enthusiasm so soon after the long and hard-fought Uruguay Round of trade negotiations for not just further reductions but complete abolition of protection.

Furthermore, world trade was strangled between the world wars not only by tariffs and quotas but also by endless discriminatory bilateral deals, which confused and restricted business. So the postwar trading rules were based firmly on the principle of multilateralism.

There were those in 1946 who still hankered after bilateralism. But multilateralism prevailed, and it worked. A steady reduction of trade barriers on this basis over nearly 50 years has brought the biggest increase in world trade and prosperity in history.

There were exceptions for

free trade areas and customs unions. Freeing trade completely between two or more countries was expected to result in more trade creation than trade diversion - everyone would be better off. This worked, too.

But the thinking was that free trade areas would sensibly be confined to neighboring countries, such as between Canada and the United States or between the countries of Europe.

Would it be sensible for the European Union to negotiate a free trade area with India and the United States with Brazil, with European exporters being discriminated against in the latter and Americans in the former? This would be a major retreat from the multilateralism that has been the foundation of postwar prosperity.

And what signal would an Atlantic free trade area send to the developing world? That the world's richest countries are more concerned with increasing their own prosperity by jointly discriminating against the rest than in opening their markets to the developing countries, as they have gradually done over the years?

There is a further, internal European consideration. Any Britisher pressing this idea should be wary of his flanks. For there will be voices raised in Europe, and not just in Paris, to say that the British are up to their old tricks, cozying up to the Americans and trying to drown the European Union in an Atlantic free trade area. The unpopularity of the British in Europe is such that they do not

need to increase it by trying such an approach and failing again.

The sensible course for both the European Union and the United States is to support the newly created World Trade Organization implement the results of the Uruguay Round, work to complete its unfinished business in certain areas and continue to chip away at all barriers impeding the flow of goods and services.

Strengthening the Atlantic relationship is a good idea. A free trade area is the wrong means.

Roy Denman
(*International Herald Tribune*,
21.06.1995)

The United Nations Department of Humanitarian Affairs (DHA) has provided a sample of what the international community can expect from a global system to manage information on complex emergencies and natural disasters. RELIEFNET, a network to allow real-time transfer and dissemination of information, was getting a test run of its online distributed information system via INTERNET, during a high-level two-day meeting held in June 1995 and attended by representatives of governments, international and non-governmental organisations.

RELIEFNET's primary objectives are to enhance decision-making within governmental and humanitarian agencies and to improve the effectiveness of humanitarian assistance particularly through the flow of critical

information. "RELIEFNET is conceived as a decentralized system, built precisely to take advantage of the strengths of existing systems, in full recognition of the expertise and requirements of different but equal partners", says Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator Mr. Peter Hansen. "The sharing of timely information is critical to facilitate coordinations and cooperation".

(UN Office at Geneva)

Un accord pour la création du Forum-UNESCO/Université et patrimoine, premier réseau inter-universitaire dans le domaine de la sauvegarde du patrimoine culturel, a été signé le 19 avril 1995 au siège de l'UNESCO à Paris.

Ce réseau, qui reliera 538 universités dans le monde entier, et dont le centre sera à Valence (Espagne), a pour objectif de former efficacement les spécialistes de demain en matière de patrimoine, en suscitant et en coordonnant les travaux des étudiants et professeurs de l'enseignement supérieur dans ce domaine.

L'acte de création de ce Forum a été signé par le Directeur général de l'Organisation, Federico Mayor, et par Justo Nieto-Nieto, recteur de l'Université polytechnique de Valence - qui abritera le Forum - en présence du ministre espagnol de la Culture Carmen Alborch.

L'ambition du Forum est principalement d'impliquer les jeunes dans les grands programmes et campagnes internationales de l'UNESCO pour le patrimoine, de promouvoir les rencontres entre les enseignants et les étudiants de tous les pays, et de regrouper des équipes autour de projets interdisciplinaires et concrets. Grâce à une banque de données, et par le biais d'une gestion centralisée des ressources humaines et des projets, le

Forum devra générer de l'information sur le patrimoine, recenser les thèses et les travaux effectués sur le sujet, ainsi que les équipements techniques disponibles. Le Forum, dont l'infrastructure est financée par l'Université de Valence, s'adresse à quelque 5 millions d'étudiants travaillant sur des questions liées au patrimoine.

(UNESCO PRESSE)

More than seventy officials representing Investment Promotion Agencies (IPAs) of sixty countries meeting in UNCTAD April 1995, agreed to establish a World Association of IPAs (WAIPA). This first global meeting of IPAs (25-27 April) was a joint initiative of an IPA Steering Committee comprising Canada, Ireland, Peru, Poland, the Philippines and Uganda, and UNCTAD.

Under the Chairmanship of Mr. Páid McMenamin, Managing Director of International Development Ireland, the IPAs discussed ways to improve cooperation between them on a regional and global scale and exchanged experiences in attracting inward investments.

The central achievement is the agreement to establish WAIPA, the main objectives of which are:

- a) to promote and develop understanding and cooperation amongst IPAs;
- b) to strengthen information gathering systems and information exchange amongst IPAs;
- c) to share country and regional experiences in attracting investment;
- d) to assist IPAs to gain access to technical assistance and training through referrals to relevant agencies;
- e) to facilitate access to funding and other assistance, through referrals to relevant bilateral and multilateral agencies, for

the development and implementation of investment promotion programmes.

