UNION OF INTERNATIONAL ASSOCIATIONS
(U.I.A.)

Report of a

PRELIMINARY INVESTIGATION OF THE POSSIBILITY OF USING

COMPUTER DATA PROCESSING METHODS

(prepared by A.J.N. Judge)

- APPENDIX I -

Analysis of internal and external factors which may influence the future of the organization

Summary: The UIA environment is described in very general terms to identify the relationships between the many organizations with which it is concerned. The UIA markets and competitors, and the future of small documentation centres are analysed. Policies and departments of the UIA are then evaluated in detail. Current objectives are re-examined and a new set of objectives is proposed together with various specific recommendations for the improvement of UIA operations.
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ENVIRONMENT OF THE UNION OF INTERNATIONAL ASSOCIATIONS

The problems and potential of the UIA can only be understood against the background of the environment within which it operates and with which it is actively concerned in its programs. The main feature of this environment is the organized complexity of relationships between many types of organizations. In the first section below an attempt has been made to clarify the major features of the world system in the most general manner possible. In the second section the particular group of organizations of which the UIA forms a part, is considered in greater detail. In the third section the actual role of the UIA is considered in the light of its objectives and activities to date, prior to the next part in which these activities are themselves analyzed in detail. In this way it is hoped to clarify the objectives of the UIA in terms of its environment.

In the first section the environment is considered in very general terms for the following reasons:

- the major features and the relations between them are very rarely treated together in any concise form since each is the domain of a different category of specialist. There is therefore much confusion in the terminology. This is discussed below.

- the UIA does not possess a general description of the complex factors in its environment and needs this to:
  - clearly establish the interrelationships between the areas it is studying, promoting, and documenting and to be able to visualize for itself the background against which it operates.
  - be in a position to provide a broad descriptive background to the UIA's own activities which can be used to relate the UIA to the diverse organizations with which it has to deal
  - highlight significant areas in the environment on which the UIA might wish to concentrate its efforts to further interest in its broader objectives, or accelerate processes in tune with its objectives.
  - clarify areas which might develop into markets for the UIA's publications or ideas and to act as a guide to its advertising and promotion activities.
SIGNIFICANCE OF THE 'WORLD SYSTEM' CONCEPT

Introduction
It is difficult to locate descriptions of the emerging world society. Very few disciplines consider it useful to do so. It is not useful to employ the concepts of past Utopians. It is more relevant to use such concepts as the following:

"The world society includes a bewildering variety of sub-systems increasingly locked together in conflict cooperation relationships. The world policy is characterized by polycentric conflict, intersecting coalitions, continuing outbreaks of localized violence, many possibilities of escalation, and spreading capacities for nuclear destruction. The political instrumentalities of conflict resolution and regional and world integration operate - as in nations, states and cities - in an atmosphere of pressure and power politics, behind-the-scene lobbying, rotten borough representation, moralistic double-talk, deception and self-deception. The world culture, on the one hand, tends to submerge national characteristics and values in a homogenizing flood of material goods and international styles. On the other hand, it includes vast value differences and sharp value conflicts. Like Megalopolis, the world society is a territorial entity without a government. It is an all-inclusive complex macro-system with remarkably complicated and unpredictable - although increasingly structured - mechanisms of mutual adjustment." (Gross, B., Alp. 359)

This conceptualization emphasizes the dynamic nature of the system. It does not attempt to classify the features of the system. These features include government agencies, international federations, business enterprises, local associations, etc. (see Exhibit 1). These bodies and related structures must be described in some detail before the dynamic relationships suggested by the above conceptualization can be usefully explored without giving undue importance to particular organizations. This section provides a descriptive classification of the major groups of organizations involved. In the next section, the relationship between these groups is briefly mentioned.
Confusion Created by Use of 'International'

The major difficulty in understanding the many types of structures and their interrelationships within the world system is the considerable complexity of individuals, groups and formal organizations.

In order to stress this complexity, the term 'world system' has been used. The meaning of 'system' is explained in Exhibit la. 'World' is used to avoid some of the current confusion arising from the wide use of 'international' in different contexts. 'International' is a political science concept which emphasizes the division of the world into states. Current use of 'international' tends to be associated with a number of traditional political sciences concepts and assumptions dating from the nineteenth century (for complete list, see Scott, A., A3). These include:

- an implicit stress on the importance of nationalism and inter-state official relations
- relegation of other forms of organization to a secondary status, and lack of stress on the complex forms of organization which build up from the local level. These complement and interact with the government structure, and cross the national level in a variety of ways to interact at a number of different levels above it.

The disadvantage of the emphasis on international as meaning inter-state, is that it leads people into "the elementary error of identifying the state with the whole hierarchy of social institutions" (Laski, H.J., A6, p. 29). Although unintentionally, this has swung the whole political science research emphasis onto intergovernmental organizations, whilst effectively ignoring other possible interactions between nations and their citizens (for an exception to this see Smoker, P., A7).

The traditional attitude has taken for granted that only nation-states could be significant actors upon the international scene. Nothing in the established outlook prepares its adherents for the emergence of new types of organization and none of the accepted categories or processes can adequately explain their emergence (Scott, A., A3, p. 4).
The impermeable nation-state is now penetrated by the activities of international organizations. It is frequently penetrated by the activities of other nation-states. In fact, though not in theory, a great many nation-states are now highly porous. Nations today are not sovereign, in the meaningful sense of that term, are not self-contained, and are not impermeable. This statement is true for all nations but is startlingly apparent in the case of the newer nations which need assistance almost from the moment of birth. (Scott, A. A3, p. 19).

**Horizontal and Vertical Relationships**

The points above stress some of the new meanings to be attached to international relations between nations. They can be described as horizontal relationships. The above points do not stress vertical relationships which also exist. "An international system...is defined to include a variety of actors, from individuals to nations to international organizations of both the governmental and non-governmental kinds". (Smoker, P., A7, p. 61) Here an individual is considered only in terms of his role at the international level. His role, and that of organizations at the local or national, regional level, is not explicitly considered to have repercussions within the 'international' system.

Each type of organization exists and interacts at the international level, but each of these types has to have supporting members at the national level. Support at the national level requires support at the local level and finally support by the individual as the basic unit of human organization.

The 'world system' therefore includes both the international system and the complex grouping of organizations which exist within and make up each national system. The national-system, can also be viewed at different levels - regional, state, county and local sub-systems. This complexity is important to correct understanding. It is almost completely obscured by a sweeping focus on the 'international' system.
The term 'system' is used, rather than organization or society, to stress that information on all aspects of an organization and its associated features is coordinated. A general systems model attempts to integrate concepts from all disciplines relevant to an understanding of a complex social system. (see Exhibit 1a)

Characteristics of Organizations
The organizations forming part of the world system can be grouped by combinations of various characteristics. These include: purpose, legal status (governmental or non-governmental; corporate or non-corporate), membership (who and on what basis), methods of operation (manual; academic; computerized; etc.), size, continuity of activity (irregular meetings; round the clock operations). The first three are usually found in the formal charter of the organization (Gross, B. A5, p. 198).

Informal organizations, treaties and information systems are other important features of the world system. They are complementary to the above organizations. They are described in detail below.

Lack of Coordination in Studies of Aspects of the World System
Confronted with the maze of formal organizations, each discipline has been forced to define and concentrate on particular groups or forms of interaction. There have been very few attempts at relating research on the organizations so defined across discipline boundaries (Scott, A., A3, p. 8).

In some cases tradition is against any form of overview. Treaties, for example, are the essential precondition for the existence of many intergovernmental organizations. From the orthodox legal point of view, however, tradition is against a world-view of treaties. Treaties as a class carry no meaning or message so that the totality of all the world's treaties is a meaningless concept in international law (Rohn, P., A8).

In the case of international organizations in general, one author makes the comment that "The growth and development of organizational theory and its concomitant research growth have not been paralleled by a similar
growth in either research or understanding of the total spectrum of international organizations. This has been in part due to the basic assumptions and orientations of the scholars working in this field. The result has been a disparate set of developments with little attempt at an overview of the totality of international interaction taking place today, and with only preliminary attempt to link this with general organizational theory. It seems evident therefore, that there is a great need for systematizing, classifying, and empirical testing of propositions related to the total field of international interaction." (Rosenberg, A., A9,p. 721-3; for related complaints, see Smoker, P., A10,p. 638; Miles, E., A11; Coddington, Jr., G.A., A12).

Unfortunately, this writer then goes on to produce an extremely interesting preliminary taxonomy of international organizations without attempting to blend this into a classification of organizations at other geographical levels.

The situation is made clear in Exhibit 1b, which indicates that different disciplines have dealt mainly with particular features of organizations, or with particular types of organizations, or with organizations at different geographical levels. Exhibit 1c shows, as a specific example, the results of a detailed survey in the field of organization administration. Note that the Exhibit does not indicate whether the organizations are international, national or local. It is probably correct to assume that it mainly refers to U.S. national and local organizations. The Exhibit shows how little comparative work has been done as a basis for relating different types of organization.

**Attempts at a Coordinated Approach**

The first step in obtaining a clear picture of this complexity must be a descriptive one which attempts to reconcile definitions used by different disciplines. One attempt at this has been made using systems analysis by A.M. Scott (A3). This concentrates on developing methods of relating observations on nationalism, loyalty, ideology, capabilities, statecraft, collaboration, conflict, escalation, deterrence, negotiation, decision-making, communication, community, formation, etc. It is primarily concerned with all influences on the international system although it mentions
the advantage of the method in overcoming the separation between domestic affairs and international politics. The author's examples do not distinguish clearly between all the many types of organization.

A more general attempt is being made by B.M. Gross, a political scientist and an expert in organization administration theory. He has developed an introductory view of the variety of social systems which can be displayed as a table relating individuals, groups, formal organizations (associations, enterprises, government agencies) and territorial extities (governments, areas) at the local, regional, national and international level (see Exhibit 1d). Some features of this table have been used in a descriptive classification below.

This author has however concentrated his efforts on systems models at the national level. Much of this work is applicable to the world system, as many of his comments indicate (Gross, B.M., A4).

Unfortunately, the work of Scott and Gross has not yet been developed into a descriptive classification of the component structures of the world system as a whole with an equal emphasis on the horizontal features and vertical features. Horizontally, this should include the major types of organization (government, business, other). Vertically, this should include the different geographical levels (international, national, regional, local). These categories have been selected because they are most commonly used in practical decision-making. The theoretical organization model categories are not used for this purpose.

Need for Balanced Emphasis

The reasons for which it is important to stress the need for a balanced emphasis on all types of organizations at all levels within the world system are the following:

- for those bodies working on the problem of facilitating the integration process at the international level, a comprehensive context is needed for discussion of the many types of members of international organizations. This is necessary for any adequate treatment of problems of membership support which may be arising at a variety of sub-national levels.
for those bodies which are attempting to promote an understanding by national organizations and their members of the nature of the world system, a comprehensive context is needed to show the latter the function they perform within the system. At present communi-
cation between sub-national and national organizations, and between national organizations and international organizations, particularly governmental and non-governmental non-profit organizations, is a
main source of weakness. One report states that: "Communication is
generally sporadic and uncertain between the international NGO and
its national affiliates and individual members...Individual American
members, for example, appear to know very little about what their
international secretary of the American affiliate. Much the same
situation is believed to apply in other countries." (U.S. National
Commission for Unesco,Al3)

Discussion of the international system as though it were identical with
the world system means that problems arising in sub-systems of the world
system can only be studied indirectly in terms of their effects on the
international system, not at their point of origin, as brought out by a
comprehensive classification system.

Classification System
A classification system is required with the following properties:

- that it should link all forms of organization, whether governmental
  business or other but not mask the many intermediate forms by rigid
categorization.

- that it should show the nature of these different organizations
  at the commonly selected cut-off points used in discussion of the
  world system, namely international, national, local as well as
  others which are important to an understanding of the complexity
  of the system.

- that it should attempt to distinguish between conflicting uses
  of a term that are currently employed.

A preliminary descriptive attempt at producing such a system has been
made in Exhibits 2 and 2a. Notes explaining each category are provided
in Exhibit 3. Exhibit 2 attempts to relate the principal behavioural science breakdown (formal, informal; voluntary, ascription) to the working definition breakdown (governmental, non-governmental), the national tax legislation breakdown (profit, non-profit). These categories are then matched against organizations in evidence at various cut-off points, chosen on the basis of current usage (international organization of international organizations, international organization, international regional organization, bilateral international organization, national organization with international activities, national organization of national organizations, national organization, national regional organization, local organization).

Where possible, numbers on estimates of numbers of each type of organization have been supplied within the Notes in Exhibit 3. Exhibit 3 also contains comments on the overlap between terms in current use together with detailed definitions where these are available.

Exhibit 2a is a more detailed development of part of Exhibit 2. It attempts to relate the terms used to describe specific groups of organizations within a nation in terms of the breakdown in Exhibit 2. Given more space, Exhibit 2a could have been combined with Exhibit 2.

Comment on the Classification System

1. Importance of Blurring Between Categories

The Notes in Exhibit 3 bring out the confusion of definitions which has developed with regard to use of such terms as international, regional, governmental and profit even within the American literature from which most of the references were taken. Aside from this confusion, however, the Notes do tend to show that even when these terms are used more precisely, there is a graduation in the organizations within a given category from one extreme to another. This is a point which is very rarely stressed. This comes out particularly clearly in the question of governmental control of organizations. This could be interpreted as starting with the cases where an organization is merely 'registered' in some way with a government agency through to cases where the organization is completely integrated into the government apparatus. There is also a graduation in the geographical levels
which the organization represents. Neighbourhood and community organizations (i.e. 'local') blend gradually into two-county and larger groupings (e.g. 'Northern', 'Eastern' multi-state organizations in the U.S.A., i.e. 'regional'). Interacting organizations are not all represented at all levels, nor is interaction necessarily ruled by some geographical criterion. Interaction between organizations in the international system and organizations within the national system may be via a wide variety of bodies which exist within the national system.

2. **Mixed Organizations**

Another important feature is the many different types of 'mixed' organizations which group representatives of private and governmental organizations. These are in the middle of the continuum running from government organizations at one extreme to private organizations at the other. They include non-governmental organizations with official governmental delegates as members, business and non-governmental consultative organizations and business-governmental consultative organizations. These organizations are normally ignored in classification schemes.

3. **Different Meanings of 'Local Organization in Different Societies**

There is an important graduation from developing to industrialized countries in the types of organization which are employed. In a highly industrialized Western country, local associations and local governmental bodies may have written rules of procedure. In a developing country, the organizations which perform the equivalent functions may be far looser in construction blending into informal organizations. In agricultural or pastoral societies the basic family unit is the 'extended family'. In the most primitive societies, the family may be the only significant organization, with large groups composed of clusters of extended families. With the growth of social development, other organizations come into being (governments, armies, churches, trading groups). But families remain the dominant control units in such organizations for a considerable time. (Gross, B.M., A4, p. 54-5)
This point is important for bodies concerned with the formation of national organizations from local organizations, and their collaboration with other national organizations.

4. Multi-Level Membership
A feature of the world system not brought out clearly by the classification system is the question of multi-level membership. This is illustrated by Exhibit 7. An organization at any given geographical level may group organizations which are themselves members of other organizations. A particular national organization may therefore be a member of a number of other national or international organizations (ascending vertical relationship), interact with other national organizations of comparable geographical representation (horizontal relationship), and have members from different geographical levels which are themselves members of other national or international organizations (descending vertical relationship). As Exhibit 7 shows, this complexity may exist at any geographical level. (For a taxonomy of international organizations which incorporates multi-level membership and divides organizations according to their field of interest, see Rosenberg, A., A9).

5. Informal Organizations, Meetings, Agreements, Information Systems
The classification system was made as broad as possible in order to incorporate other significant features of the world system, namely meetings and agreements, which have both been previously suggested as significant in this context. Informal organizations were included since they complement formal organizations in organization theory. Information systems were included to cover aspects of interaction between parts of the world system which are not supervised directly by any given organization. All these features are intimately related to the formal organizations on which attention is normally centered.

6. Relationship between Formal and Informal Organizations
The inclusion of these other structures brings out, as is shown in the Notes a dynamic relationship between the various forms of orga-
nization. This is illustrated in Exhibit 6. Informal organizations result in the assembly of information which can be used as the basis for a meeting or a project leading to the creation of a formal organization or agreement. This can operate in the reverse direction. Formal organizations or agreements can instigate meetings leading to information affecting informal organizations.

In the world system as in any organization, it is insufficient to consider only the formal relations between members. Many informal contacts may modify formal relations. The formal structure can even be considered as being the 'part of the iceberg that appears above water'. The formal lines of authority can never carry the entire burden of serving as channels of internal communication. They are therefore supplemented by an intricate network of informal communication channels (Gross, B., A5, p. 239–240). Formal organizations and agreements may exist but if the informal structures are in opposition to them, their operations will be less successful. For this reason, it is very important to consider the formal and informal features together.

The world system may therefore be considered as composed of formal interacting organizations interpenetrated and linked by agreements, informal organizations and information systems. The latter are either generated by the formal organizations or may give rise to them (King, C.W., B20).

Before a movement can crystallize into a formal organization, it generally gives rise to such formal entities as articles clarifying the issue, books, seminars, symposia and other meetings at various geographical levels, resulting finally in a meeting at which a resolution is carried leading to the creation of a formal organization (or an agreement). This is not so clearly the case with business organizations since these tend to develop outwards from a given geographical base, absorbing or coming to agreement or merger with competitors in other areas or countries, as more fertile markets are detected.
Points Arising from the Classification.

1. Importance of Sub-National Links

An important point is that stimulation of international integration by facilitating the formation of transnational formal links concentrates on only one part of the whole process. It is generally acknowledged, but usually in a different context, that effective international contacts must be based upon an effective supporting structure within the national system. From the discussion it is apparent that facilitation of any of the processes leading to the formation of organizations at any level effectively contribute toward international integration. It may in fact be the process of forming links within some subnational or informal system that is the critical factor in a given country or subject area. In which case, to concentrate attention on the formation of a transnational formal link, would not be the most effective method of tackling the problem of facilitating international integration. This then leads to international programs in which national and subnational data is considered irrelevant. The whole process of progressive integration within the world system must be born in mind before selecting the critical links which need to be facilitated within a given field or geographical area, and the methods to be used.

2. International Not Necessarily Best

Another important point is the relationship between different forms of organization. A regular national meeting with international participation may eventually lead to the formation of an international organization and efforts could perhaps be made to encourage this process. But within the world system as a whole, a national meeting of this kind may be sufficient for the present. In other words, encouraging the formation of an international organization in this case may represent a waste of effort since it might not lead to greater effective integration at that particular time. The national meeting is internationally significant here, without fulfilling certain rigid criteria of internationality. For the same reasons, an existing national or international organization may actually obstruct the formation of valuable transnational or subnational links.
Organizations attempting to facilitate progressive integration within the world system need to develop the techniques and criteria to determine the points where the resources to encourage this process can best be applied under different conditions. Rigid criteria mask many of the important elements of the process.

3. **One Type of Organization Not Necessarily Best**

Finally, it is not the type of organization (government, enterprises, associations) which is critical to the effective performance of a given function or the maintenance of a particular link within the world system. Rigid criteria which prevent consideration of the part played by certain classes of organization do not lead to a clear understanding of the overall process or the best means of facilitating the integrative process.

