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Chairman: Mr. Janez STANOVNIK (Yugoslavia).

AGENDA ITEMS 28, 30, 31 AND 32

Progress and operations of the Special Fund (A/4415, A/4491, E/3398, E/3401 and Corr.1, SF/L.24 and Corr.1) (continued)

Programmes of technical assistance:

(a) Report of the Economic and Social Council (A/4415) (continued);

(b) United Nations assistance in public administration: report of the Secretary-General (A/4589, E/3370 and Corr.1) (continued)

Opportunities for international co-operation on behalf of former Trust Territories and other newly independent States: reports of the Economic and Social Council and of the Secretary-General (A/4415, A/4585) (continued)

Question of assistance to Libya: report of the Secretary-General (A/4575, A/4576) (continued)

CONSIDERATION OF DRAFT RESOLUTIONS (A/C.2/L.460 AND ADD.1 AND 2) (continued)

1. Mr. BERNARDO (Argentina) said that his delegation had repeatedly shown its deep interest in the development of the technical assistance programmes and that his Government had received extremely valuable assistance in various sectors of the Argentine economy. Any decision which affected the status of those programmes should therefore be taken with special care and with full awareness to the consequences. Accordingly, as the experimental OPEX programme had been viewed with profound concern by many dele-

gations, including his own, the draft resolution proposing to place it upon a continuing basis (A/C.2/L.460 and Add.1 and 2) should be fully and dispassionately discussed and all its legal, financial and political implications carefully examined. As the scheme had been tenaciously and enthusiastically defended by the Secretary-General, he wished to make it clear that his remarks were not intended to reflect either support for or opposition to that official; the purpose of the discussion should be to determine objectively whether the OPEX programme was in accordance with the principles governing United Nations activities and, if so, whether it was in the interests of Member States, particularly those receiving its assistance.

2. The draft resolution first recalled General Assembly resolution 1256 (XIII), which had been adopted in the Second Committee by 62 votes to none, with 13 abstentions. After an animated discussion, the original idea of establishing an international administrative service had been abandoned in favour of the experimental and restricted OPEX programme. The Argentine delegation had abstained because the scheme, even in its experimental form, in effect gave the principle role in the execution of economic and social development programmes to public administration experts to the detriment of assistance in the form of fellowships and centres for the training of national personnel. His delegation also believed that the programme could be administered through the normal channels of the regular programme and that the presence of high executive officials enjoying special privileges and immunities might create difficulties in the recipient countries and undermine United Nations prestige. His delegation had also stated that the sum available for financing the OPEX programme would be either small or large. If it were small the services rendered would be negligible and the creation of a special programme would be pointless. If it were large it would interfere with the execution of other technical assistance programmes unanimously recognized as being of greater importance.

3. At the fourteenth session of the General Assembly the Argentine delegation's misgivings had been confirmed and the Secretary-General had submitted a report requesting additional funds.^{1/} The draft resolution that later became General Assembly resolution 1385 (XIV) had been adopted in the Second Committee by 61 votes to none, with 18 abstentions. In other words, the opposition to the proposal had increased. The Argentine delegation had abstained on the grounds that the Secretary-General's proposal would cause difficulties for requesting Governments in accepting the system of privileges and immunities of the United Nations; that Governments would find it hard to draw a clear distinction between the advisory and the executive functions of the experts; that there would be delays

^{1/} Official Records of the General Assembly, Fourteenth Session, Annexes, agenda item 31, document A/4212 and Add.1.

in the submission of requests; and that the resources allocated would be insufficiently utilized. The Argentine delegation had also pointed out that the principle of equitable geographical distribution was not being applied and that the experiment would not promote the training of national experts in public administration.

4. The Argentine delegation, in company with other delegations, had submitted an amendment^{2/} recommending that the Secretary-General should make use of experts who had been trained in public administration institutes, and that amendment had been incorporated in the draft resolution. The Argentine delegation had abstained, however, because another Argentine amendment^{3/} proposing that the programme should continue on a reimbursable basis for a further year had not been accepted.

5. The draft resolution now before the Committee stated in the second preambular paragraph that the experimental programme had proved its usefulness. In the light of the Secretary-General's reports (E/3370 and Corr.1, A/4589), that statement seemed doubtful. By 1 November 1960 only a few experts had been appointed, all belonging to developed countries, with the exception of three from India. The reports made no attempt to explain why the services of experts who had been trained in public administration institutes had not been utilized. Nor was there any satisfactory explanation of the extent to which experts appointed under the OPEX programme had been able to train national personnel. As the draft resolution did not mention either of those two important recommendations of General Assembly resolution 1385 (XIV) it might be asked whether they had lapsed and whether the Committee had now returned to the original proposal to establish an international administrative service.

6. The third preambular paragraph merely increased his misgivings, and the Commissioner for Technical Assistance, Mr. Heurtematte, in his statement to the Committee (694th meeting) had frankly admitted that the Secretary-General's policy was not to provide officials "en masse" but to determine the strategic positions from which a qualified expert would be able to make a genuine contribution to the acceleration of a country's development. Although Mr. Heurtematte had said that the Secretary-General intended to keep within the existing budgetary provision, an increase in that allocation was explicitly recommended in operative paragraph 2 (c) of the draft resolution. The original estimate of \$6,000 per expert had now risen to \$10,500 per expert. If that figure were multiplied by the number of requests received (212), the total sum required would be \$2,226,000 and, as Mr. Heurtematte had implied, even that would not reflect the actual demand. As the total budget for the regular programme amounted to some \$2,500,000, the absurdity of the OPEX programme was apparent. He wondered how much money would be allocated for the establishment of training centres for national personnel; how much would be allocated for fellowships. The increase in the OPEX programme was in fact being effected at the expense of other established forms of assistance of proved efficiency. Several important ECLA projects, for example, had had to be interrupted through lack of funds, while money was being squandered on the OPEX experiment.