A working group of IPAs has been established to prepare the guidelines for the functioning of WAIPA, including the formation of an Association to be created on the basis of the broad principles agreed upon. The following 15 countries were elected as members of the working group: Algérie, Australie, Bangladesh, Cameroun, Canada, India, Ireland, Jamaica, Malaisie, Pérou, Philippines, Pologne, Fédération Russe, Suisse, Suède et Ouganda. The draft guidelines, as prepared by the working group, will be submitted to the individual IPAs for approval.

For further information please contact Maurice Odle, Head, Advisory Services on Investment and Technology, Division on Transnational Corporations and Investment, UNCTAD, on telephone 41 22 907 5069, fax 41 22 907 0194.

(TAD/INF 2537)

Measures to strengthen the European NGO network for early warning and action in the area of conflict prevention were among the issues debated at the seminar "Towards a European Consortium for Conflict Prevention", organised by human rights NGOs International Alert and Norwegian Peoples' Aid from 15-16 May in Oslo.

Improved communications via new technologies, country focal points, national platforms and coalitions were among the proposals offered to achieve this aim, along with the continued sharing of lessons learned.

Principles and modes of cooperation which could lead to new codes of conduct stressing autonomy, reciprocity, complementarity transparency and accountability

were also discussed. In this context, it was recommended that links be strengthened with the European development NGO networks EUROSTEP, EURO-CIDSE and APRODEV as well as with the NGDO-EU Liaison Committee. Improved co-operation with relevant UN institutions was also recommended, as well as support for the European Union initiatives on conflict prevention.

The meeting brought together representatives of international NGOs working on development, human rights, humanitarian assistance and peace, as well as the European Parliament, the UN system and Nordic governments. Please contact: Ms Aye-Aye Win, Preventive Diplomacy Officer, International Alert, 1 Glyn Street, London. SE11 5HT. Tel: + +44 171 793 8383. Fax: + +44 171 793 7975. e-mail: intlalert@gn.apc.org
(*The Interdependent July 1995*)

After a long preparatory period, on 5 May last at Aix-la-Chapelle a Working Group for Senior Citizens was established. Representatives of the Senior Citizen Christian Democrat associations from Belgium, Germany, Finland, Luxembourg, Austria and Spain participated at this meeting.

The incentive for the foundation of this Working Group of "European Senior Citizens" came from Ms Elisabeth DISPAUX-CORNIL, President of the Association of Senior Citizens of the PSC (Belgium) and Mr Bernhard WORMS, President of the CDU Senior Citizens (Germany).

During this first meeting of the Working Group at Aix-la-Chapelle, an Executive Committee was selected. The President is Mr Knafel, OVP (Austria). The Executive Committee has the task of preparing the Consultative Congress which will take place in early

November in Madrid, of the European People's Party.
(*EPP-News n° 14, 1995*)

Now that South Africa is back in the Commonwealth, efforts are under way by a new organisation to ensure that the Commonwealth is back in South Africa.

The Commonwealth Non-Governmental Office for South Africa, or CoNGOSA, will help Commonwealth NGOs link up with new South African partners. It is a two-year operation funded by the Rhodes Trust Public Purposes Fund.

Richard Bourne, deputy director of the Commonwealth Institute from 1983-89 and first director of the Commonwealth Human Rights Initiative from 1989-92, heads the new organisation.

Mr Bourne says many Commonwealth NGOs came into existence during the period that South Africa was outside the Commonwealth. Since they vary enormously in scope and resources, some NGOs have been deliberately cautious in building links in South Africa, especially at a time of great transition. These NGOs are using the new service provided by CoNGOSA because they cannot easily afford to explore the South African scene directly.

CoNGOSA plans to find affiliate partner organisations for Commonwealth NGOs in South Africa, if they exist, or help create new Commonwealth branches if they do not. The new body will also assist in generating joint activities between NGOs, many of which are likely to involve the training of black professionals.

Nineteen NGOs support this new venture including the Association of Commonwealth Archivists and Record Managers and the Commonwealth Games

Federation. Seven of the 19 NGOs have educational purposes; two are concerned with health; two with agriculture; and two are related to economic development.

The address is 27/28 Great Russell Square, London WC1B 5DS.

(*Commonwealth Currents, March/April 1995*)

Euro-Mediterranean Agreement with Tunisia. The creation of a Euro-Mediterranean Economic Area (EMEA) came a step nearer in April 1995 when Tunisian and Commission representatives initialled an Association Agreement. It provides for a free-trade area between the European Union and Tunisia, and cooperation to help Tunisian industry to modernise and improve its competitiveness. The Commission put forward the EMEA in March as part of a Euro-Mediterranean initiative; it proposed a 5.16bn ECU budget for economic and financial cooperation.

(*The European Commission WE/15/95-20 April 95*)

Le 19 décembre 1994 a été inauguré le neuvième bureau régional de l'AUPELF-UREF à Bucarest. Le Bureau Europe centrale et orientale vient ainsi renforcer le dispositif de l'Agence francophone pour l'enseignement supérieur et la recherche dans une région du monde où le français est traditionnellement une des langues de communication. La chute des régimes communistes en Europe de l'Est a permis aux Etats de la région, et plus particulièrement à la Roumanie et à la Bulgarie, de se tourner vers la Francophonie multilatérale et d'adhérer au Sommet des chefs d'état et de Gouvernement des pays ayant le français en partage.

(*UREF Actualités, janv-févr 95*)

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47^e année

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