**Features not Considered**

The classification scheme discussed only deals with the major structures within the world system. It does not touch upon the control of different systems and subsystems. The distribution of power and the control of the different parts of the world system has been emphasized in political science, where much stress is placed on the role of supranational organizations. The scheme does not touch upon the performance or effectiveness of the different subsystems. (For a recent review of progress towards the analysis of national and general social systems and their performance, see Gross, B.M., Al) Finally, the scheme does not touch upon the degree of specialization of knowledge required within particular organizations in the performance of their functions (e.g. an international scientific organization may not represent the most integrated use of the discipline with which it is concerned). A completely different classification scheme could be produced to relate organizations using the same discipline and reflecting the division of disciplines into specialities and sub-specialities (for a recent review of progress towards the coordination and direction of activity in one discipline, see Dedijer, S., Al).
Conclusion on Classification Scheme
The many gray areas shown up by this classification scheme indicate that far more consideration should be given to the world system as a dynamic system, rather than an agglomeration of organizations and their activities. Individual organizations crystallize out of a network of purely informal relationships wherever sufficient consensus develops as a result of meetings or other contacts. The organizations need to be considered as nodes of interaction within the world system. Overemphasis on the existing definitions tends to freeze the system in the terms of particular specialized categories, masking many important interrelationships. Many organizations and activities are ignored because they are exceptions or borderline cases in terms of particular categories.

Relationships Between Different Types of Organizations
In order to further clarify the relationships between organizations falling into different categories of the classification scheme, it is useful to show what function each of them performs within the world system.

'Function' is a term which can be used in a number of different ways. It would be possible to select out those functions which particular groups of organizations perform for the participating organizations and individuals. However, in order to show the relationship between different parts of the system, those functions which particular groups of organizations, as subsystems, perform for other parts of the system must be highlighted.

This is clearly a very complex matter, so that to make the point clear, some simplification of the categories used in Exhibits 2 and 3 is necessary. It will be assumed that the world system is made up of government, business, other organizations, and informal organizations. Their functions will be described at the international, national and local level.

Each group of functions is performed by different types of organizations within the world system. Functions equivalent to these are integrated together within the basic unit of human organization, namely the individual. An approximate subdivision of an individual's functions is therefore included for comparison.
1. Importance of the Individual
The importance of the individual, even to those concerned with international organizations, is illustrated by the following quote. "For the general public, the world of community organization is a newspaper phenomenon - that is, something about which the newspaper generally prints articles but which has relatively little connection with their everyday life. The typical respondent was more concerned with the community problems amenable to political treatment than with those amenable to treatment through the voluntary organizations". (Rossi, P.H., A15,p. 71).

This shows that it is necessary for international organizations to concern themselves with individual participation in local organizations, otherwise the links between the respective national organizations will be of little significance. The quote deals with the individual and voluntary associations. The relationship of the individual to government and business organizations also need attention. This is illustrated by the current world-wide student debate (and its side effects). The debate is mainly concerned with the problems of the participation of the individual in society and his resentment of impersonal organizations.

2. Organization Functions
Completing such a study in detail would require an extensive investigation. All that has been provided here is a tentative indication of some of the characteristic functions of each type of organization. The functional breakdown is given in Exhibit 8. Many of the items included in the Exhibit were selected from the books listed in the bibliography (A and B).

In Exhibit 8, the functions each type of organization performs for the system of which it is a part are shown. It is also possible, to make the situation clearer, to show the functions each type of organization performs for the other types. Exhibit 9 illustrates the different sets of functions that have to be dealt with for each organization. These functions, or the relevance of each organization for the other, are listed in Exhibit 10.
These descriptive breakdowns pick out those functions which are directly relevant to achieving and maintaining the effective integrated functioning of any local system, a national system, the international system, or the world system as a whole. The functions discussed are limited to those performed by particular subsystems for the stability of the system as a whole (Exhibit 8) and those performed by other subsystems for one particular subsystem (Exhibit 9). No attempt has been made to discuss the functions performed for the member as a result of membership of organizations forming part of a particular subsystem.

3. Comment on the Relationship between Functions
The significance of these breakdowns is that the functions listed are very seldom juxtaposed to bring out their complementarity. This is very important because there is a long history of hostility between organizations concerned with different sets of functions, e.g. between government and business in the U.S.A. (Gross, A., Al6p. 34). Some non-profit organizations resent the competitive profit motive of business enterprises (Hilkert, R.N., Al7p. 154). Many governmental officials consider NGO representatives as nuisance.

It is only by recognition of the role that each fulfils that any stability can be given to relationships between different groups within the world system. The business community in the United States has been the first group to acknowledge the general importance of the other groups. For example: "Increasingly, executives of large corporations are coming to see that, if they are to keep their own company's sales and profits growing, and to operate in a healthy political and social environment, it is essential to work for the stability and development of the system as a whole" (Gross, A., Al6p. 39).

Once the hostility between the main types of organizations is reduced, an increasing interchange of ideas and techniques is possible. For example, the current debate on United States government agencies efficiency is being stimulated by the business community. The programs to improve government methods have benefited considerably from the sophisticated management techniques developed by business.
A corresponding flow of ideas into the government sphere has not taken place in many other countries. Nor have the management techniques been adapted to international non-governmental, non-profit organization, for example. This is a consequence of considering different types of organizations under supposedly unrelated categories. The manner in which these tend to be used, makes it difficult to suggest that the world system as a whole could be profitably considered as a management problem. This approach is to some extent adopted in studies initiated by the United States military Establishment (see Kahn, H., 1969). An August 1968 Unesco Conference also considered this point of view.
INTERNATIONAL NON-GOVERNMENTAL, NON-PROFIT ORGANIZATIONS (NGO's)

In the last section descriptions were given of the major types of organizations in the world system and their relationship to one another. In this section, more details are given on one particular type of organization, namely the international, non-governmental, non-profit organizations (NGO's).

Description

International non-governmental organizations existed much before the creation of the first intergovernmental organization in 1815. The creation of the first international NGO is generally assumed to be in 1693. Until the creation of the United Nations in 1948, these organizations were not officially recognized in any way and were generally referred to as private international associations.

The United Nations Charter included a clause which provided for official 'consultative' relations between certain NGOs and the United Nations. This clause lead to the first legal definition of these organizations. They were defined as:

"Any international organization which is not established by inter-governmental agreement shall be considered as a non-governmental organization for the purpose of these arrangements". (UN Ecosoc Resolution 288 (X), 27 February 1950).

This definition has just been revised for the first time and now reads:

"...(as above)..., including organizations which accept members designated by governmental authorities, provided that such membership does not interfere with the free expression of use of the organization." (UN Ecosoc Resolution 1296 (XLIV), 25 June 1968).

International non-governmental organizations are normally called by their initials 'NGO' in United Nations circles. Various authors have suggested other names because of the confusion arising from the negative title. The title does not indicate precisely what is governmental or what is international (Stosic, B.D., Col, p. 12-14). No other title has come to be generally accepted although a variety of terms are in use, as was shown in
Exhibit 2. In the United States the term transnational non-governmental organization is increasingly used.

NGOs can be divided into two main groups depending on whether their objectives are profit oriented or not. It is sometimes assumed that NGO means non-profit as well as non-governmental, but in fact the United Nations definition does not make a distinction between profit and non-profit. Only non-profit NGOs will be considered here.

**Definition**

The group of NGOs which will be defined here is that which is included in the Yearbook of International Organizations (Union of International Associations).

These are defined as:

- **international in membership composition.** Members must be of different nationalities and not predominantly of one nationality. (This excludes national organizations with an international activity.)

- **international in representation and voting rights of governing body delegates** (This excludes international organizations controlled by one nationality.)

- **open to similar groups or individuals in other countries** (This excludes foundations and other closed organizations.)

- **international in aims** (This excludes international organizations which are specifically interested in one country.)

- **non-profit in aims** (This excludes international commercial firms, corporations and investment houses, cartels, shipping conferences.)

- **with a constitution which ensures continuity** (This excludes ad hoc committees, organizing committees of regular meetings.)

- **autonomous** (This excludes international subsidiary committees of other organizations.)
non-instructional (This excludes international organizations, institutes and similar bodies principally concerned with educational courses and training.)

- non-religious (This excludes religious orders and religions, but not normally constituted organizations with religious aims and activities.)

The key word that has to be defined is 'international'. The United Nations in defining its arrangements for consultation with NGOs, states merely that they should be of "recognized international standing". In the Yearbook, this is taken to be a minimum of three nationalities represented. There is in fact a bilateral use of the adjective, applying to a body with members in only two countries. There is no reason for insisting that there should be more than three countries represented. The essential point is that all members from the participating countries should have equitable voting rights.

Numbers and Development
The progressive increase in the number of NGOs, as defined above, is shown in Exhibit 12. This also shows a breakdown of the organizations by field of interest. An estimate is given of the possible increase in numbers in the foreseeable future in Exhibit 13.

Classification
No generally accepted classification of NGOs has yet been made. Many suggestions have been put forward (for a selection of references, see bibliography).

NGOs have been grouped on the basis of membership. Members can be:
- individuals only
- collective bodies (committees, associations, etc.) only
- mixed individual and collective

NGOs have been grouped on the basis of their working methods: ideological, scientific, general improvement of conditions (social, economic, technical), administration, professional interest, or understanding between peoples.
Classifications have been based on the purpose of NGOs. One suggestion is: ideological, protection of interests, or promotion of scientific technical or professional cooperation.

The terms used in the titles of NGOs are not in any way standardized and have little meaning for comparative purposes. They include alliance, bureau, board, centre, committee, commission, confederation, conference, congress, council, federation, institute, league, movement, organization, society, and union.

The major efforts presently being made that are relevant to the classification of NGOs are the studies on local and national organizations in the United States. One recent study developed an empirical classification of organizations on the basis of 99 characteristics grouped into classes (including organizational goals, degree of formalization of authority structures, horizontal and vertical complexity, etc.). (Haas, Eugene et al. C2). The techniques used have not yet been applied to international NGOs.

**Proposed Classification Scheme**

The current confusion of definitions and the variety of classification schemes in existence have lead to NGOs being badly defined as a class of organizations. Very few of the classification schemes have been used on the existing organizations, so that knowledge of the similarities and differences between groups of NGOs has not increased. The danger of this is that any organizations dealing with NGOs are forced to make assumptions which are not based on an extensive analysis of the many types of NGOs. In order to illustrate this point, a detailed classification scheme is set out in Exhibit 14. This is made up of six main characteristics. These are the objects (of the organizations, of its members, and possibly of their members), the structure of the organization in terms of its secretariat, the representativeness of the organization in terms of number of member nationalities, the other directedness in terms of its interest in other international organizations, the activities in terms of increasing independence of individual members, the sense of identity as an independent organization.

The classification scheme could be used to split the mass of 2,500 NGOs into groups with fairly predictable interests and attitudes. As an
example, it would not be worth attempting to sell an expensive reference work on international organizations in general to an NGO whose objectives are protectionist, whose members objectives were increase in their own profits, whose secretariat was in the office of one national member, whose members were in three countries only, which indicated no interest in other international organizations in its printed literature, which was only responsible for organizing an annual conference, and which only had part-time staff.

By isolating different groups of organizations it would be possible to determine which ones were likely to react to general programs under different conditions. This could considerably increase the effectiveness of attempts to get NGOs to collaborate on particular programs. Time and funds would not be wasted on making contacts which could not be developed.

Meaning of 'NGO' to NGOs

If such a classification scheme was used to group NGOs, a clearer idea of the range of bodies which are called NGOs would be obtained. The scheme would also bring out which organizations are unlikely to have any great sense of identity as an organization. In such cases, for example, members might be so infrequently in contact and have so few resources, that the organization borders on the status of a 'letter-head' organization.

Even for these organizations which have a regular program of activities, many of them may prove to be too involved in their own domain to be able to register any interest in other organizations. This is important because the term NGO will then have little meaning for them. It will be a term that other organizations use when dealing with them but they will not necessarily consider themselves to be part of a group of NGOs.

Alternatively, these organizations may be able to collaborate with other organizations but may not think of these other organizations as NGOs. For example, a group of organizations concerned loosely with the field of welfare may work together on certain programs. They may then consider that they are collaborating as welfare organizations but not necessarily as NGOs.
Finally, organizations may simply disagree on the definition of an NGO. The Union of International Associations conducted a survey of NGOs in 1958 on their criteria for 'international'. Of the 17 replies on this point, 2 required 20 countries, 7 required 10, 1 required 7-10, 1 required 7 and 1 required 5, 2 required a distinction between regional and world organizations for which they proposed respectively 5 and 10, and 3 and 8.

No systematic survey has been conducted on NGOs to determine the meaning of the term for each of them individually. It is therefore difficult to know how many organizations consider themselves to be NGOs and to have problems in common with other NGOs rather than with organizations interested in a particular subject. The only definite information on the number of such organizations which have some form of NGO consultative status with the United Nations or its Specialized Agencies. Even in this case it is not certain how many of these organizations accept consultative status for internal prestige reasons (i.e. as recognition by the United Nations), rather than as a member of a class of organizations supporting or collaborating with the United Nations.

The Yearbook of International Organizations (1966-67) listed 425 international NGOs with some form of direct consultative status with intergovernmental organizations. Some of the intergovernmental organizations have different categories of consultative status. For example, Unesco has category A (consultation and association), B (information and consultation), and C (exchange of information). In July 1968, there were 26 A, 142 B and 105 C. The term NGO may have decreasing meaning for each organization from the A category through to the C category. Alternatively, the meaning of the term NGO may only be relevant to certain individuals within the organization, so that some C category organizations may have a greater understanding of the significance of the term than some A category organizations.

The previous section brought out the importance of informal organization and its intimate connection with formal organizations like NGOs. Some NGOs may in fact consider themselves to be more involved with the informal social movements which they stimulate or as a result of which they were
created, than with other organizations 'servicing' other informal movements. Such NGOs can only be understood in terms of the social movements with which they are connected. The term NGO will then have little meaning unless the link with the other organizations of the class can be established in terms of their respective informal movements. The informal movements of opinion may be considered of much greater importance than the organizations. In which case any attempt at promoting the category NGO may appear completely artificial and valueless to such organizations.

The problem of the classification of NGOs is very important for any body which contacts these organizations as NGOs. If these organizations consider that the classification is imposed on them and does not relate to their own classification of themselves and of the organizations with which they have to deal, they will tend to reject the status of NGO. This would make contact with them difficult. It would be an advantage to know at what stage an NGO starts to become interested in other organizations in its field, other NGOs in general, consultative status, problems in common with other organizations with different objectives, etc.

**Evaluation of NGOs.**

Many NGOs are concerned with welfare, education or the pursuit of some idealistic objective. Much of their work is done on a voluntary basis. It is, therefore, difficult to suggest that their programs or the NGOs themselves should be evaluated. Many of these organizations consider that they are doing their utmost with limited financial resources. The introduction of management techniques which are used in prosperous business organizations is therefore resented.

There is another possible reason for opposition to evaluation. Many NGOs members and executives may be connected with their organizations because they wish to be highly involved personally in an activity which supplies some form of personal satisfaction or fulfillment. This sort of satisfaction may be difficult for them to obtain in highly structured administrations, as in corporations. An evaluation therefore constitutes both an attempt to examine them personally and an attempt to change their organization to one in which personal participation is treated more objectively.
The need for evaluation, a qualitative and a quantitative evaluation of NGOs, together with the problems encountered in evaluating NGOs, are discussed in Exhibit 15.
SUMMARY DESCRIPTION OF THE UNION OF INTERNATIONAL ASSOCIATIONS (UIA)

The UIA is an organization whose original foundation in 1910 was very closely related to the birth of 20th century internationalism. The organizations was founded in order to study the organizations and the mechanism surrounding the organizations listed in the previous section. The current Constitution is given as Exhibit 16.

History
A brief history is given as a note in Exhibit 17. More recent details are discussed in the next section.

Aims
The aims of the organization, as laid down in the Constitution, are as follows. "The UIA is an international non-governmental organizations for documentation, research and service. It is non-profit making. Its objectives shall be:

- to promote the development of international cooperation with special emphasis on international relations of a non-governmental character.
- to assemble information on non-governmental and governmental international organizations, their meetings, their publications and their other activities.
- to make such information available to all interested persons and ensure its distribution.
- to effect research and issue publications on the common problems of international organizations.
- to facilitate mutual relations between the latter.
- to promote study and better understanding of international organizations in schools and universities and by the general public.

In fulfilling its objects the UIA purposes to contribute to the development of international life and to efforts being made for peace."

The UIA is the only organization in the world to specialize in this field, although many other organizations touch upon particular aspects of it.
Membership
The UIA is composed of:

- Active members. Individuals whose total number may not exceed 250, elected by UIA's General Assembly and constituting the same. Only these members take part in the direction and management of the organization. They are co-opted either at Assembly sessions or by postal vote, on proposal by the Executive Council. The Constitution provides that they should pay an annual subscription.

- Supporting or Corporate Members. Organizations, foundations, commercial or industrial enterprises interested in the aims of the UIA and wishing to support its work by paying a minimum of $ 100.-- per annum. They receive periodical publications and are entitled to make use of its services and facilities and to send an observer to its assemblies.

- Associate Members. Individuals who wish to be kept informed of the work of the UIA and to support it. The only financial obligation is the annual purchase of a subscription to the UIA magazine.

- Corresponding Organizations. International organizations wishing to give moral support to the UIA and use its services may become corresponding organizations provided they undertake to supply general information on their activities and purchase an annual subscription to the UIA magazine.

The development in membership is indicated in Exhibit 18 for each of these categories. Membership is discussed in detail in a later section.

Headquarters
The UIA has its registered office in the Brussels area in a leased building comprising 7 offices and 9 storage areas. The organization currently has 10 full-time and 3 part-time staff. Three of the full-time staff are anglophones, the others are Belgian.

The UIA has operating national secretariats in several countries. This question is considered in a later section.
Activities: Documentation

Information is collected on all international governmental and non-governmental organizations. This includes details on their activities (meetings, reports, membership, etc.). This information appears in a series of regular and irregular publications. The main publication is the Yearbook of International Organizations which is published every two years. A monthly magazine is produced which includes supplements on future international meetings, the reports of these meetings, changes and additions to information on international organizations. The magazine also includes items of general interest to NGOs. A series of publications on the techniques of organizing an international congress now includes 7 monographs. A series of documents designed as an aid to the study of international relations now includes 16 monographs. A new series of publications to cumulate all bibliographical material arising from the reports of international meetings is being published as a companion volume to the above Yearbook, under the title Yearbook of International Congress Proceedings. Other publications include directories of periodicals, special bibliographies, etc. The relationship between the publications is indicated in Exhibit 19.

Activities: Research

The UIA conducts surveys by questionnaire. Topics of interest to NGOs, that have been treated in this way, include: legal status, pensions funds, organization of meetings, international conventions, etc. Some of these are done with grant aid, others are under contract, others are done without outside support.

Statistical surveys of general characteristics of international meetings and organizations are also prepared and published on an irregular basis.

Activities: Service Centre

The organization answers many individual inquiries concerning international organizations and their activities and problems. These inquiries may come from the organizations themselves, from people studying the organizations, or from people wishing to benefit from their activities.
Activities: Promotion
The UIA attempts through its publications and contacts to promote the concept of NGOs and the important function they fulfil.

Method of Operation
The General Assembly elects an Executive Committee which approves the program submitted by the Secretariat. The Secretariat is controlled by the Secretary-General and his Assistant.

Publications are prepared and published by the Secretariat which has a Sales and Distribution Department. Sales are mainly to the following groups: universities, travel agents, governments, NGOs, embassies, airlines, and libraries of various types, as well as IGOs.

Finance
The organization is 90% self-financing. Income is derived from the sale of publications. The remaining 10% of the income is in the form of government subsidies. The 1967 budget was BfRs 5,600,000.

Relations with Intergovernmental Organizations (IGOs)
The UIA has 'consultative status' with the United Nations as a result of being placed on the Roster of the Economic and Social Council. All such organizations are automatically approved for consultative status 'C' with Unesco. The UIA is in regular contact with most IGOs.

Relations with International Non-Governmental Organizations (NGOs)
The UIA has been a member of the International Libraries Association since 1967. It has been closely associated with the creation of the Federation of International Associations established in Belgian (FAIB), the International Association of Congress Centres (with whom it organizes a series of congresses), the International Association of Professional Congress Organizers and the International Association of Manufacturers of Congress Equipment.

No other form of membership has been sought but the organization is in regular contact with most NGOs.
Evaluation of the UIA

The UIA is an organic organization. This means that it is not rigidly organized into hierarchies with a multitude of water-tight compartments. Many decisions must be taken on an intuitive basis in order to adapt to changing conditions and possibilities within and outside the organization. It is a small organization which has been built up to promote certain points of view, ideas and beliefs which are strongly held by the executive members of the organization. Similar beliefs are also held by various groups of people active in other national and international bodies. It is a measure of the success of the UIA that it has been able to reach the stage where 90% of its programs are self-financing.

An analysis can distinguish problems which might be critical in a highly structured organization. In a small organic organization the same problems may not be critical since the UIA can quickly deploy its internal resources to meet any difficulties. This does not mean that an analysis is valueless but merely that the points raised should be seen as indications of possible critical problems which may warrant direct attention despite the internal resources.

This section has given an overall view of the UIA. In the following sections, particular aspects of the organizations will be considered in more detail to give a clearer picture of its objectives, potential, problems and strengths, and the market to which it has to sell its publications.
A ANALYSIS OF UNION OF INTERNATIONAL ASSOCIATIONS, EXTERNAL FACTORS

In this part the overall objective of the UIA is redefined to make it a more useful aid for market analysis. The redefined objective is used to distinguish various groups to which the UIA sells its publications and services. In the last section of this part, an outline of the future trends in the UIA field of activity is given.

 Provisional Definition of UIA Objective

The UIA pursues its stated objectives by collecting, studying and publishing data on international organizations. Where possible these publications are sold at a profit. If a particular publication is judged to be of value to the series and to contribute to international cooperation in general, it will be published at a loss if the funds are available.

There is therefore a basic split between activities which contribute to objectives and make a profit, and activities which contribute to objectives and do not make a profit. When the organization is short of funds, it is also necessary to consider activities which do not contribute directly to objectives and yet may also make a profit.

The overall objective is stated to be "to contribute to the development of international life and to efforts being made for peace". This is very broad. If it is considered to be equivalent to contributing towards international cooperation and integration, the objective can be made more precise. International integration has been defined as "transnational bonds that bring individuals in one country into direct cultural and social relations with individuals in another country" (Smoker, P., A7, p. 62). The increase in the number of such bonds will therefore be assumed to be the objective of the UIA for the purpose of this analysis. On this basis, five degrees of international cooperation promotion can be arbitrarily distinguished.

These are activities which: directly result in the creation of such bonds, facilitate the creation of planned new bonds, study the phenomenon of bond formation and thus stimulate others to create new bonds, assist in creating a general environment in which such bonds will be created (by exhortation, persuasion, propaganda, etc), profit from bonds which already exist (and may incidentally result in the creation of new ones).
These will be used in the next section as a means of segmenting the market to which the UIA sells its publications and services.

MARKET FOR PUBLICATIONS AND SERVICES
The organizations which obtain the results of UIA activities may be grouped into two sectors. The profit market is the sector to which the UIA sells its publications with the intention of making a profit in order to finance the organization. The non-profit market is the sector which the UIA contacts without receiving any direct financial return.

Profit-Market
The customers for UIA publications have been split into groups in Exhibit This Exhibit indicates how much each group contributes towards the overall objective of the organization as redefined in the previous section. The sales of the major groups of publications to each group have also been indicated in the Exhibit. The figures given are only very approximate estimates based on the judgment of the staff and the few statistics available.

The UIA has had great difficulty in obtaining accurate figures of its potential market. There are several reasons for this. There is no clear cut market for the majority of the products. Publications and services concerned with international relations will only be purchased by a certain percentage of a given group. This percentage varies from country to country and in each country depends on current exchange control and internal funds availability. An example is libraries. When there are few exchange control difficulties and the individual purchasing committee can justify expenditure of funds on non-national publications, and when the committee can support purchases of non-specific publications, then that library enters the potential market for a given publication.

In the organization's favour, for example, is the long-term increasing interest in international organization. This means that librarians will be increasingly disposed to purchase general works in this field, and travel agents will be increasingly conscious of the international congress field as an important market.
Another reason for the lack of figures is that the organization has not attempted to maintain any sales statistics on a systematic basis and the files are so organized as to make it difficult to establish such statistics. The UIA considers that most publications are underadvertised and that it has not penetrated many sectors of the market.

Existing markets for existing publications are shown in Exhibit 20. No attempt has been made to show the potential market for new publications. Nor does the Exhibit show the profitability of individual publications.

Markets for Yearbook and Magazine

More detailed information on the markets for the two principal publications was obtained by analysis of the available records in the Distribution Department. The breakdown of Yearbook of International Organizations sales is shown in Exhibit 21. The number printed for 1951 to 1966 is shown in Exhibit 21a. The breakdown of the monthly magazine subscribers is given by subscriber type in Exhibit 22a. The subscriber increases from 1955 to 1968 are shown in Exhibit 23. The retention of subscribers is shown in Exhibit 24 and the change in the total circulation breakdown from 1959 to 1968 is shown in Exhibit 25.

The locality of purchasers of the Yearbook (Exhibit 21) is: Benelux (17%), France/Italy/Switzerland (21%), U.K./Germany/Nordic (21%), North America (34%). The figures on bookshop or via bookshop sales in Exhibit 21, conceal the type and locality of the final purchaser. Some of the bookshop sales are to other countries via the U.S.A.

The principal purchasers of the Yearbook are (Exhibit 21): IGOs (10%), university libraries (18%), other libraries (15%), government departments (23%), commercial firms (12%), travel trade (11%). NGOs and international institutes only account for 6% of sales. Only 1.6% of the Yearbook orders were accompanied by an order for the magazine. It was not possible to determine how many Yearbook purchasers had purchased previous editions. Only about 1.7% have standing orders.
The principal purchasers of the magazine are (Exhibit 22a): government departments (11%), university libraries (16%), other libraries (9%), travel trade (22%). These subdivisions do not exactly correspond to those for Yearbook sales. It was not possible to separate NGO and NGO purchasers which together totalled 20%.

The locality of purchasers of the magazine (Exhibit 23) is: Benelux (24%), France/Italy/Switzerland (29%), U.K./Germany/Nordic (22.4%), North America (18.7%).

The major point emerging from a comparison between the two publications is the much greater importance of the Yearbook in the North American market. The Yearbook has shown gradually increasing sales. The 11th edition will just reach 5000 sales by the time the 12th edition is published, after which the sales will be very slow.

The magazine subscriptions have shown a decrease (Exhibit 23) from 1960 to 1968 (March). An analysis was made of periods for which subscribers retained their subscriptions in selected countries (Exhibit 24). This shows that 63% of those cancelling within six years, do so after the first years subscription. They represent 79% of the subscribers. This means that there is a very rapid turnover in readership. The number cancelling after one year has increased in recent years. This is very important. It may mean that readers are not obtaining what they want from the magazine and are switching to competing publications.

An analysis of the magazine market from the addressograph plates of past, current and some potential subscribers is given in Exhibit 22b. This gives some indication of the current penetration of the magazine market.

The Exhibit makes the sales in different geographical areas equivalent in order to bring out any special characteristics of each area. It shows for example, that more magazines are sold to the English Overseas market (30.5%) than to the French Overseas market (12.5%). The limitation of these figures as a guide to a sales campaign is that they have been obtained from an analysis of current and 'dissatisfied' subscribers. Not enough is known about the magazine market, a more detailed analysis would be a useful guide to magazine policy.
Non-Profit Market
The research done and the contacts made by the UIA to broaden understanding of the international mechanism do not necessarily lead to any financial return. If the work is of sufficient value, if a document is of a certain significance, then this tends to improve the organization's reputation in the field. This may in turn lead to research contracts or directly to the sale of publications. These activities can be considered as a form of indirect advertising.

A main feature of the UIA's activities in connection with this market is the queries received through the post on a whole range of topics within its field. Some of the queries can be answered immediately, others would require lengthy research. No satisfactory procedure has been evolved for dealing with this section of the non-profit market.

NGOs
The organization has a special interest in the international NGOs. The UIA is acknowledged as an expert in documentation on organizations in this field through its major publication, the Yearbook of International Organizations.

The organization considers that these NGOs form a critical part of the international system and that their actions can do much to contribute towards the facilitation of international cooperation. If possible, the UIA would like them to represent a major segment of its market, together with the libraries. The general and specialist public would then be linked via the UIA publications to the international NGOs.

In a previous section, the extent to which these organizations consider themselves to form a common category was discussed. It is questionable whether more than 500 of them at a maximum consider that they have any common interests with other international NGOs, or even understand the use of the term. As will be shown later, very few of them purchase the UIA publications.

The UIA has undertaken to educate these organizations regarding their common interests by sending free copies of its monthly magazine to the
headquarters of each of them. It is very important therefore to get a clearer idea to what extent these organizations consider themselves to have any characteristics in common. An effort should be made to do this on a continuing basis in order to assess the success or otherwise of the UIA's efforts.

There is some indication that some NGOs resent the fact that the UIA makes a profit in some of its activities. There would seem to be a possibility that the growth of the profit market counteracts the growth of the non-profit market, as it is influenced by the NGOs.

The problem of deciding which segments of the market to develop, which to allow to decline and by what criterion to select new potential markets and publications, entirely depends upon a continuous evaluation of objectives. The UIA needs to decide very clearly what the sales of its publications to particular markets contribute towards the fulfillment of its objectives. Some markets may represent greater bond formation than others. Some should perhaps not be exploited unless absolutely necessary since they may compete for advertising campaign funds with other more useful markets.

**COMPETITION FOR RESOURCES**

An international NGO with international cooperation as an objective could be considered to have no competitors. Where there is competition, such organizations should apparently cooperate. On this reasoning many NGOs do not wish to use the term 'competitor' as descriptive of any features of their environment.

NGOs do however compete in two ways. They compete with one another for funds from the public, government, or foundations. The more eligible organizations obtain the funds. They also compete more directly with one another and with commercial and governmental bodies. This happens when the activities of one organization are duplicated by another. Each organization attempts to locate the most fruitful area of activity, within the limits of its objectives, and to operate exclusively in that area. Hostility, paralleling that between competing commercial organizations, develops when one organization attempts to enter the chosen field of another.
The UIA competitors have been identified as far as possible in Exhibit 38. This provides an analysis of each of the UIA publications and services and a comparison with those provided by competing organizations.

The areas of competition listed in the Exhibit are:

- publication sales
- library on NGO material
- congress organization techniques
- common NGO administrative and management problems
- international meeting information for congress organizers
- creation of a field of influence by which NGOs can be persuaded to collaborate on programs or through a specially created organization
- research on international organizations.

From the Exhibit it is clear that the UIA is competing with every type of organization. Competition is direct, where the UIA performs the same service as other organizations. It is indirect where the UIA competes with similar organizations for resources.

The UIA does not have the advantage it had 10 - 20 years ago. The UIA, whilst unique in that it covers all aspects of international NGO activity, no longer operates in completely virgin territory. There are many commercial, national and international governmental and non-governmental organizations following up activities initially promoted by the UIA. This can be considered as an indication of the organization's success and a justification for its efforts.

It appears very likely that this trend will continue and that the UIA will find new competitors which further split the market for its saleable products and grant resources. The main weakness of the UIA in dealing with the competition is that most of its assets as a documentation centre are fully available to any competition in published form.

Two competitors (Library of Congress, Technical Meetings Information Service) constitute a major threat to the future of the calendar. Their calendars contain more, if not better information, than that of the UIA. One of them is a third of the price, and they are both reproduced completely every
quarter. It is fortunate that they are both primarily interested in the U.S.A. market. The TMIS has only recently branched into non-U.S.A./Canada meetings and may be planning to develop its sales in Europe.

The Yearbook has many minor competitors which will continue to split the market. These can only be met by providing more information more frequently or by preparing specialized Yearbooks. The major Yearbook weakness is the lack of information on national organizations. Such information would make the Yearbook useful to a much wider market. This is one of the advantages of the only general competitor (Europa Publications). They may gradually be building up entries on international organizations in their Yearbook so as to be able to justify the production of their own 'Yearbook of International Organizations' without any implication of copyright infringement. Their publication has the advantage that it appears every year and is distributed through retail outlets.
TRENDS IN THE FIELD OF ACTIVITY OF SMALL SPECIALIZED DOCUMENTATION CENTRES

There are two important trends which will strongly affect the future of the UIA as a small documentation centre. As requests for particular types of information increase, a documentation centre has to continue to be able to supply answers. If it cannot do so it will be by-passed on future occasions. It will be difficult for such organizations to obtain funds. Not only must a centre be able to provide the information, but it must be able to supply it quickly, or else it will be by-passed as before. In order to remain a viable centre, the UIA must therefore maintain close contact with the groups which are currently using its published information. It must not only be able to handle the current requirements, but be able to anticipate future requirements.

Many libraries and documentation centres are faced with this problem. In order to combat it with the available resources they are being forced to integrate some of their operations. This permits them to exchange information quickly where a particular item is not present in a given collection of data. In this way, information networks are being set up within and between countries using telex links (Van der Wolk, L.J., Gl.). It may be very important for a small documentation centre like the UIA to be organized in such a way as to be able to link with one of these networks when they become more common in the next 5 to 10 years.

The other important trend is the switch from emphasis on storing information to an emphasis on making information available. Traditionally documentation centres collected information, which was then available for examination by interested parties. The information was generally organized for the convenience of the documentation centre, not for the convenience of those using the information.

The situation is now changing very rapidly, particularly in the sciences. Information services are increasingly organized for the inquirer's convenience. The trend is towards a situation where the documentation centre must notify or supply each subscriber with the particular items of information he requires, as defined by an interest profile previously prepared. (Van Dijk, M., Gl., p. 21-27)
A good example of this is the report pre-print service provided by one of the major calendar competitors. This increases the utility of this calendar and by-passes the need to consult current bibliographies such as that produced by the UIA. The UIA may need to be able to offer this sort of service at some future stage.

In order to deal with the rapidly increasing flow of information and the increasingly specific requests of inquirers, much use will have to be made of computers. It is too soon to determine what effect these will have on small organizations but it will probably force many of them to merge together to conserve resources and avoid duplication.
3 ANALYSIS OF THE UNION OF INTERNATIONAL ASSOCIATIONS : INTERNAL FACTORS

In the last part the external influences on the activities of the UIA were discussed. In this part, the efforts of policies in the main areas of activity are analysed. These analyses will be summarized in the next part prior to a general evaluation. The strategy of the UIA is discussed at the same time.

This part has been divided into two main sections. The first covers the effort made by the UIA to sense the needs of the various markets and to produce publications or studies to meet those needs whilst ensuring the survival of the organization. This is the UIA marketing activity. The second part covers the supporting activities.

1 MARKETING ACTIVITIES

The use of the term 'marketing' is usually restricted to commercial profit-making organizations. As with 'competition' it is generally assumed that the term is inapplicable to non-profit organizations. Marketing is however a useful concept which links together all the operational activities of an organization. It links the detection of the need for a publication with the production, advertising, and distribution of the publication. In the UIA case it also covers the effort to promote the concepts suggested in the official objectives and to influence other bodies to support financially and become members of the organization.

The reason the term is useful is that these activities can be considered separately and this leads to the danger that the policy making in one field will be considered independent of policy making in what are essentially related fields. In the extreme case, for example, an organization might produce publications without considering whether it can sell them or whether the necessary advertising activity might antagonize its membership.
INFORMATION AND DOCUMENTATION SYSTEM

The UIA is mainly concerned with documenting developments in the international system. In order to do this, it must ensure that it obtains a constant stream of information on such developments. A second function of the information system is to record the international system's reaction to the activities of the UIA in order that the UIA may review its programs to improve its effectiveness where necessary.

Sources of Information

Information is obtained from the following sources:

- replies to request for updated entries for the Yearbook of International Organizations
- replies to requests for information on the reports of the proceedings of international meetings for bibliographical purposes
- replies to requests for information on international meetings
- free publications supplied by:
  - IOOS
  - NGOs
  - national organizations
  - commercial organizations
  - other
- replies to requests for press copies of books
- exchange publications from the same groups
- newspaper cuttings from those papers and magazines read by members of staff
- personal contacts
- spontaneous contact from outside on the basis of UIA publications.

The current position is that the information 'search' network has not been planned in any definite manner. It is not known systematically which periodicals are received, from which organizations. More important still, if an organization stops sending its free or exchange publication, there is absolute no means of detecting this, unless by chance.
The UIA does not normally enter into an exchange arrangement with other publications and thus loses a means of extending its information network. This is regrettable since the majority of the monthly magazine issue is sent as free copies to organizations which happen to be in the Yearbook of International Organizations. The latter organizations do not necessarily benefit from the magazine or benefit the UIA itself except insofar as they fulfil the advertising guarantee that the magazine goes to all international organizations. It would be better to encourage these organizations to exchange a certain portion of the circulation to improve the information network.

An additional problem with exchanges is that they are not differentiated within the system from free copies of the magazine. Once the latter are cut down during an economy month, then the exchanges are also cut down.

The UIA does not normally purchase or subscribe to any periodicals or other publications unless these can be useful in its sales campaign. This means that important publications giving recent developments in the UIA's field are not always obtained and it is only by change that any record would be kept of their existence or desirability.

Publications produced by national organizations are not generally considered of interest even if they are within the UIA's field.

Publications produced in competition with the UIA are not necessarily received on a regular basis, and if they are, it is generally as a result of the sender's initiative rather than that of the UIA's. It was noted that the competitors all seemed to subscribe to the UIA's magazine, one was outstanding as being one of the very few airmail subscribers.

**Documentation Information**

When competition publications are received, they are not considered as being of the same value as the UIA publications. They are either "too complicated", "inaccurate" or "based on the UIA's own publications". No attempt is made to examine these publications regularly and systematically. In the case of the Yearbook competitors, no effort is made to cut-out and file the relevant sections on each organization. In the case of some competing publications, considerable effort has been made by their
editors, particularly in slightly specialized publications, to incorporate more details on the organization than is currently listed in the Yearbook. Newspaper cuttings are considered an important source of information. No use has been made of a press cutting agency which would considerably increase coverage and would make the information network less dependent on the collecting abilities of one or two persons.

Bibliographical information is collected primarily from the organization producing the volume. Little faith is placed in the bibliographies produced by other organizations, whether professional or otherwise. They are considered to have insufficient information and are only used as a last resort. It is not clear whether they are used as a check against the information supplied by the organization responsible for the meeting.

The UIA has maintained contact with all international organizations and has no difficulty in obtaining information for the Yearbook from them. This also applies to the calendar and bibliography. From this point of view, the system is satisfactory.

The main weaknesses arise from the more complex cases where the international organization is not always the best source of information. The current executive officer may not have been supplied with complete details of all past and future meetings and reports. It is here that independent sources are much more reliable, particularly in the case of bibliographical information.

The documentation system is also weak on coverage. Because no check is made on periodicals received, the UIA gradually gets dropped from mailing lists - or only receives the free specimen copy at the beginning of each subscription year.

Finally the current information system is essentially a passive one. Much of the calendar and bibliography material and their sources can be treated systematically. This needs to be done to ensure that a series of annual (etc) meetings and their reports are followed through instead of being treated on an ad hoc basis. This policy leads to wasted effort, incomplete records, and unnecessary repetitive correspondence (from organizations which are forced to state every year that they do not hold meetings or have reports).
Research Information

The UIA follows developments in the political science and international relations fields through the following publications:

- *Res Publica* (Revue de l'Institut Belge de Science Politique)
- *Chronique de Politique Etrangère* (Institut Royal des Relations Internationales)
- *Revue de la Société d'Études et Expansion* (Liège)
- *International Affairs* (Royal Institute of International Affairs)
- *Europa Archiv* (Deutsche Gesellschaft für Auswärtige Politik, e.V. Bonn)
- *Pakistan Horizon* (Pakistan Institute of International Affairs)
- *India Quarterly* (Indian Council of World Affairs)
- *International Organization* (World Peace Foundation, Boston)
- *Journal of Peace Research* (International Peace Research Institute)

All these publications, except the latter, contain articles on the economic and political developments from a governmental or diplomatic point of view.

The UIA does not obtain or list the journals in which current research on international NGOs is published or abstracted, unless the journal itself proposes an exchange or supplies free copies. The main reason for this is that much of the research is published in national publications which the UIA considers outside its chosen field.

A number of American publications which contain information on non-profit organizations, their classification and methods of operation, etc. have never been consulted by the UIA. These include:

- *American Journal of Sociology*
- *Human Relations*
- *Journal of Conflict Resolution*
- *American Sociological Review*
- *Current Sociology*
- *Human Organization*
- *Social Forces*

It is in these publications that the major advances in the study of voluntary organizations are reported. Much of this information is relevant to international organizations. Valuable material is also published in some of the accounting, public administration and psychology journals which is relevant to studies of NGOs.
The disadvantage of the current policy is that the UIA does not keep in close touch with the academic reaction to its publications and the type of data they are starting to demand. It also prevents the UIA from keeping in touch with authors who might publish their papers through the UIA magazine. Finally, it does not help the UIA to increase the sophistication and depth of its own studies.

A similar policy is adopted with regard to bound volumes although when press reviews are seen in other periodicals for a given volume, a single attempt is made to obtain a press copy for review in the UIA's own magazine. No systematic procedure exists to ensure that ignored requests do not prevent the UIA's purchasing the publication at a later date.

The above policies mean that bibliographical reviews appear in the magazine long after the original date of publication of the paper or volume. This affects the quality and standing of the magazine bibliography.

Market Research and Sales Information

Sales information is not collected systematically. Sales are deduced from approximate stock levels but often without taking into account the number of free or review copies. The Yearbook is the only exception to this, but the system has only been in operation for two years and does not immediately provide any breakdown of sales to a given market. Financial data on sales is often calculated from the stock figures.

No method for assessing the desirability of a particular publication has been developed. Letters are occasionally sent requesting an evaluation of a proposed publication. The UIA has not, however, attempted to identify clearly the users of each publication and to question them on their needs and the extent to which the currently produced material fulfills these needs.

The UIA attitude to checking its own performances through market research and sales information is a rather dangerous one. It would be easy for a competitor to sound out a particular section of the market and design a publication to suit it. This might split the UIA market. A good example of this is the new TMIS world calendar which was based on market research.
This publication may eventually reduce the UIA calendar and bibliography share of the USA market to a minimum.

Sales information is discussed further in a later section.

Detection of Items of Interest in Material Received
The material received by the UIA has to be 'scan-read' to pick out items of interest for the above information system. The responsibility for this procedure is constantly changing or being split up within the UIA according to the available personnel. No stringent check is made to ensure that all material is efficiently processed for all items of interest. This can mean that useful items are received but not detected.

Quality of Documentation Files
An evaluation of the international organization file quality was made in Exhibit 29. This showed that, for example, only about 25% of the current files contained name and address information on the national members. The historical files contained relatively little specific information on the activities of the organization and mainly contained old correspondence with the UIA, Yearbook proofs and odd cuttings.

There is a danger when the scan of incoming material is done by persons not responsible for the quality of particular files, that the wrong items will be retained. Only the person responsible can know what could or should be received.

Information for Evaluation of the UIA
The following sources supply information of assistance in UIA self-evaluation:

- full members
- committee members
- associate members
- corresponding organizations
- corporate members
- research circles
- government circles connected with UN NGO
other NGOs
- press reviews
- advertisers
- magazine subscribers
- users of other publications
- complaining letters

No effort is made to encourage reactions on the UIA programs. If reactions are desired, they are sought from well known, respected but not necessarily well qualified sources.

The possibility of including a suggestion form inviting reactions in some of the UIA's major publications, has been discarded. This was tried once and no replies were received, since then no further efforts have been made. The only reactions systematically treated are the press reviews which are filed as a basis for future review copy dispatches.

Very little reaction is obtained from full members. Occasional reactions are obtained from committee members. No reactions are obtained from associate and corresponding members. Corporate members react in so far as it is in their interest to encourage the UIA to greater efforts on their behalf.

Since the UIA also avoids market research and sales analysis, these policies are rather dangerous ones. No information is available to allow the organization to check whether its policies are correct and effective, ineffective, or positively harmful to the future of the organization. The enthusiastic supporters of the UIA are the least qualified to comment on the value of a particular course of action. Much more critical information needs to be sought.
PUBLICATION POLICY

The principal activity of the UIA is the production of a series of publications. This is therefore an important sector of policy making. The production of publications has been split into three different groups: the Information Unit, responsible for all regular publications except the magazine; the magazine; and other publications produced on an irregular basis.

Regular Publications : Information Unit

The unit was created in 1967 in order to group together the production of a number of different publications based on related data. The unit now groups the production of the Yearbook of International Organizations (every 2 years), Yearbook of Congress Proceedings (planned for every 2 years), International Congress Calendar (every year), and monthly or quarterly supplements to these publications which are published in the monthly magazine International Associations.

Each of the above publications has been considered in Exhibit 38. The following favourable points emerge from this evaluation and general consideration of the unit:

1. The unit performs a considerable amount of extremely useful documentary work with the aid of only a very small staff which is at times reduced to the one key person responsible for the unit. In a commercially run organization, the work done by the editor of the Yearbook, who is in charge of the Information Unit, would probably be performed by three people.

2. The publications produced each cover complementary areas of the documentary field for which the UIA has made itself responsible.

3. The principal publications remain, despite the competition, the only broad based documentation on international organizations.
Unfavourable points which emerge from the evaluation are:

1. **Lack of control.** As a result of the lack of control brought out in the previous section on the information collection system, it is not possible to ensure that each publication contains the right quantity or quality of information in terms of user requirements. The quality cannot be controlled because the UIA only includes what it gets and does not make, or cannot make, extensive efforts to improve the quality of individual entries. This applies particularly to the Yearbook of International Organizations.

Similar remarks apply to the coverage or quantity of information listed. No means of judging the completion of a particular survey is incorporated into the system. This is apparently not a critical factor within the organization because of the uniqueness of its documentation. Little attention is paid to the competition and therefore the UIA can assume that what it receives gives fairly complete coverage.

Efforts are not always made to increase the amount of information within the Yearbook entries even when such information is available within the UIA. The reasons this is not done are the time required to pick out items of information listed in other files, the cost of modifying existing composed text, and the increase in the number of pages.

2. **Criteria.** The criteria for inclusion or exclusion of a particular item of information for a given publication are not stated in the publication, nor are they anywhere on paper. This has meant that over a period of time, there has been a slight drift in some criteria, particularly in the calendar. One study based on UIA data has had to report inconsistency between data from two years of meetings. Another study was, however, allowed to use the data without the qualification. This sort of approach can only lead to lack of confidence in the UIA data.

Organizations are not included in the Yearbook on the basis of their importance or effectiveness. The criteria are however used very rigidly to exclude many borderline cases without any appropriate
reference. This particularly affects organizations with 'international' or an equivalent term in the title. It also affects national or bilateral organizations with 'international activity'. This category is becoming increasingly important. The absence of references to organizations of both types can lead users to assume that the Yearbook is incomplete. User's may be completely uninterested in rigid criteria, so that this policy forces them to make use of publications that are less selective. This remark also applies to the criteria for inclusion of meetings in the calendar. The rigid criteria have been accepted by the United Nations and are a useful basis for reducing the number of organizations. There is however no reason why specially coded entries should not be used for borderline cases.

3. Organization. Production of publications is so arranged that information available, or potentially available is not always included in the relevant publication. It is not possible due to reduced staff to make extensive efforts at collecting information on the many organizations for which insufficient data is available. Files are maintained and the routine permits one or two letters to be written to each organization but this is frequently left until just before the Yearbook closes for print. Similarly, data available in bibliographical form is not consulted for the annual bibliography until just before the publication closes for print, although much of the bibliographical data could have been used to complete data supplied by the organization concerned. Such organization data is not necessarily reliable. In the case of the calendar, due to the way in which incoming material is moved from department to department, there are often stray piles which do not get processed quickly enough for the meeting data to be included in the printed calendar. Past meetings are included on a much slacker basis than future meetings. This means that the calendar of past meetings is not adequately completed, although it is used for statistical purposes.

4. Initiation of search for better sources. Due to the lack of secretarial staff, it is not possible to devote any length of time to exploring and arranging for new sources of information.
5. **Coverage.** For those publications where the UIA has no direct competitors it is not possible to judge the completeness of the coverage. In the case of the Yearbook, there is a great difference between the amount of information in different entries. This is not necessarily due to a difference in importance of the organizations. An unimportant organization may have prepared a good long entry. It may also be due to the policy of repeatedly sending the previous year's proof without ensuring that new information will be included. The persons receiving such proofs are no doubt busy and disinclined to add further information even if they understand that a proof does not imply that it is too late to add other than minor corrections. Perhaps specific reference should be made to what is missing. No mechanism exists for initiating a search for missing information in an entry.
Regular Publications : Magazine

The monthly magazine International Associations has been published since January 1949. The magazine currently contains the following sections:

- approximately 25 pages of articles and text on various aspects of international associations, cooperation and general problems of NGOs
- calendar supplement (supplied by the Information Unit)
- supplements to the Yearbook of International Organizations (quarterly)
- 15 - 20 pages of advertisements.

From the beginning of 1968, as a result of the reorganization associated with the Information Unit, the monthly bibliography, previously published separately, was incorporated into the magazine as a supplement.

The articles and regular features included in the magazine over the past 20 years have been indicated in Exhibit 26. The type of advertising included in the magazine over the past 10 years is shown in Exhibit 27. These two Exhibits are introduced to indicate the extent of any drift in magazine policy over the years.

The magazine competition has been evaluated in Exhibit 38. The favourable points which emerge from an evaluation are:

1. This publication has been maintained on a regular basis over several very difficult financial periods without compromising the quality which compares favourably with many other NGO publications.

2. The publication constitutes the only informal organ to all the international NGOs to promote their awareness of their existence as a group.

3. It assembles together much information that would otherwise not be available. Statistics and articles are frequently cited in studies on NGOs.

4. It acts as a clearing house for information from government to NGO and vice versa and from commercial congress centre to NGO.

Unfavourable points which emerge are:

1. The publication is made up of a number of sections which, although related to an overall study of NGOs, are not all of interest to each subscriber. For each group of subscriber, certain sections of the
magazine are of little use.

This is true of many periodicals when the market is not clearly defined. In this case, however, there is a very great difference between librarians who must purchase the magazine for the bibliography only and travel agents who must purchase the magazine for the calendar only.

The breakdown of the circulation is shown in Exhibit 22. This shows that only 6% of the NGOs and IGOs in the Yearbook purchase the magazine. The significance of this figure is now masked because since 1964 the magazine has been distributed free to NGOs which were unable (or unwilling) to pay for the subscription.

2. The UIA receives no feedback, apart from advertising revenue and total sales, on the value of the publication to each sector to which it is sent free or sold. This means that it is impossible to determine whether the magazine is useful to more than a few highly specialized groups, friends of the UIA and the UIA itself (due to the advertising revenue). Letters to the editor are not encouraged because when this has been tried, there has been little reaction. This state of affairs is assumed to be due to the nature of NGOs rather than a result of UIA action.

The sales and free copy data over the past 9 years is shown in Exhibit 25. The sales, advertising revenue and profitability are shown in Exhibits 31 and 32. From Exhibit 25 it is clear that the subscription circulation has decreased about 20% over the last 10 years. In 1967 the magazine showed a loss for the first time in recent years (Exhibit 32). Exhibit 24 shows the turnover in subscribers for a few selected countries. This is very important because it makes clear that there is a trend towards an increase in the number of subscribers cancelling their subscription permanently. The Exhibit shows that a very high proportion of those cancelling, cancel after one year. This may be normal for the market but it does show that something is required by subscribers that the UIA does not supply.
3. The amount, quality and type of advertising are very strongly slanted to organizers of and participants at international meetings in the Paris area. 84% is in French, 72% is for France based organizations and 32% promotes perfume, gifts, food and entertainment (Exhibit 27). This policy may antagonize sections of the potential market which are looking for a serious publication of journal quality. Some NGOs are particularly sensitive to the implication that a publication is being financed by commercial or government funds.

Advertisers have requested that the text and contents be modified to make the magazine less serious and more personalized. The UIA Advertising Manager particularly wants to include photographs and text to flatter executives in the companies submitting the advertising. This would completely change the tone of the magazine and make it more France/Paris oriented. The advertising revenue would increase but this policy might further antagonize readers.

4. The magazine text is partly in French and partly in English. It is not known whether this policy is acceptable to NGO secretariats where the language may be primarily French or English. This may antagonize certain groups. Some NGOs avoid this problem by producing issues in each language, others make the publication bilingual.

5. Due to lack of coordination with and within the Sales Department, it is impossible to determine whether the magazine, containing the Yearbook supplements, is in fact received by purchasers of the Yearbook. Similarly it is impossible to determine whether the Yearbook with addresses and information on international organizations is received by subscribers interested in the bibliography and calendar supplements for which the Yearbook is a useful key. Due to these two difficulties, it is not easy to evaluate the usefulness of the supplements and the subscribers' understanding that the UIA has an 'information package' available.

6. The UIA has a certain amount of difficulty in obtaining suitable articles for inclusion in the magazine. Articles have to be requested and are only rarely submitted spontaneously.
The UIA has succeeded in maintaining a circulation for a specialized product by increasing the appeal of the magazine to other sectors and relying heavily on advertising revenue. It has not attempted to increase the appeal to a particular sector like the NGOs by determining exactly what they want. This may not be possible because NGO reviews may be too diverse as NGOs. In this case the UIA has chosen the only possible policy to ensure the survival of the magazine as a vehicle for data on NGOs.

The slow decrease in subscribers and the difficulty of obtaining advertising (despite the normal practice of inflating the circulation figures to 10,000 - 20,000), suggests that this solution may not be successful.

It is important that a much more detailed knowledge should be obtained of who the subscribers are and what they get out of the magazine. The UIA might also benefit from a much clearer definition of the function of each text part and the magazine as a whole, for the overall objectives of the UIA — apart from its importance as a source of revenue. This is particularly important as the number and quality of the competition in the calendar, bibliography and international organization research fields increases together with pressure from the advertisers.

Irregular Publications
These consist of the publications forming part of the Documents and Congress Science series, together with the Selective Bibliography and Directory of Periodicals ext. These publications have been evaluated in Exhibit 38. They are mainly produced as a non-profit service. It is clear from the Exhibit that even in these fields there is a great deal of duplication and competition.

Conclusion on Publication Policy
The UIA does not make a great deal of effort to determine whether particular publications or parts of publications are of value to potential readers. The potential readership of all the publications currently forms only a very small proportion of a wide variety of markets. The readership should, however, have increased very significantly over the
past ten years with the marked increase in interest in international affairs. Yet the magazine subscription sales are lower than ten years ago and the Yearbook sales in 1956 were 60% of the current Yearbook sales (see Exhibit 21). For Germany and Switzerland the 1956 figures are 87% and 89% of the 1968 figures. The unsold stocks of the irregular publications and the annual bibliographies are fairly high. These points either represent an inadequate publication policy or a poor sales organization, or a mixture of both.
SALES AND DISTRIBUTION
The Distribution Department is responsible for processing and dispatching orders and with any follow up procedure necessary to ensure payment. It is also responsible for mailings of regular publications. The department is not necessarily involved in decisions on advertising and is not involved in decisions on the type of products produced. Where an advertising campaign requires use of the address plates, preparation but not the contents may be the responsibility of the department.

There is very little feedback of information on the week(s) sales by number or value. The Secretary-General keeps track of these trends by scanning the sales correspondence on a daily basis, but no summary totals are produced. The department may be involved in decisions on magazine circulation each month or on the number of a given publication to be printed.

Results of Lack of Coordination
Because of the way the department is controlled, it is not concerned with the increases or decreases in sales, although superficial trends may be evident for particular publications. The Secretary-General, who controls the advertising campaigns, can only do so on the basis of a total sales figure. Because of the lack of coordination, it is difficult to judge the results of particular sales campaigns or where advertising emphasis should be placed.

A second consequence of this lack of coordination is that it has lead to the creation of files and procedures within the department which prevent data on past customers from being exploited to promote future sales. An address plate is not systematically created for each customer in order to facilitate future advertising campaigns. This policy has also been adopted for the purchasers of the Yearbook of International Organizations, which is the major source of revenue. It is difficult to detect from the correspondence files whether a given customer is a regular one, or when he lapses from regular purchase of the Yearbook or other publications. One reason for this treatment of customer data is the bias within the organization towards dealing with international organizations only. Most customers
are national organizations and many of them are commercial bodies. They have been given a second class status within the filing system. A second reason is that the UIA files have been organized to deal with orders rather than customers as a means of economizing on filing costs. This is a false economy because the system detracts from the total effort to market UIA publications.

The department is handicapped by the complications of the address plate system. Many distinguishing indicators have to be used, but not enough can be used to make the system operate satisfactorily. Certain groups of addresses have to be picked out by hand. In addition there is a six week time-lag in the process of updating or creating new address plates. This has also meant that there are discrepancies between the address plate system and the master copy Yearbook addresses for international organizations. This in turn leads to bad public relations because an organization may notify a change of address and the old plate is used before the change is effected.

Lack of Stress on Links between UIA Publications
The lack of coordination between the Distribution Department and the Departments concerned with the production of publications has lead to omissions which do not assist the sales of the publications. An essential feature of the publications produced on international organizations is that they in most cases complement one another. Supplements to the Yearbook appear in the magazine. Supplements to the annual International Congress Calendar also appear in the magazine. The addresses of the international organizations mentioned in the monthly bibliography can be found in the Yearbook, etc. If one of these publications is ordered, it should lead to sales of the others. Each of these publications may have references to the others, but the references are difficult to find even when they are known to be there. For example there is no immediately apparent reference in the annual International Congress Calendar or the Yearbook to the existence of regular supplements in the magazine.

The reason for this is partly the lack of coordination and partly the desire to avoid implying that a particular publication is incomplete as it
stands by suggesting that supplements have to be purchased. The assumption that the purchasers of UIA reference material wish to believe that the publications will remain up to date until the next edition needs to be tested. This policy may be seriously affecting sales. It also prevents the UIA from stressing that it provides an information package covering all aspects of international organizations — however this information appears in print.

Correspondence and Postal Costs
These costs form a major item of expenditure for the organization. They can be divided into several groups. Dispatch of publications where the postal costs are not invoiced; dispatch of publications where the postal costs are invoiced; signed letter correspondence; advertising mailings; questionnaire mailings; subscription publication mailings; miscellaneous items; advertising and other material sent as a separate annex to a signed letter.

Postal costs are not normally split up but are treated as a global figure. It is therefore very difficult to determine the expenditure on advertising or dispatch of publications. This information would be valuable as a means of checking on a particular campaign of the net profit from the sale of a particular publication. Each advertising mailing is designed on the basis of the postal cost per envelope. The design is however based on the materials already prepared or printed. When the basic list of publications is produced, it is not necessarily designed in terms of postal cost. For example, if the cost of a heavier brochure is less than that of a lighter one, this would be selected without taking into consideration the increased postal costs during the period in which the brochure is used.

An estimate of the advertising costs can be obtained by assuming that each circular is mailed in an open envelope at an average postal charge. The cost of regular correspondence can be estimated from the number of signed letters sent per year. An I.B.M. study determined the average cost of a business letter in Belgium to be Bfrs 70,—. At a rate of 1000 letters per year, and an average stamp cost of Bfrs 4.5, the total correspondence cost is Bfrs 74,500,—.
This cost can be considerably reduced by three methods. Routine inquiries on specific points can be answered on the letter itself, which is then posted back. If the number of enclosures makes the printed matter rate preferable, then the overtyped letter can be photocopied and sent with the enclosures. Photocopies are classed as printed matter in Belgium. It is possible to photocopy a "with compliments" card mask with the letter. Offset or stencilled models of letters can be used as annexes to a one line letter. A manual of model paragraphs can be built up and selected for particular answers.
MEMBERSHIP POLICY

The UIA had, up until May 1965, only three categories of membership. These were Full or Associate individual members, and Corresponding inter national organization members. In 1965 a fourth category of membership was approved. That is Supporting or Corporate members. These different categories have been described earlier.

The relationship between the UIA and its members is summarized to some extent by Exhibit 18a. This indicates the degree of contact maintained with members as represented by circulars sent. The attitude of the UIA towards members is illustrated by the internal administration and organization of membership files as indicated in the Exhibit. Each category of membership is discussed in detail below.

The membership statistics are shown graphically in Exhibit 18. Membership statistics are not maintained by the UIA as a part of regular procedure. It is clear from this Exhibit that the exact number of Associate and Corresponding members is not at present known.

Full Members

In November 1964, the maximum number of full members allowed under the Constitution was increased from 100 to 250. There are now 145.

The UIA maintains contact with these organizations by means of mimeographed letters which are sent out irregularly approximately every 6 months. The members also receive the magazine free of charge. Although the Constitution provides for a membership fee, no such fee is charged.

The full members appear to serve four purposes for the UIA. The UIA must possess members according to Belgian law, or else it loses its status as currently registered. Members are periodically requested to use their influence to increase the sale of the UIA publications. It is not possible to determine what effect, if any, they have in this direction. Members elect the Executive Committee at periodical General Assemblies. The election procedure is facilitated by using a postal vote. Finally, members give status to the UIA, since they are elected or co-opted on the basis of their activities in the field of international relations. Members rarely supply any suggestions or articles for magazine.
It is not very clear what purpose the UIA serves for the members. In the case of the active full members, they probably consider that they are in some measure promoting international cooperation. The remainder must derive all the benefit of membership from receiving the magazine free of charge. Members are also able to receive any other UIA publications at a discount. In December 1966, this was announced at 15%. During the course of 1967, two full members purchased the Yearbook and received a discount of 50%. No other full members purchased the Yearbook. As the files are currently organized, it would be impossible for the Sales Department to know whether a given individual order was from a member, unless so specified by the Secretary-General.

Because there is no membership commitment, it is difficult to discard those members which are not active or interested. New members are not sought on any systematic or regular basis.

The problem faced by the Secretariat in maintaining contact with these individuals, is that they are each active in their own area and do not have the time to devote themselves to furthering the UIA's specific interest. Nor do they have the time to exert any combined pressure on current policies. This function is, of course, delegated to the Executive Committee.

Executive Committee

The Executive Committee currently numbers 11 individuals who were elected in 1966. The Committee has met approximately once per year.

It is difficult to arrange further meetings of the Committee because members are so widely dispersed. It is in fact rare to have a full meeting.

The Secretary-General is in regular communication with the President and with the Treasurer. Letters are sent to all members of the Committee with a frequency of about one per 3 months. The Committee, of course, receives the magazine free of charge.
Associate Members

Since associate members have to renew their membership annually by paying for a magazine subscription, it is difficult to distinguish between those members who renew and other individuals who renew. The last complete list was maintained in 1958-9. There were 29 paid up members and 9 receiving the magazine free, at 1st January, 1959. There was one new member in the course of 1959 and 2 in 1962, 1 in 1965. There do not appear to have been any new members, as opposed to inquiries since that date.

As Exhibit 18a indicates, it is not certain who these individuals are, although the UIA is, of course, fulfilling its commitment to them since an address plate exists.

Theoretically, the UIA maintains contact with these individuals by means of mimeographed letters. The last such circular in September 1965 was concerned with resubscribing to the magazine. The previous one was in January 1960.

The associate members should serve two purposes for the UIA. They should constitute a pool of individuals anxious to channel some of their ideas through the UIA and provide a body of opinion and suggestions for new programs. They should serve as a means of making known the UIA publications and ideas in a variety of circles and countries, particularly at the national level.

The main purpose the UIA should serve for these members is to act as a channel for their ideas. No contact of this type is maintained. They also receive a discount of 15% on publications, although none appear to have taken this up or to be aware of it. The Sales Department does not have a list of these members.

New members are not sought on any systematic basis. An average of 3 people per year wishing to become members, currently write to the UIA on their own initiative. Of these, one may become fully paid up associate members.

This is an old category of membership which has been allowed to lapse for lack of personnel to maintain and build up the contacts. There are probably plenty of individuals who would wish to maintain such a contact and this could possibly be built into some form of active student membership.
which could prove a great strength to the UIA. The difficult question to establish is what these members are wanted for and according to what criteria they should be sought.

**Corresponding Members**

There are probably between 50 and 100 fully paid up genuine corresponding organizations. As Exhibit 18a indicates it is not certain which these members are, although the UIA is fulfilling its commitment to them since address plates are maintained for all purchasers of the magazine. There cannot be more than 189 such members since this represents the total of all international governmental and non-governmental organizations subscribing to the magazine. The situation is complicated by the current magazine distribution policy of free copies of the magazine to all international organizations. It could therefore be considered, as with full members, that past corresponding members (who paid in earlier years) continue to be members, despite the fact that they do not fulfill the Constitutional requirement, namely annual payment of a subscription. The other requirement, namely agreeing to supply the UIA with information on their activities can be interpreted very loosely indeed. On this basis the Secretary-General estimated a total of about 500 corresponding members.

The UIA maintains contact with these organizations by means of mimeographed letters which have been sent out irregularly. The last such letter appears to have been sent in 1960. The members also receive the magazine free of charge, although this policy is changed during some months to cut down expense.

The corresponding members appear to serve a number of purposes for the UIA. Whether technically members or not, a pool of organizations does supply information on the activities of international organizations in a variety of fields. This information forms the basis for the UIA's documentary work. Such organizations act as a body of opinion to stimulate the concept of the NGO movement and its place in the development of international cooperation. Such organizations should also act as a guide to areas in which the UIA should concentrate its documentary or research work. Theoretically, the organizations are supposed to be consulted regarding work to be undertaken.
The UIA appears to serve several purposes for these members. They were originally supposed to enjoy priority in the publication of articles and notes on their activities in the magazine, and obtain a discount of 15%. Membership provides international organizations with a means of showing their support for the UIA's efforts to help international NGOs and the resolution of common problems.

It is this category of membership, combined with the current title of the UIA, which leads to confusion in the minds of organizations and individuals coming into contact with the UIA. It is a commercial advantage to the UIA to gloss over the fact that these organizations are not active members of a 'trade union' constituted by the UIA. This facilitates advertising and contacts with the travel trade, particularly if the relationship between the number of corresponding members and the number of international non-governmental organizations in the Yearbook is not stressed. In other contacts, particularly with some international non-governmental organizations, this situation is a great disadvantage. Such organizations assume that the UIA Secretariat is constantly attempting to mobilize some form of power base and therefore negate the value of every contact with the UIA. (This does not include contacts with regard to entries for the Yearbook.) This situation has prevented the UIA from participating effectively in any international conference of NGOs. The question is further discussed in relation to the UIA image.

**Supporting Members**

This category of membership was introduced in May 1965. There are now about 10 such members.

The supporting members appear to serve three purposes for the UIA. They effectively block many queries requiring considerable research through the files, since only these members are entitled to such facilities. They represent a source of funds. The commercial organizations, of which this category is mainly composed, represent a field with which the UIA must maintain contact, since they represent the forefront of the commercialization of the international relations market.

The UIA serves two purposes for these members. It acts as an assembly point for documentation on the international meetings market. It supplies them with a channel of communication with international organizations.
Secretariats
The function of the 14 national secretariats for the UIA is to help it to become better informed about international organizations and their activities in the country; to encourage participation of organizations within the country in international society; and to make available in their countries the fullest and most up to date documentation on international organizations and their activities.

Several of these voluntary secretariats are installed at world affairs centres. The UIA is not in a position to finance these centres on their activities on its behalf.

In 1966, the Committee recognized that, of the 14 secretariats, some did practically nothing for the UIA. It was hoped to link the work of a secretariat with that of the full members to increase activity. This has not proved successful. At present, the secretariats either do nothing at all or make use of the UIA name on the letterhead to facilitate their own contacts with NGOs.

Conclusion on Membership
Membership is not an important aspect of the UIA activities. This is due to the lack of personnel time, the lack of interest or suspiciousness of potential members. Members have no part to play in UIA activities and the UIA has difficulty in finding the right basis on which to approach NGOs and maintain relations with them.
FUND RAISING

The UIA has attempted to raise funds by the following methods, apart from the sale of publications: written requests to governments, commercial firms, and several foundations (in the U.S.A.); personal contacts with Belgian government departments and private individuals (through "Amis Belges de la Cooperation Internationale"); creation of a special membership category for commercially oriented bodies which could be persuaded to pay high subscription fees (minimum $ 100), in return for the privilege of exploiting the UIA files. Fund raising blends into the efforts to obtain contracts for specific work.

The fund raising activities are in some cases automatic. For example, some governments support the UIA on a regular basis from year to year. The fund raising program is not usually initiated for the other categories during the favourable financial years, when the organization can support itself from the sale of the Yearbook. In the other years, more intensive efforts are made.

The UIA has unfortunately not been able to devote the time and personnel to organizing fund raising systematically. Various attempts have been made at doing this, but they have lapsed after a few months.

There are several other difficulties. Fund raising has become specialized and now requires personal contacts within government and foundation departments and skills in the preparation of requests adapted to each potential source of funds. These contacts must be built up and maintained over a number of years before they bear fruit. Because UIA planning is on a short term basis, it has not been able to prepare for the financial problems of two and four years ahead. In addition the image of the organization may have proved a difficulty.

In preparing requests for funds, the UIA has in the past made the assumption that these should not be too well presented in terms of paper and print technique used. Much use has been made of stencils and typewriters which do not reflect the benefits available from modern office equipment. This assumption may be a valid one. Many grant-giving bodies may not consider that an organization with modern equipment warrants financial support. This assumption may however only be valid for grant-giving
bodies dealing with social welfare type non-profit bodies where funds should be channelled directly to the needy. Organizations which aim to present an image of importance in the documentation and research field may however be more readily accepted by their potential grant givers, if they show through the standard of their documents evidence of past ability to raise funds.

The UIA has not attempted to make use of professional fund raising organizations. Some of which specialize in non-profit organizations of the association type. These bodies operate either on a flat-rate or commission basis and generally guarantee a certain minimum return before they agree to accept a client. This guarantee is based on interviews with persons in contact with the organization. These interviews are very useful as a means of obtaining a report on the image of the organization. They are an anglo-saxon institution and do not operate successfully within the continent of Europe. The campaign which is eventually designed and approved may make use of any of the media (press, radio, advertising, direct mail, etc.) or a combination of these.

A much more coordinated fund raising activity is required. This should be conducted by personal contact where possible and with carefully designed requests. There are a number of contacts within Belgium which the UIA has not been able to find the time to develop.
STUDY CENTRE

The UIA files information and documents which have been used for the preparation of the regular publications. The organization has publicised itself as a documentation centre to which people can come to undertake research into different aspects of international organization.

No systematic count of the number of people coming for this purpose is kept. A superficial estimate is about 1-4 per month. This increases when the local university sets papers which require the sort of information available at the UIA. These people are considered to be somewhat of a nuisance since they waste the time of the staff and are not engaged in serious work. Some sections of the meeting report library cannot be kept in a suitable state of order to recommend themselves to inquirers. No systematic indexes are available to physical volumes in the meeting report or general library. The quality of the information in the organization files was mentioned in an earlier section.

The number of incoming queries and the lack of funds make it difficult to make the study centre an important part of UIA functions.

SERVICE CENTRE

The UIA placed great emphasis on its status as a service centre for international organizations in the early 1950s. The two words in fact formed a sub-title to the name of the organization. The current service centre activities can be divided into four groups. These are advice to international organizations on legal matters (free of charge), answers to general queries on other organizations (free of charge), publishing or sales agent for five international organizations (commission basis), secretariat for three international organizations (generally free of charge).

The demands of other parts of the UIA program have prevented the organization from developing this program. The answers to queries are processed as quickly as possible, but this involves much effort for little direct return, despite the fact that the answers may be directly instrumental to facilitating the creation of international links. The answering service could perhaps be made less of burden to the organization if individual letters were avoided and the answers were supplied on standard forms.
The various sections of the form would constitute a form of indirect publicity for the spectrum of UIA documentary activities.

The publishing service is recognized to be a potentially important source of revenue. Many organizations do not have the possibility of creating adequate services to publish their congress reports or monographs. This could be made to tie in with a sales agency for congress reports in general. Many bookshops and libraries write in (about one per week) requesting that the UIA arrange for them to receive a congress report or other publication on international organization. The UIA cannot handle these requests at the moment and they are simply filed. The difficulty in following through this program is that the organization does not have the staff or the funds to launch the scheme. Attempts have been made to employ a commercially oriented sales manager but these have not been successful.
RESEARCH POLICY

Within the UIA 'research' is defined loosely to cover any activity which involves a search through files or a questionnaire sent for survey purposes to any group of organizations, and the analysis of the results. The UIA does very little creative research in the academic sense. No attempt is made to formulate hypotheses and test them systematically in order to bring out significant new details on NGOs or other aspects of the international system. The UIA does however publish articles by outside authors, mainly of a descriptive nature, which do border on the more fundamental type of research. These are restricted to political science and legalistic investigations of NGOs. No articles have been included on the social science, management, psychological, or interdisciplinary studies relevant to NGOs. The UIA has not been influenced by these tendencies in its own research program. Any articles of this type forwarded to the UIA by the authors are only scanned to check what UIA publications are cited.

The file searches and surveys result in descriptive analyses which are published in the magazine. These are very frequently cited by authors of papers and books on NGOs. The UIA has built up a reputation as the unofficial register of statistics on international governmental and non-governmental organization. The descriptive analyses on voting, finance, budgets, etc. are also cited. Due to the lack of time and personnel and funds, it is not possible to fully analyse the data on file on a regular basis.

Research does not form an important part of the UIA activities. There is no regular research program. Occasional contract work is undertaken. A survey will be undertaken without a contract, if a subject within the UIA's field becomes of current interest.

There is no provision in the budget for research activity. No long-term research plan exists to give continuity to the intermittent investigations of a series of topics on which files are maintained.
Research Topic Files

Information collected on topics of interest is filed in approximately 117 dossiers. No list of the titles of these is maintained. A number have been duplicated and many are not of current interest. 51% contained no material later than 1965 and only 32% contained material from the year prior to the survey (see Exhibit 37)
ADVERTISING ACTIVITIES AND PUBLICATIONS

The following forms of advertising have been used:

- mailings of stencilled or printed literature using UIA address plates
- mailings of stencilled or printed literature using outside address plates
- advertising in periodicals
- indirect advertising via agents
- mailings of stencilled or printed literature using typed addresses
- indirect by obtaining reviews of publications
- indirect by obtaining listing of publications in accessions lists or bibliographies
- ensuring acknowledgement of source when permission is given for use of a portion of meetings in specialist calendar
- with invoices
- indirect by quotations in research literature

Major advertising effort is timed to coincide with publication of the Yearbook of International Organizations (every 2 years) or resubscription to the magazine and the International Congress Calendar (every year).

Other campaigns are conducted throughout the year, particularly when minor publications are produced or when new addresses become available.

Mailings

Each individual campaign is planned to the extent that only circulars and printed material on items susceptible to interest the particular group of addresses is included. No attempt is made to balance the advertising effort according to the size of the market segment involved. Thus a group which purchases a small proportion of UIA publications may receive more advertising than a group which receives a larger proportion of UIA publications. No attempt is made to record the campaigns conducted to each group or the expense.

It is not considered possible to evaluate the efficiency of individual campaigns. The main reason for this is that many groups receiving advertising may purchase individual publications via a bookshop and not use any order slip that may have been included in the campaign literature. In general, very few order slips are returned to the UIA. No
attempt has been made to graph orders over a period before and after a campaign. Another technique is to use a different department name as part of the UIA address for each advertising campaign (Department OL/1, NL/2, etc.). Any orders via bookshops will use the department name. In this way, the response to a particular campaign can be assessed.

The last campaign for the Yearbook was conducted through an agency for the first time. Of 15,000 printed brochures sent out using direct mail addresses, only 9 order forms were returned. No definite conclusions can be drawn from this, since the Yearbook sales showed the usual increase over the previous year (see Exhibit 21a). A similar count is not made of other advertising campaigns conducted by the UIA, but the proportion of returns is not much higher.

**Mailing Campaign Weaknesses**

There are several weaknesses in the conduct of advertising campaigns. Firstly, there is the lack of control on results. Secondly, advertising is mainly conducted in the financially bad years. Thirdly, nearly all the advertising material is designed by the UIA. This means that the advertising texts are not professional texts nor is the layout up to the standard of that of similar publications. Much use is made of relatively poor quality stencils. The argument used is that potential buyers will be more impressed by the detailed information on the contents than by the form in which it is dispayed. Also that stencils give an impression of genuineness, as opposed to the slick presentation of professional publications. This assumption needs to be investigated.

Fourthly, mailing addresses selected from lists in publications reaching the UIA are typed once onto the envelope without making any attempt to keep a copy for repeated use. This means that a considerable proportion of advertising expense arises from envelope typing. This can be avoided by photocopying addresses onto gummed perforated paper. Where the original lists are in a convenient form these can be photocopied onto the same paper to avoid the intermediate typing stage all together.

Fifth, a considerable expense is that of postage. The cost of printing a given brochure on more expensive, lighter paper is not weighed against the increased cost of postage of a cheaper brochure on heavier paper.
Sixth, advantage is not currently taken of the addresses of past buyers of publications. In some cases an address plate is made out when a firm order is received for later use in advertising campaigns, but in the majority of cases this is not done. The correspondence is filed away and the address is never used. Since these addresses represent organizations already convinced of the value of one or more UIA publications, it seems to be essential that they should be exploited for advertising on other publications and for future editions of the same publication.

Seventh, much of the advertising appears to have been designed as though the NGOs were in fact the principal market for publications. They are very frequently circularized, using the same envelopes, for demands for Yearbook or calendar information, advertising of different publications, questionnaires for different surveys, etc. When the addresses are sold to other organizations, these NGOs receive different envelopes but with the same address plate impression.

Many of these organizations have been receiving such missives for a number of years. There seems to be a strong possibility that this market may have built up a considerable resistance to purchasing UIA publications. This question is discussed below.

Press or Review Copy Advertising
This is one of the principal forms of advertising used by the UIA. A card file is maintained on periodicals to which publications have been sent and the number of lines of review. On this basis the periodical is evaluated for subsequent publications.

Efforts are made to update the list of periodicals but it is difficult to determine, whether this form of advertising achieves a good coverage of the actual purchasing market.

Accessions Lists and Book Lists
This form of free advertising is not effectively used. It is a valuable means of bringing publications to the attention of a wide circle interested in international material. There are only about 15 - 20 such lists.
Reference Books
A number of reference books exist in which the UIA or its publications could be listed. No effort is made to actively seek out such books and ensure that appropriate entries are included and updated from edition to edition.

Citation Advertising
The citation of UIA studies or publications in other studies is an important means of stimulating sales. This does currently lead to sales but this could be stimulated by designing studies to result in citations. An example is the inclusion of the study on multinational commercial organizations, an important current topic, in the 12th edition of the Yearbook. This should lead to extensive reviews in periodicals which would not normally be interested in the Yearbook.

Advertising Difficulties
One major reason for the haphazard approach to advertising is that the UIA has been unable to obtain a suitable person to fill the post of 'public relations cum sales manager'. As a result, the sales department has become a distribution department only and advertising has had to be taken over by the Secretary-General. This means that no concentrated long-term effort has been made to make the UIA and its publications known.

A second difficulty is the image of the UIA as seen by the potential purchasers of publications and by those with whom the UIA could collaborate. The latter group help to build the reputation of the organization and thus stimulate sales. The question of image is discussed in the next section.
UIA IMAGE AND EXTERNAL RELATIONS

The UIA is in contact with four main groups: other NGOs, IGO circles interested in NGOs, congress organization and commercial travel groups, and libraries and university research centres. Each of these groups makes different demands on the UIA and to maintain its position, the UIA must cultivate a different image, or impression of itself, to each of them as to what it is and does.

NGOs

To other NGOs the UIA has to convey the impression of not wishing to interfere or be involved in their affairs. It has to maintain contact with these organizations and document their activities and suggest solutions to their common problems. At all costs, it must avoid any implication that it is a 'union' of NGOs, as it was when first created, and as its name so explicitly implies. It also has to stress that it is an NGO like other NGOs to avoid the suggestion that it is a profit-making Belgian organization.

There is no definite information available as to how well the UIA has succeeded in conveying its neutrality and lack of desire to 'organize' other NGOs. When represented at conferences of NGOs, it has had some difficulty in putting forward suggestions for projects, because other NGOs have feared that the UIA was power-hungry. It is also a fact that the UIA only rarely cooperates with other NGOs on any project. It is not clear whether this is by choice, namely that it does not wish to be involved with individual NGOs, or whether other NGOs prefer to be more closely associated with more conventional membership organizations.

Fundamental to all UIA activities in connection with NGOs and their problems is the assumption that these bodies want help and advice and are willing to receive these from the UIA. This assumption needs testing since the requests for advice from a few organizations may obscure a general hostility to outside advice and interference in their affairs.

The UIA objectives make it difficult for it to select any suitable program of cooperation which does not centre on the UIA's mechanism for centralizing, processing and publishing information. This centralizing procedure automatically brings to mind its negative image as a 'union'. 
The lack of cooperation may also be a general phenomenon amongst NGOs except on the most innocuous programs for the exchange of information and alignment of programs.

There is a tendency for the UIA to make use of its 'union' image with some new international organizations which are anxious to cooperate with any other organization. These organizations benefit from the experience at the UIA.

There is no definite information on how much effect the UIA circulars have on NGOs. These, together with the magazine and occasional letters, are the only regular contact. It is possible that many NGOs have reached saturation point. The fact that some of these circulars are IGO initiated questionnaires which are channeled through the UIA, may again bring to mind the negative 'union' image.

A detailed investigation by an independent reporter on NGOs attitude toward the UIA would be of considerable use as a guide to future policy, particularly since the UIA work is primarily for their benefit and yet few of them appear to purchase its publications. This would need to be related to an investigation on how many such organizations consider they are or want to be part of a general class known as NGOs having common problems.

IGOs

The UIA has been able to develop fairly successful contacts with some IGOs. The Yearbook is officially endorsed by the United Nations, a regular correspondence with the New York and Geneva Headquarters is maintained. FAO projects on NGOs are regularly handled by the UIA. With these organizations the UIA is concerned to maintain the image of being a useful source of documentation on NGOs as well as being, through its mailing list, a useful means of contacting these bodies. Aside from the purely documentary side, the UIA is also occasionally asked for comments on NGO attitudes by the NGO Department of these bodies.

In order to succeed in this relationship, the UIA has to imply that it is in constant contact with NGOs, not only from the purely documentary point of view, but also as receiving a representative number of reactions
on their attitudes, particularly from its Corresponding Member Organiza-
tions. It must therefore attempt to some degree to represent NGOs
to IGOs and vice versa through questionnaires. This procedure again
recalls the 'union' image, which is useful in this context.

Libraries and University Research Centres
A large proportion of the publications are sold to these bodies.
From the documentary point of view the UIA must therefore convey the
image of being an expert in the field of assembling documentation from
NGOs. This has presumably succeeded satisfactorily since UIA publica-
tions are quoted extensively in any papers on NGOs.

The UIA also makes the claim to possess considerable material on file
on each organization. It was originally hoped that people would come
to the UIA to do further research on NGOs. A regular stream of acade-
emics visits the organization but from the relative lack of follow up
it is not clear whether the reality of the secretariat conflicted with
the image conveyed via the publications or whether academics do not in
general maintain regular contact with institutes like the UIA.

Congress Organizations and Travel Groups
These groups make use of UIA published data on international meetings,
as well as consulting the UIA on contacts with NGOs. The UIA has
attempted to develop its image of expertise in the organization of inter-
national congresses through its series of publications on 'congress
science' and its four congresses on international congress organization.
The latter are intended to bring together NGOs organizing meetings, travel,
airline, professional, governmental or commercial bodies concerned with
congress centres or organizing congresses.

In this field, the UIA is therefore concerned to convey the image to
NGOs of giving them the opportunity to improve their meetings at reduced
costs - namely solving a common problem aided by the UIA. To the commer-
cial and other bodies, the UIA attempts to act as the centre or meeting
point for the various interests involved. It is also convenient not to
stress too specifically the non-'union' nature of the organization.
Secretariat, Publication and Advertising Quality

A constant stream of visitors pass through the Secretariat. The impressions of these people are extremely important as word-of-mouth advertising for the UIA and its publications. The building has however only recently been partially decorated and still gives a very musty 19th century impression. Much of the furniture and equipment is second hand and dilapidated. The inadequate floor covering, general amenities, and the many collections of exposed files and reports which gather a lot of dust, do not make a good impression. They may strongly convey an image of inefficiency, ineffectiveness and outmoded methods.

The UIA adopts a similar policy with its advertising literature. Poor quality stencils are used where offset is employed by other organizations. A pre-war style photograph is used on the list of publications. The UIA relies on the quality of the information in its reference works, but produces an inferior quality cover for its major income generating publication, namely the Yearbook. This can only damage the image and reputation of the organization when competitors use more modern materials.

The assumption made by the UIA is that other organizations and visitors (particularly from grant-giving organizations) will appreciate the evidence of economy. It is hoped that an image of a struggling underdeveloped organization producing high quality publications will be conveyed.

Since most of the UIA visitors are not from NGOs but are executives and academics used to modern buildings (particularly those from the U.S.A.), this assumption could be very damaging to potential income. Although many other small Brussels offices have a similar dilapidated atmosphere, the contrast to important visitors from large modern organizations must be very marked. They may assume that their funds would not be properly utilized.

This assumption therefore needs testing. If proved inadequate, a small investment in superficial improvements could quickly convey an atmosphere of efficiency which would not discourage grant-giving bodies.

As with commercial organizations, the UIA is forced to appear differently to different groups in order to maintain its activity with each group. The problem is that with some groups the UIA can usefully stress its 'union' image and with NGOs this must be avoided. There is therefore a basic in-
consistency between its image in one case and that in the others. This would be fairly satisfactory provided there was no overlap between the groups and provided that the UIA had very specific program objectives which were not blurred by the necessity to maintain conflicting relationships with each of these groups. In other words, if the UIA had a consistent self-image and set of objectives, it could balance its programs and decision-making with respect to each of these groups. At present, it must alternatively deny or imply that it is a union or federation of NGOs. This confusion is stimulated by the name of the organization.

Name of Organization
There has been a continuing discussion on the name of the organization for a number of years. In the early 1950's, stress was placed on the title 'Service Centre' for NGOs, but this has since been dropped. No satisfactory alternative has been produced. Further serious consideration does appear to be necessary in conjunction with a more detailed specification of objectives in order to make the organization more acceptable to other NGOs and to give it a forward looking, cooperative image and reputation.

The current title has connotations which are more appropriate to the pre-war mode of thought, before people had become sceptical and suspicious of organizations which explicitly claimed some form of universality. It may also bring to mind the United Nations Organization. Linking the two may make the UIA appear presumptuous. In the terminology of the communications media, the title would be described as "hot", namely as exciting critical objective interest and perhaps even hostility. What the organization requires is a title which is "cool", namely one which invites participative interest and acceptance (McLuhan, M., 63). In effect this corresponds to the distinction between forcefully putting over the intentions of the organization, and putting the intentions over in a more subtle manner.

In the first section of this Appendix, the value of the term 'world' as opposed to 'international' was discussed. The latter was shown to be limiting in an ambiguous manner. 'World' is, however, difficult to use in a title because it implies only world, if used as World Associations (Centre, etc.). This title is also rather "hot" as it could imply that the organization represented these bodies. 'Associations' is a difficult
word because it excludes governmental and commercial organizations, which the UIA also documents, together with some NGOs. Finally, it is difficult to decide whether the organization should be an 'Organization', 'Centre', 'Association', 'Group', 'Study Centre', etc. Each of these terms has disadvantages. An additional complication arises when the title is translated into French. The advantage of the English title is that it places the important keyword first, namely 'World' or 'International'. The French title places an ambiguous word such as 'Centre' or 'Group' first which group the organization in indexes amongst national bodies with the same first title word. This will, of course, depend on the classification system used in libraries, but it is an advantage for the organization to have an 'international' keyword to guide people to the field of interest of the organization.

A possible approach would be to compose an artificial name which would imply the organization's interests without too clearly specifying their nature. Examples might be 'Interlink', 'Intergroup', 'Intersystem', etc. This could be combined with 'Centre', 'Group', 'Organizations', etc. Most libraries use some form of keyword which would automatically have to pick out the field of interest of international organizations with an artificial title.
CONCLUSION ON MARKETING ACTIVITIES

The UIA is not sufficiently well organized to be able to detect what the purchasers and readers of its publications and potential members want. Nor is it organized to seek out and contact new markets and sources of support. To some extent this is because it is assumed that people and organizations interested in the highly specialized material the UIA offers will have the energy and determination to seek out the UIA. Partly it is also that the UIA has defined for itself the mission of educating the organizations it currently contacts. Low response and slow increases in sales can then be explained as due to the slow speed of the educative process rather than any defects in UIA operations.

The organization has succeeded and performed a useful service where many commercial organizations would have had to be disbanded. With the increase in commercial activity in the international organization field, the UIA may be forced either to commercialize itself or to specialize into a worthwhile non-commercial field. The choice facing the UIA is typified by the magazine editorial policy problems.

II SUPPORTING ACTIVITIES

In the last section, the marketing activities of the UIA were analysed as part of the general analysis of the internal organization and activities. In this section the supporting activities, departments and policies are considered.
FINANCE AND ACCOUNTING POLICY

In 1948 the UIA was reactivated with a capital of Bf rs 500,000 which was a legacy from one of its original founders. Since that date it has been entirely dependent on sales of publications, grants or contracts, government subsidies and membership fees, in one form or another (see Exhibit 31 and 32).

Balance Sheets

The balance sheets prepared by the UIA are listed together for comparative purposes in Exhibit 30. The cover the period 1955 to 1967, the end of the financial year coinciding with the end of the calendar year. The balance sheets do not give a very clear picture of the situation of the organization. There are several reasons for this.

Accounting methods have not yet been finally standardized for non-profit organizations even within the accounting profession. The result is that the meaning of 'capital', for example, is somewhat fluid. The UIA is not forced into producing a well-ordered balance sheet since this is not required by the Belgian Government, because of the non-profit tax status. Over the period indicated in the Exhibit, at least three different methods of treating individual elements of the balance sheet can be distinguished. This makes comparison from year to year difficult.

Opinion in Belgium and on the continent in general has not been strongly in favour of making the balance sheet public as evidence of the progress of the organization concerned. The form finally made available is therefore somewhat disguised, which, together with the difference in treatment from American and English methods, makes it difficult to understand what has been achieved over a period.

The UIA has not made systematic use of normal double entry book-keeping. Up until December 1965, the organization was run strictly on a cash basis. The principal effect of this on the balance sheet is that prior to 1966 the figure for debtors is not a true figure. On March 31, 1961, for example, Bf rs 550,000 invoices were outstanding and not shown on the balance sheet. A publication was not considered sold until the money was received. This meant that there was a time-lag between registering publication costs
and creditors, which were treated in the normal manner, and the income from the sale of the publications. In practice this posed no problem, since there was always a constant inflow of cash, but it does not make the balance sheet useful as an aid to evaluating the health of the organization.

The situation has been further complicated because from 1959 onwards no attempt has been made to value the stock of publications unsold. This means that creditors will be indicated for the cost of producing such publications, but no assets are shown to reflect the result of this expenditure. This gives the impression that the organization has produced nothing for a large expenditure.

A number of other items make useful comparison of the balance sheets very difficult. The figure for capital which is supposed to reflect furniture, library and equipment is not a realistic one as can be seen by the changes from year to year. No attempt has been made to depreciate the assets. Revaluations of currencies are not always clearly distinguished within the balance sheet. The figure for debtors, even under the current system, bears no indication of any write-off of bad debts. In 1961 this was stated to be about 10% of the invoices outstanding. Under the current system, advertising invoices are treated in the same way as publications, but the commission payable on receipt of the amount due is not provided for in the balance sheet. In effect advertising commissions are dealt with on the same cash basis as were the invoices prior to 1966. These commissions represented 50% of the advertising income in 1966, namely about Bfrs 250,000. This system does not give a true picture of amounts due at the end of each year, but has the advantage that these sums do not become due unless the advertising invoice is paid. A more serious disadvantage of not including provisions for future payments on the balance sheet is that the organization may not be financially prepared for them when they fall due - as was recently the case with a contractual obligation.

The cumulative profit or loss is carried forward from year to year. This is the only element which can be followed through from year to year in conjunction with the comparative income statements (see Exhibit 31). The
profit or loss as disclosed by the income statement is a net figure which includes both real operating losses (which cannot be detected), and apparent losses due to the time-lag between taking production costs onto the books and receiving payment. The effect of the latter should balance out over a number of years, but it is nevertheless impossible to determine the amount of profit made in a given period.

This cumulative figure, as a liability, is the trade credit controlled by the organization. The corresponding asset figure can be corrected to indicate debtors in the normal sense of the term, although this has not been done prior to 1966. This debtors figure is in fact tied up with the value of the stock of publications not taken onto the books. In effect the corrected debtors term may be considered as publications which are still 'in stock' up until payment is received. The transaction is considered complete at a different point. This choice has been of considerable disadvantage to the UIA since it always gives a delayed financial picture.

**Income Statement**

The income statement is shown in Exhibit 31 for the period 1955 to 1967. Publications have been grouped together in this Exhibit but are shown separately in Exhibit 32. As with the balance sheets, it is difficult to follow through different elements from year to year. It is not quite certain whether a given amount would be considered under the same heading from year to year. Thus in 1956, for example, no distribution costs are indicated separately.

The most significant item in the comparison of the income statements is the cycle in net profits. This seems up to 1965 to have consisted of two profitable or nearly profitable years followed by two years of losses. This cycle is due to the publication of the Yearbook every two years. The Yearbook is published in the December-January period depending on the speed of production. The exact date of publication may have a marked effect on the end of year financial picture. It can also disguise the typically very difficult cash position just prior to publication of the Yearbook.
According to the two statements, up until December 1965 the UIA made a cumulative profit of Bf Rs 109,000. It is not possible to state, as with profit-making organizations, whether this is good or bad, since the organization is not intent on making a profit, but merely in obtaining sufficient funds to continue its programs. The breakdown of the publications sales, which are the profitable section of the organization's operations can however be examined more critically.

Publication Sales and Profitability
The sales of different groups of publications, their publication and distribution costs, and the resultant gross profit are shown in Exhibit 32 for the period 1956 to 1967. The sales figures do not include contracts and for this reason the bibliography figures show a commercial loss which is largely met under contracts.

From the Exhibit it is clear that the sales of the Yearbook and magazine have resulted in an overall profit for publication sales, except for 1962 and 1964. The remaining groups of publications have shown either a slight profit or loss.

Exhibit 33 shows income and expenditure items as a percentage of total income and expenditure. Publication sales and contracts formed 89.6% of total income in 1967 as compared to 71.4% in 1958. During this period costs of publications (excluding administrative overheads) increased from 57.7% to 70.6%.

The gross and net profit (or loss) have been calculated as a percentage of sales and total income respectively in Exhibit 33. These figures all reflect the cyclical nature of UIA operations although the net profit percentage has improved in recent years.

The comparison between the income statements in Exhibit 31 shows that between 1957 and 1967 the distribution costs as a percentage of sales decreased from 9.4% to 6.5%. During the same period, production costs as a percentage of sales decreased from 80.7% to 56.2%. The reduction in the production cost percentage is largely due to the low editorial costs and the increase in the Yearbook price. The reduction of the distribution cost percentage may indicate that insufficient funds are being allocated to advertising.
Present Position
With the change in the accounting methods regarding debtors the balance sheet for 1966 and 1967 shows a much more healthy picture on the assets side. There has however been a marked increase in creditors. This change in policy does not affect the tight cash position in the months just prior to publication of the Yearbook. In 1968, for the first time, a loan of £300,000 had to be negotiated against the personal signature of the Secretary-General.

One reason for the cash position is the rate at which invoices are paid. The UIA requests payment in 60 days, but in December 1967 49% of the publication debtors and 41% of the advertising debtors had invoices dated prior to October. This represents £560,000. An important difficulty in collecting amounts due is that the publications take a long time to reach their destination and the UIA is not in a strong position to threaten bad payers overseas. The rate of payment could however be improved (20% of debtors are over nine months old). A step in this direction would be to indicate clearly on the invoice when the amount falls due. Discounts for early payment should also be stated on the invoice.

The UIA is fortunate that it can stretch its creditors, particularly printers, up to five months or more. Some printers' bills payable date back over two years or more.

Conclusions on Finance and Accounting
The attitude towards the balance sheet is that it is something that must be produced for the benefit of members but that it is of little use in the management of the organization. The organization therefore loses the possibility of being able to detect and plan for critical periods by comparison between balance sheets over a period of years. Much more attention needs to be given to procedures for obtaining reliable cost and sales information on different groups of publications. These can be an aid to control of the organization irrespective of whether they are all made available to members. The lack of an adequate system of costing has meant that the financial success or failure of a particular publication or group of publications is not always clear. The sales and profitability of some publications are calculated on the basis of stock and selling
price figures often without allowing for the number of press copies distributed, the distribution costs, and discounts. Discounts to the London business secretariat are treated as "national secretariat" expenses, for example. No attempt is made to allocate administrative overheads to particular publication groups to check their net profitability.

The procedure for collecting amounts due needs to be re-examined. The UIA could probably dampen the financial cycle. The publication of the new Yearbook of International Congress Proceedings at the same time as the other Yearbook will tend to exaggerate the cyclic effect. It would be useful to move its publication date into the second year.

The monthly cash situation would be much more reliable as a guide to the health of the UIA if figures for each month were combined together into a projected cash flow sheet for the future twelve-month period. This would show the projected revenue and expenditure month by month. It would give some warning of critical periods. It would also allow the UIA to check the monthly situation against the budgeted situation.

The UIA might be able to benefit from the work currently being done on accounting problems of non-profit organizations and the special techniques required (see bibliography). A special study in the U.S.A. resulted in recommendations on standards for balance sheets and income statements for non-profit voluntary organizations. Copies of the statements are given as Exhibit 34 and 34a. Such standardized accounting statements could be used as a means for developing ratio-analysis of the items in the statements as a guide to the management of non-profit organizations (see Exhibit 15a).
OFFICE CONDITIONS AND EQUIPMENT

Office Conditions
The organization is housed in a very adequate 19th century building on a 3-6-9 formula lease. The house is being leased whilst awaiting the increase in property values in what is relatively expensive area. The building has been redecorated by the owner and the UIA jointly. Central heating was installed at the same time.

Although the conditions are fairly satisfactory for the Brussels area, no attempt has been made to modernize the washroom facilities and cover the floors. This means that the general impression is one of bare boarded offices filled with a variety of second-hand desks and no modern filing cabinets or storage equipment. Because of the lack of adequate filing facilities and the exposed piles of documents, dust tends to accumulate, giving the office a rather musty atmosphere.

Since much of the documentation is considered unique, and there is little fire protection, this amounts to exposing one's assets dangerously. The UIA has already had one fire in a previous premises.

These comments are relevant to the sections on personnel turnover and also to the question of the UIA image and fund raising.

Equipment
There is a lack of adequate filing facilities as was indicated above. Aside from the fire hazard, the current system used does not encourage organized filing. Some of the files are difficult to work with and dirty.

Manual typewriters are used in all work. One problem in this respect is the need to keep two sets of typewriters, with English and French keyboards. A manual duplicator is used. The use of the manual typewriter and duplicator results in a rather poor quality stencil which reflects on the image of the UIA. A manual addressograph machine is used for addressing the regular mailings. The UIA has used a Rank-Xerox photocopy machine with some success.
PERSONNEL POLICY

The personnel of the UIA may be divided into three groups:

- executive, of which there are 3
- administration and production, of which there are 5
- secretarial and general office duties, of which there is 1 (plus 1 part-time).

The secretariat has grown from two persons in 1949 to the present staff of 10 with 1 part-time. An organization chart is shown in Exhibit 35.

A basic problem in obtaining staff is the necessity to have production staff proficient in both English and French, since the majority of the publications are produced in English or in some bilingual form. Much of the data received is in these two languages, but an acquaintance with Italian, Spanish, Dutch, German and Portugueses is necessary to be able to scan periodicals.

The executive staff, composed of the Secretary-General, Assistant Secretary-General and the Head of the Information Unit have been with the UIA for over 15 years. One member of the secretarial staff has been with the UIA for 4 years. The remaining personnel have been engaged during the past two years. These details are illustrated in Exhibit 36.

From Exhibit 36 it can be seen that the average staff turnover is approximately 50% per year. If the executive group is excluded, this rises to approximately 70% per year.

Reasons for High Personnel Turnover

The main reasons for the high personnel turnover have been:

- low salaries compared with commerce
- physical working conditions not necessarily as satisfactory as in commerce
- uncertain morale
- uncertain prospects in a small organization
- arbitrary decision making, lack of working program, lack of clarity of job functions, insufficient delegation of responsibility
- dissatisfaction with living conditions in Brussels (persons from England)
- employment only wanted for a short period
- no satisfactory system of salary increases or annual bonuses
- some documentary work very tedious (particularly calendar and bibliography)
Reasons for which Personnel Remain with Organization

The main reasons for which personnel stay with the organization are:

- 1st group: considerable dedication and interest in the work; sense of accomplishment; concern to maintain an important activity.
- 2nd group: convenience (not strict on holidays, days off, etc.); pleasant atmosphere; lack of adequate alternatives (bearing in mind part time requirements);
- 3rd group: pleasant atmosphere; lack of adequate alternatives.

Problems in Obtaining Personnel

The UIA has considerable difficulty in attracting and holding onto suitable staff to perform the documentary activity. This is partly due to the lack of people with the language qualifications prepared to work for the salaries offered, and partly because a certain amount of interest or dedication is required to work in a small non-profit organization. It is difficult to find people who are convinced of the value of NGOs as a field of long-term interest, and to be able to convince them of the UIA's future in this field.

Conclusions on Personnel Policy

There is a tendency when dealing with personnel to emphasize the non-profit, 'sacrificial' aspect of working for the UIA. The work done and the well-being of the organization are stressed. This makes it almost impossible for employees to request salary increases or improved working conditions without implying some form of violation of the spirit of the organization.

The personnel are however regarded as replaceable so that the high turnover is not considered important. The policy is to allow employees to leave without making any serious attempt to meet their demands for better conditions. It is easy to do this, since the employment situation in Brussels is in the UIA's favour at the moment. By adopting this policy personnel costs are kept low but the quality, commitment and morale of staff remains low.

The UIA does not cultivate all the advantages normally associated with non-profit organizations. Many commercial organizations get greater sup-
port from their personnel by a policy of encouraging participation and constructive criticism. The UIA does not have a regular meeting of staff at which this could be done.

As a result the UIA has attracted people who are initially interested but then drop away as they recognize the considerable amount of detailed documentary work involved. A certain number of idealists fall into this category. Also attracted are people who for one reason or another cannot obtain a position elsewhere and find it convenient to work at the UIA. A further problem in the case of the documentary personnel of anglo-saxon origin, is that it is difficult for them to adapt themselves, on a long-term basis, to life in Brussels. Locating personnel is not easy since they have to be brought across to Brussels for an interview, or else they may have preconceived ideas of what the organization's work involves.

This has meant that the quality and continuity of the work has been the responsibility of the first group. The quality and volume of the documentary work, in particular, has been maintained almost entirely as a result of the efforts of the Head of the Information Unit.

The UIA has not been able to fill one important slot in an adequate manner. This is the position of sales and publicity manager. These functions now devolve onto three people. Although the commercial possibilities are quite considerable, the UIA has not been able to obtain anyone for this position despite occasional attempts. Reasons are that the type of dynamic person required would not accept the rather archaic working conditions and budget initially available. Also, no acceptable formula for giving him the necessary responsibility has been worked out.

**Amenities and Working Conditions**

The morale of the female staff is strongly influenced by the poor amenities and general physical condition of the offices and equipment. This is emphasized by the isolation of individual offices. People in different departments may not see each other for weeks. This does not help to cultivate good team work even though individual contact may be very pleasant.
Communication with Personnel
Since much policy making is on a short-term basis in response to immediate crises, it is not considered important to inform personnel of current plans. There is little participation by personnel in decision-making. As a result, each person is forced to restrict his attention to his own job and may have little understanding of other activities within the organization. This lack of communication and a certain amount of secretiveness leads to a considerable number of rumours. These are not good for the morale of the personnel and may be an important factor in encouraging people to leave, particularly, when the rumours concern the ability of the UIA to meet staff salary commitments.

Future Problems
A problem implicit in the current set-up is the lack of a trained successor to a number of critical posts. No replacement exists for the Secretary-General who wishes to withdraw slowly from current operations over the next five-ten years. The Assistant Secretary-General is not available on a full-time basis. The Head of the Information Unit is on contract expiring on a non-renewal basis at the end of 1968.

Of the three persons taken on in order to replace the Head of the Information Unit on his departure, one left after 3 weeks, and the remainder are leaving at the end of 1968. Of the other members of the administrative and production group, one is retiring at the end of 1968. Two others are leaving before the end of 1968. This means that the whole of this group may have to be replaced if the current programs are continued.
PERSONAL OBJECTIVES OF UIA EXECUTIVES

In a small organization the personal objectives and interests of the executives have a considerable influence on the activities and programs. The executives interpret, implement and modify the objectives and activities laid down in the Constitution. This is particularly true of a non-profit organization or one pursuing some idealistic objective.

The three executives at the UIA, namely the Secretary-General, the Assistant Secretary-General and the Head of the Information Unit (who is also the Editor of the Yearbook) have all been intimately concerned with the development of the organization for the past 15-20 years. The differences in their conception of the role of the UIA, its activities, and the future program are reflected in difficulties of decision-making and inconsistency between parts of the program.

The Secretary-General is primarily interested in increasing the role of the organization in international society and in ensuring that it benefits from the commercial possibilities of its specialized documentation and contacts. The Assistant Secretary-General is primarily interested in the services the UIA can render to NGOs and in the well-being of the UIA. The Head of the Information Unit is mainly concerned with the improvement of the general documentation on international organizations and their activity. The objectives of the Executive Committee members do not lead to new programs but act more as a brake on existing activities.

The main reason for these differences is the lack of a well thought out, mutually agreed, consistent set of objectives. These are not essential and the organization has survived without them by relying on the discipline imposed by a regular publication program.

The importance of these objectives is that any future program must be designed to satisfy the desires of these key individuals and any future executives. This cannot be done effectively without a mutually agreed conception of the role of the UIA.
C FUTURE ACTIVITIES

The future possibilities and programs of the UIA must be considered in terms of the features of the dynamic system and the current vagueness about the meaningfulness of 'NGO'. They must also be designed to satisfy the personal objectives of the UIA executives and to allow for current resources and competition. These have all been discussed in the first part of this Appendix.

The following points cover activities which might be incorporated into a future program. These do not represent an integrated program since some of the activities are mutually exclusive.

- increase emphasis on congress organization
- develop the documentation system to handle national organizations whose activity is of immediate importance to the world system
- increase ability to handle specific inquiries and general surveys
- develop the point of view of the UIA to cover and relate not only formal organizations (as at present), but the other features of the world system as discussed earlier
- emphasize current activities of the world system rather than the documentation of past activities.
- cease activities and production of all publications which are duplicated commercially or attempt to cooperate with them at reduced cost to UIA.
- increase cooperation with institutes of world affairs and peace research.
- concentrate on the problems of education about all aspects of NGOs and the world system.
- cease emphasis on activities as a 'union' of international associations and change the name of the organization in order to be able to build a more positive image.
- maintain personnel requirements (and hence expenditure) at a minimum and concentrate on increasing the usefulness and sales of the most successful publications.
- develop personal contacts with Unesco national commissions and NGO groupings in order to get more and constant feedback on the role the UIA can usefully play.
- develop associate membership to get active student and individual support.
- investigate the role the magazine plays and could play to further UIA objectives. It might be an advantage to split the magazine into a serious journal/newsletter on a quarterly basis and a monthly personalized newsletter.
- create subsidiary profit organizations to handle publication sales, congress organization, NGO report sales service
- build up personal contacts with Unesco and grant-giving bodies.
- build up personal contacts with university departments and institutes concerned with the study of international relations.

The above selection of possibilities shows that there are many directions in which the UIA can develop. It is not sufficient, however, to decide on isolated activities and hope to graft them onto the existing program. This might lead to an inconsistent program which would be ineffective.

The feasibility of any future or long-term program must be considered in terms of the strengths and weaknesses of the UIA as brought out by earlier sections and summarized in the following section. These possibilities must be seen as logical developments from a consistent set of objectives as discussed in a later section. These objectives must then lead to the development of logically consequent and consistent strategies in terms of the environment with which the UIA is faced. These strategies can then be used to develop long-term plans and specific programs.
C SUMMARY OF EVALUATION

I STRENGTHS AND ADVANTAGES

These are summarized below:

- in specializing in the field of international relations, the UIA is in an expanding market for ideas and documentation, provided it can keep up with the explosion of demand. This can be a field of great potential if correctly explored.

- the general UIA objective of promoting international cooperation is one which does not need to be explained specifically in order to gain verbal support. The UIA does not have the problem of selling the need for its activities in general (but of showing the relevance to particular fields - as potential suppliers of funds and active support).

- the UIA has an impressive record for documentation in the field of non-governmental organizations and its publications are well-known by researchers and those concerned with this specific field. It is recognized as a valuable organization which assembles information which would otherwise be dispersed by speciality or by nationality. The UIA can capitalize on this experience.

- the UIA is still the only centre to specialize in the study and documentation of all international non-governmental organizations. This generality of interest, political and ideological neutrality enables it to remain open to ideas in normally unrelated fields. The UIA and its magazine provide a unique platform for uncommitted viewpoints, either ideologically or by speciality, by government, commercial or NGO.

- the UIA has managed to place itself in a position where it can adapt to contacts from NGOs, IGOs or business as these interests touch upon the NGO field.

- the UIA has one very good publication on which its reputation and income has been built, namely the Yearbook of International Organizations. The production of this and improvement in its quality is the most important activity of the UIA. The publication is fairly well known in the market.
the UIA Yearbook is produced with the endorsement of the United Nations and is the reference source used by the U.N. and Specialized Agency staff concerned with relations with NGOs. This puts the UIA in a position of considerable influence with regard to the NGO sector in certain well-chosen situations, to some extent the channel for data on NGOs.

- the UIA has been able to depend upon a dedicated core of staff, which has permitted the organization to survive and produce valuable documentary work during difficult financial periods. It is an organic organization which means that it can quickly deploy its internal resources to handle crises and can continue to produce highly specialized documentation with limited resources and lack of encouragement.

- the Secretary-General has built up a very valuable network of contacts in Belgium (many of them personal), which enable the organization to survive financial and other organizational crises which would be fatal to any commercial organization.

- the program is very flexible and can adapt quickly to document topical items of interest.

- the ability to survive on sale of publications is exceptional for a non-profit documentation organization.
II WEAKNESSES AND DISADVANTAGES
UNDERSTANDING AND ADAPTATION TO MARKET CHANGES

Information Industry

The UIA is primarily concerned with the collection and processing of information. The techniques and equipment in this sphere are changing so rapidly, that it is not possible to predict whether the UIA, or any small organization, will be able to adapt satisfactorily to the situation as it may crystallize in 5 or 10 years time with the introduction of data-net systems and large memory banks.

It is quite possible that large organizations with considerable financial resources could take over all the documentary activity as part of a much larger documentation project, possibly integrated into an international data network for instant access. Such a project could well be undertaken with government aid or as an intergovernmental project, e.g. arising out of the current ICSU-Unesco joint project on scientific information. This danger is particularly acute in the bibliographical sphere.

A particularly important future development may prove to be the de-emphasis on the centralization of information, leading to the establishment of regional or national specialist centres hooked into an international data-network. The desire of the UIA to restrict itself the privilege of providing documentation on certain aspects of international organization may well be challenged by a number of different centres, whether governmental, library, etc. The data-net may in fact favour the storage of information at regional centres. This development and the many different centres desiring to perform parts of the UIA's self-allocated function, mean that a continuing analysis of the UIA's role is essential to make sure that it would not be better employed on activities which are more critical to the development of international cooperation but less widely recognized as such. Essentially, this raises the question whether the UIA wants to compete on old activities or initiate new activities.
Competition
The UIA is not sufficiently aware of the inroads made by various competitors on its potential market, and as a non-profit organization, it does not know how to react to these inroads.

The Europa Yearbook and its companion volumes contains more information and is less specialized than the UIA Yearbook. The two American calendars also contain more information and are less specialized than the UIA Calendar. Many other specialized competitors render the UIA publications superfluous in certain markets.

The UIA needs to develop very precise objectives, particularly with regard to what it wants each publication to accomplish, in order to be able to react to these competitors. Since the documentation market is an open market and an expanding one, it must be expected that other commercial interests will soon move into this field with the aid of computer techniques.

External Collaboration
One of the strengths of non-profit organizations, is the many potential avenues for collaboration which are open. The UIA has not been able to develop techniques to exploit such facilities. The organization has been more concerned with ensuring that its existing publications are sold, It has been less concerned with evaluating the advantages of collaborating on such activities or even allocating them to other organizations which are in a position to perform them better.

The UIA has therefore become isolated from other organizations working in its area and does not benefit from extensive support. In many cases the UIA does not even approve of their activities, since it is apparently a reflection on the inadequacy of the UIA in certain areas. The organization is therefore forced into a rather inflexible, self-defensive attitude.
Product Criteria
The UIA does not appear to be sufficiently conscious of the nature of the activities which it is attempting to document and their relationship to other related activities. Thus it has concentrated on documenting on the basis of very narrow criteria without realizing how activities which fall outside these criteria may either be stimulated into becoming or will naturally develop into the type of organizations in which the UIA is interested. The UIA has not specifically recognized the dynamic interrelationship between processes which it is documenting and related processes just outside its field.

For example, rigid cut-off points have had to be established for financial reasons, to exclude documentation of any regular international conferences which are almost equivalent to organizations of the "standing conference" type, included in the Yearbook. It is impossible to distinguish some meetings from organizations. International conferences organized by national organizations are also budding international organizations whose development should be followed closely.

International organizations, particularly some inter-governmental organizations, which do not fulfill criteria and yet of great topical interest and not properly documented elsewhere, should be considered in the Yearbook and general documentation. They are significant elements of the international scene and not including them implies to the ignorant that the UIA does not know of their existence.

The same remark applies to organizations which have 'international' in their title and which do not fulfill Yearbook criteria. At least a reference should be included to show the reason for their exclusion.

The UIA is remarkably hostile to national organizations. Important national organizations are the keys to the formation and growth of international organizations. The separation between national and international is a political one and does not reflect the dynamic links which are a key to an understanding of the process which the UIA purports to study. If the UIA is interested in stimulating the formation of international organizations, it is the uncommitted national organizations which could profitably be introduced via the UIA. This would increase the UIA influence and income.
The UIA is not always conscious of the areas to which it must sell its publications and the relationship between the sales of its publications and the accomplishment of its objectives. This leads to difficulties in deciding which market areas to stimulate, which products to stimulate, and what quality of product to produce.

**Status of UIA**

Due to the problems of financing and organizing the activities of the UIA, it has been forced into a method of operation which has caused a drift in its status from that of a purely non-profit organization, to one increasingly concerned with the profit side of its operations. This is to some extent recognized by other NGOs.

The definition of a non-profit international organization is not very precise. If stress were laid on the importance and influence of membership on organization policy, then the UIA might be classified as a national organization with international interests and members. If stress were laid on the precise nature of its activities, then the UIA might be classified as a profit organization operating at a loss. The UIA has to be careful that the question of its status is not raised as this might affect its tax status.

**INTERNAL**

**Control and Evaluation**

The UIA has had difficulty in developing adequate procedures for controlling activities in different areas:

- the procedures for checking and improving on the quality of information sources, upon which the documentary work is highly dependent.
- the procedures for checking and improving on the quality of individual publications, in comparison with competitors publications.
- the procedure for checking on the sales and potential readership requirements, of particular publications and of sales in general, as an aid to planning future publications. Too much reliance is placed on a few isolated comments and orders.
- the procedure for checking on the success of particular sales campaigns as a guide to future advertising expenditure and techniques.
- the procedure for checking on the quality of information stored in files for the use of research and survey work. This leads to false claims with regard to the amount of information stored, e.g. national addresses.
- the procedures for attempting to control the UIA's internal and external image. The current external image has led to isolation of the UIA as a spokesman for the NGO area and a breakdown in membership support. The internal image has lead to low staff morale and cynicism with regard to UIA publications and programs. This has lead to a high staff turnover and dependence on a few key dedicated individuals.
- the procedure for analysing expenditure areas and the control of programs using financial and cost data.
- operation procedures in general are too fluid. The constant changes (e.g. in the periodical scan procedure), lead to uncertainty in the personnel, accentuating the morale problem and cause inefficiency.
- the lack of distinction between information prepared for internal control purposes for decision making, and information for publicity and obtaining funds results in an unsatisfactory compromise generally in favour of an optimistic report. This is reflected in the financial reports, circulation and sales reports, monthly condition reports of activities.

**Coordination**

- no systematic procedure has been developed to establish the relationship between the time and funds to be expended on each program. It is therefore not possible to establish with any accuracy how much of the organizations resources are expended in any given direction, and in what direction the organization is moving as a whole. Related to this is the difficulty of establishing how much effort is put into supportive activities, such as advertising, equipment renewal, etc.
due to this lack of coordination it is not possible to determine whether the organization is overextending itself by producing a wide spectrum of publications with inadequate sales support. Or whether it is the market evaluation or penetration that is inadequate.

- internal organization of the documentation and sales data is poorly correlated. Information in sales files is not used for advertising purposes. The documentary link between publications is not stressed in advertising.

- due to the critical importance of programs leading directly to sales, these are given more emphasis, although this may not be in fact justified in terms of the stated objectives. This renders the objectives useless as an aid to balancing the programs. This means that there is little time for research.

- inability to coordinate image. As a result the UIA appears as one thing to commercial subscribers, another to libraries, another to international organizations, another to researchers. Because of this dilution of image, its appeal to many of these groups is reduced and it becomes a slave to the financial and editorial implications of a multiplicity of uncoordinated programs.

- because of the inadequacy of procedures it is difficult to delegate responsibility for individual programs and activities. As a result decision-making and procedures must be centralized around the Secretary-General who is forced to operate the organization by intuition as the only means of balancing the complexity of programs and ensuring the organization's survival.

- routine administration and documentary work severely restrict the amount of creative work, whether research, promotional, or contact making.

- because the UIA is highly dependent on a few dedicated individuals, it is difficult to induce these people to coordinate the programs in which they are mainly interested with the overall programs of the organization.
Planning

Short-term

- because of the publication deadlines laid down for certain periodical publications, the UIA does not have a special problem in this area. For irregular publications, however, no short-term effective planning is possible. Plans are made but are not systematically put into written form as a basis for execution. It is often not possible to discover what was decided at a previous planning meeting. This makes it possible for the persons responsible for the execution of individual programs to ignore less clearly defined directives when executing a program.

- no planning meetings as such are scheduled into a monthly program on a regular basis

- the UIA has accepted the effects of the two year financial cycle and has not attempted to balance the successful year against the unsuccessful one.

Long-term

- because the UIA does not establish long-term plans, other than those required by the periodical publications, it is not possible to submit requests for grants in support of particular programs. Some grant making bodies require one to two years notice before allocating grant monies. This effectively prevents the UIA from developing new programs with the support of outside funds.

- the UIA does not have specific long-term plans other than to keep on documenting. No attempt is made to relate the success of existing programs to the probable success of the same programs in future years. In general, there is little feedback on the results of a given program.

Each program needs to be evaluated in terms of what the UIA seeks to accomplish in the next 5 - 10 years in the light of the probable activities of other organizations which at present can only be regarded as competitors.
because of the lack of specific objectives for the formation of plans, the organization is not able to develop any criteria or control systems to evaluate and compare different programs of activity, or the effectiveness of the organization itself.

because of the lack of planning, the organization is unable to determine how to react to the increasing demands for particular items of information or general research requests. As a consequence a certain percentage are ignored or delayed on an unsystematic basis leading to bad relationships with inquirers.

Decision-making

due to the lack of objectives useful for decision-making, decisions tend to be taken on the basis of precedents set by previous operations. This does not lead to any difficulty with the periodical publications, except insofar that little account is taken of what the UIA wishes to achieve with these publications.

Other decisions tend to be based on intuitive experience of operation of the UIA over the past 20 years. These decisions tend to be based on the assumption that NGOs are a homogenous group conscious of their existence as a special class with much in common with one another.

as a small organization, the influence of the personal objectives of executives is strong. In many cases these personal objectives are not in harmony and this leads to lack of coherence and consistency in programs.

as a non-profit organization which has some activities organized on a profit-making basis, the UIA is constantly faced with the problem of balancing profit and non-profit programs. Because the advantages of many non-profit operations are less directly evident, the decision-making tends to favour the clear cut profit oriented operations. This problem is present in all non-profit organizations including government agencies.
CLARIFICATION OF OBJECTIVES AND STRATEGY

In the earlier parts the environment of the UIA and its performance within that environment have been analysed. Some possible future avenues which the UIA could explore have been outlined. In this section, certain sets of objectives which the UIA might consider are identified bearing in mind the need for more precisely stated objectives as brought out by the summary of the problems of current performance. This is necessary to maintain a coherent, consistent program of operations.

Using a precise set of objectives and bearing in mind the complexity and dynamic nature of its environment, the organization can set itself precise goals. Each decision can then be taken in the light of their probable contribution to progress towards these goals. Effective planning and control procedures can then be set up to ensure efficient progress towards these goals.

From the analysis of the activities of the organization, it is apparent that the major emphasis has been placed upon the documentary activity. This is justified by the argument that the documentary activity currently contributes towards the promotion of international cooperation. It is also essential in order that the UIA should survive since it has no other major source of support.

There are an increasing number of organizations, commercial and other, which are taking over parts of the UIA's documentary function. It is important to determine whether in fact each individual publication the UIA produces, really contributes towards the promotion of international cooperation in a significant manner, or mainly towards the survival of the UIA as an organization. The question is, whether the UIA is documenting in order to survive or in order to promote international cooperation.

It is not clear what unique function the UIA hopes to perform in the future that will not be paralleled by activities of other organizations.

Some studies of formal organizations have produced tentative conclusions which are relevant to the UIA problems of objectives and decision-making, (quoted in Miles, E., A5):
- when the organization goal is diffuse and difficult to achieve, survival of the organization becomes a dominant interest in decision-making.

- when the organization goal is diffuse, new activities will tend to be undertaken more frequently.

- ambiguity in formal organization objectives facilitates the ability of the leadership to develop less ambitious short-range aims reflecting modest personal expectations of success.

- the lowest goal commonly agreed upon within the organization is the only one that can effectively be sought over time.

- organization experience indicates those goals that can be obtained. Some goals lose significance as a result of futile attempts at achievement. The leadership therefore tends to seek those goals that have been successfully implemented by the organization in the past.

- the more organizations are multi-purpose, the higher will be the internal conflict over allocation of resources.

- the greater the free flow of ideas in the communication process, the greater the facility in finding solutions to problems, but the more difficult coordination becomes.

These points stress the importance of adequate objectives and the necessity for a consistent set of objectives which can be used to formulate compatible concrete goals.

Possible Objectives

a) Current Implicit Objectives

The UIA can continue to operate with the current objectives as implicitly used in decision-making. The preceding analysis has shown that many of the problems of the UIA arise from these non-explicit objectives so that this course of action would not lead to any improvement in the situation. The UIA's problems would not be cured by a sudden influx of funds because no proper procedure exists for controlling the expenditure. The danger of the current state of affairs is that it prevents the UIA from instituting procedures to avoid being superseded by competitors.

b) Objective: UIA to be the Unique NGO Documentation Centre

If the fundamental UIA objective is stated as being "to maintain and promote its status as the principal documentation centre on international NGOs within the international system", a number of clear policies can be developed. These have been noted in Exhibit 36a. Also noted in the Exhibit are the problems which arise as a result of adopting this objective.
Adoption of this objective would mean that the promotion of international cooperation becomes incidental. The two main problems are, firstly, that no criterion then exists for deciding which activities should be given preference when resources are insufficient. Secondly, there is no memos of preventing other organizations from duplicating the work. If the competition is ignored, then the organization may find itself bypassed by a multitude of other organizations which collectively supply the information the UIA would like to supply, but in a much more efficient manner. The UIA would then be performing no useful function except as a selective museum.

c) **Objective: Serve the Needs of NGOs**

If the fundamental objective is stated as being "to determine and serve the needs of NGOs within the international system" a number of clear policies can be developed.

The main problem arising from this objective is that the UIA has not developed the expertise for maintaining contact with NGOs in order to be sensitive to their needs. Twenty years ago the organization was established with the title "Service Centre for NGOs". It has not been able to maintain the links with NGOs. Due to its history, image and concept of NGOs this might prove difficult. There is little evidence that NGOs want to be helped.

This objective also raises the difficulties of funds. Organizations with such objectives are generally established as membership organizations to ensure effective contact on the problems of NGOs. The UIA would have difficulty in generating this sort of membership, particularly if this was to be the major form of support.

The objective also loses sight of the fact that the NGOs are only one of many classes of organization and to an increasing extent it appears likely that international cooperation and integration studies will emphasize the complementarity of classes and the artificiality of rigid distinctions between them. This objective would therefore isolate the organization from the main advances in understanding of the world system.

d) **Objective: Study the World System**

If the fundamental objective is stated as being "to study the features of the world system", a number of clear policies could be developed.

The main problem would be that the UIA would then be entering the field of study of many international relations institutes and does not have the resources to do this effectively.

Each of the above objectives result in either the continuance of the traditional pattern of activities or an attempt to dominate or monopolize some function within the world system. The latter is a very concrete objective but is likely to be beyond the resources of any
small organization in the near future. It is also liable to anta-
gonize the persons for which it was instituted.

e) Objective: Facilitate Bond Formation within the World System
If the fundamental objective is stated as being "to facilitate the formation of bonds between bodies within the world system", the above difficulties are avoided. Bond formation is taken to mean any activity leading to useful contact between bodies otherwise functionally isolated by a combination of ethnocentric and discipline centred interests.

This objective permits the UIA to adopt any program which leads to the formation of links between bodies. It does not restrict the organization to activities which are threatened by commercial duplication. It does not imply any attempt to organize or dominate. In effect, this objective is an expression of the major function currently performed by the UIA for the world system, namely the use of documentation to facilitate contacts between nations and organizations. There is therefore no question of an immediate major departure from current programs but merely an additional precision which can facilitate program emphasis and evaluation.

The objective is forward-looking, challenging, invites participation, and is sufficiently precise to lead to means of measuring progress towards its accomplishment. It can be used as a basis for coordinating and redirecting existing programs. It is not excessively ambitious and is relevant whatever the financial resources of the organization. These are all essential characteristics of an objective.

Possible Strategies
An objective is useless without an adequate strategy for achieving it. This must take into account the resources of the organization. The only short-term strategy open to the UIA is the current one since no other source of income is available. As a long-term strategy, the UIA can either concentrate on the commercialization of its interests or attempt to broaden the range of its contacts in order to obtain greater subsidy, foundation and contract support. If it attempts to overcommercialize, it damages its relations with the organizations with which it should be in contact.

The UIA must decide whether its own services are a more useful aid to international cooperation in a given area, in which case it must continue its operations. Alternatively, if a competing service is better, the UIA must decide on one of two courses. Either the market must be considered as important as a source of income which will increase the ability of the UIA to fulfill its objectives in other areas, in which case it must compete for resources with the other organization. Alternatively, the UIA can consider that it can better employ its resources in other markets or with different programs. It is important to recognize that in the first case the contribution towards the UIA objectives would only be indirect and other programs may be more useful in this respect. The distinction
between the role of an NGO and that of a commercial organization becomes important. It is questionable whether one should attempt to undertake the functions of another.

A better strategy is therefore to modify the program emphasis in order to make the UIA an effective tool for future change. The current program tends to emphasize the passive documentation of activities initiated by others. It gives the UIA little more than a historical function in the world system. This does not attract funds or support those who are attempting to change society and plan for its future.

RECOMMENDATIONS

Objectives
The objectives need to be discussed further on the basis of the above analysis and stated more precisely to facilitate decision-making and evaluation of the progress of the organization from year to year. They should place less emphasis on passively documenting past international activities. More emphasis should be placed on facilitating the dynamic process of integration and link-formation by all significant organizations in the world system — whether at the national or international level.

Strategy
The organization is currently over-extended in terms of personnel resources, financial strength, publication range and activity. Many competing publications, lack of general interest and inadequate advertising ability are limiting the utility and sales of UIA publications. Past activities and the name of the organization have isolated the UIA and reduced its ability to collaborate with other bodies, raise funds, or to sell itself as an effective other-directed organization. The internal procedures are inadequate for the effective control, coordination and utilization of activities, files and incoming flow of information. The UIA does not have time to correct this.

The UIA should consolidate and cease production of all publications whose utility, readership or sales are unsatisfactory. It should concentrate on selling and improving the services related to the Yearbook of International Organizations.

The name should be changed. The organization should build up personal contacts with other institutions in its field of interest. This is a means of sounding the environment for suggestions and support for a future UIA role and program of cooperation with other organizations.

Long-term Plans
These would be largely dependent on the analysis of the reactions to the personal contacts made by the UIA with other organizations. The plans should however involve the use of information and documentary material, particularly the Yearbook, as a tool to stimulate the formation of formal or informal links between organizations. They should also aim to build an understandable concept of the world system and the role of each organization in it. The plan should be designed so as to make it possible
to evaluate annual progress.

Great care should be taken to build and maintain a cooperative forward-looking image. The success of this effort should be assessed periodically.

Specific Recommendations

NGOs: A detailed study should be made of NGOs to rank them in order of activity and importance as NGOs and to the UIA. The results of the study should be incorporated in the coding of the UIA addressograph plates. This would ensure that funds were not wasted on mailings to the many letterhead and specialty centred organizations at present on the mailing list. It would also provide valuable information to guide the magazine editorial policy.

Organization: The organization chart in Exhibit 35a shows sales, production of publications and advertising as the responsibility of one person reporting to the Secretary-General. The only personnel that need to be hired are a sales clerk with accounting ability and a knowledge of English, and an English speaking secretary to operate the Information Unit. She would spend part of her time doing general secretarial work.

One part-time typist/filing clerk needs to be hired. The remaining activities would be performed by accumulating routine work for efficient temporary secretaries. This could be done for invoicing and general correspondence.

Personnel

Care should be taken that the personnel are well-paid and that they do not complain of boredom in their jobs. The current impersonality and isolation of each person in different offices should be reduced, as it was in the previous building. This could be done by the simple process of arranging a regular mid-morning and afternoon 10 minute break.

The personnel should be encouraged to suggest means of improving the internal decor and amenities. A small allocation for this purpose should be considered.

It should be made clear to each employee when he or she can expect an automatic periodic increase in salary apart from cost of living index increases. Each should be encouraged to suggest means of improving or extending his or her job activity so that the impression of being in a dead-end job is reduced.

Advertising

Better quality advertising should be used. Greater use should be made of journals selected to cover the markets to which the UIA is selling its publications.
Filing and Costing
The system of order-oriented customer files should be changed to customer-oriented files. A separate card or page should be used for each customer. This would facilitate control of unpaid invoices. The number of current files in use should be reduced and a register kept of their existence and location.

Correspondence
Form letters, photocopies and other short-cuts should be taken to reduce time spent on correspondence of marginal importance. This should be answered quickly in this way rather than at greater length after a long delay. There would be a useful saving if general correspondence could be prepared on a dictaphone.

Correspondence with people who can influence the future of the UIA should be followed up regularly. A file should be made of this group.

Collaboration with other organizations
The number of personal contacts with organizations in the same field as the UIA should be increased. The UIA could benefit considerably from contacts with the inter-disciplinary university peace research institutes. It should also adapt and make extensive use of the important work being done by the American Society of Association Executives. This society has published a great deal which is relevant to the operation of an international association. The UIA should avoid the assumption that it can only benefit from contacts with the few major international unions of international NGOs. Many national bodies are more active and attract more funds and better brains.

Information System
Arrangements should be made to obtain the national publications in which most articles relevant to an understanding of the international and world system are published. This would enable the UIA to respond by providing the right sort of survey data. This would lead to increased sales stimulated by citation advertising.

Control and Coordination
The UIA should cultivate an attitude of self-evaluation and should be much more objective in comparing its own activities with those of its competitors. The accounting system should be developed to make the information useful as a means of evaluating different publication programs and sales campaigns.

Programs should be coordinated in terms of their respective contributions to precise goals.

Implementation
The timing is at the moment right for any change as suggested above. For various reasons seven members of the personnel are leaving. From December 1968 the sales of the new Yearbook will build up. The departing personnel do not all need to be replaced, as only a minimum amount of documentary activity needs to be done in 1969. Any new activities should be undertaken with as much short-term or temporary staff as possible.
There is one difficulty if a change of objectives is accepted. In a small organization the personal objectives of the executives have to be compatible with those of the organization. A change may mean greater efficiency within the organization and a more effective role and yet be completely dissatisfying to executives and employees.