^{2/} Ibid., document A/4287, para 29 (b).

^{3/} Ibid., document A/4287, para 30 (b).

7. The permanent OPEX programme, as outlined in Council resolution 790 (XXX) and the draft resolution before the Committee, would benefit only a certain group of countries and would therefore undermine the principles which had so far governed the technical assistance programmes. What was even more serious, the dispatch on a permanent basis of OPEX personnel was in direct conflict with the terms of Article 100 of the Charter. While enjoying United Nations status and receiving a substantial part of their emoluments from the Organization, the experts would also be responsible to Governments and wilfully would be compelled to intervene in the domestic affairs of States in violation of Article 2 paragraph 7 of the Charter.

8. The programme was also prejudicial to the recipient States themselves because it provided no opportunity for the training of national personnel to replace the United Nations experts. Officials occupying executive and administrative posts could not be expected to devote their time to the training of local staff. In any case, the programme was essentially transitional in character and the attempt to place it on a permanent basis implied that the emergent countries were permanently incapable of governing themselves, an assumption which his delegation could not accept.

9. His delegation had complete confidence in the ability of the new States to evolve a sound administration. The brilliant participation of some of the African representatives in the Second Committee confirmed his delegation's conviction that those countries contained a body of young people capable of assuming responsibilities and acquiring the necessary technical and administrative skills provided that experts to advise them and training centres for their nationals were made available through the normal channels.

10. For all those reasons, the Argentine delegation could not support the draft resolution.

11. Mr. VIAUD (France) recalled that when the OPEX programme had first been discussed his delegation had had certain reservations, but now that the programme had been in operation for two years it was ready to withdraw them. The under-developed countries clearly desired such a programme. No under-developed country could consider the appointment of foreign experts to posts of major political responsibility. Those countries would probably seek assistance in such technical fields as telecommunications, roads, statistics and meteorology. In the long run, the emerging countries would prefer their own nationals and the OPEX programme would consequently change in future and should one day cease to exist.

12. His delegation would vote for the draft resolution but would suggest a few points which the sponsors might consider including. First, an OPEX programme appeared to have been undertaken by some of the specialized agencies as well as by the United Nations itself. Admittedly, operative paragraph 2 (b) of the draft mentioned the need for consultation with the specialized agencies but he felt that the question of co-ordination should be stressed with a view to avoiding any duplication. Secondly, consideration might be given to the possibility of providing OPEX personnel on the basis of financial allocations similar to those made under the Expanded Programme, which was financed by voluntary contributions. The Secretary-General might perhaps examine the question and submit a report on it in 1961. At the moment, the OPEX programme

was financed exclusively from the regular budget. However, the draft resolution might recommend that the Secretary-General should follow the same procedure for the preparation, discussion and approval of the OPEX programme as was adopted in the case of the technical assistance programmes. Finally, the Secretary-General's report (A/4589) gave a figure for total additional resources without specifying the sum to be allocated to the OPEX programme. His delegation reserved its right to raise the question of the total figure and its breakdown to budget sections in the Fifth Committee; it was along those lines that it interpreted operative paragraph 2 (c) of the draft resolution.

13. Mr. EL-MUTWALLI (Iraq) said that his delegation agreed with the Secretary-General's conclusion that there was a wide-spread need for technical assistance in the public administration field and that the need would grow as more countries became independent. While it was true that in some exceptional cases United Nations public administration experts were carrying out the duties of senior administrators, they normally served in a consultative capacity for a limited period until national officials had gained sufficient experience. The fact that OPEX programme experts were selected and furnished through the United Nations dispelled any doubts recipient Governments might have about their integrity and political impartiality.

14. His delegation agreed in principle with the substance of the draft resolution and would support it, but nevertheless wished to emphasize the importance of maintaining the present high degree of impartiality and freedom from political motivations on the part of the experts. Nationality should not be an obstacle to their selection and all countries with available qualified personnel should be drawn upon with due regard to the principle of equitable geographical distribution. The recipient Governments, with whom the final decision rested, could then make a judicious choice. The programme also enabled persons with high administrative qualifications, whose services were not needed in their own country, to render valuable service elsewhere. To make the draft resolution more generally acceptable he intended to suggest to the sponsors the addition of two new operative paragraphs, the one recommending adherence to the principle of equitable geographical distribution and the other urging Member States, the specialized agencies and the International Atomic Energy Agency to co-operate with the programme. His delegation would state its views on the financial implications of the resolution in the Fifth Committee.

15. Mr. GARCIA TEJEDOR (Spain) said that his delegation would support the draft resolution, but believed that the points raised by the Argentine representative should be borne in mind when the resolution was put into effect. He also agreed with the amendments suggested by the representative of Iraq, although he thought it would be advisable, in connexion with the recruitment of OPEX programme personnel, to refer to the provisions of operative paragraph 2 of General Assembly resolution 1385 (XIV), since training institutes already existed in many Member States, some of them established with United Nations assistance. As the French representative had pointed out, the continuance of the programme would require additional funds, which could be provided under the regular budget or through voluntary contributions. That, however, was a matter for the Fifth Committee to decide.

16. Technical assistance enabled under-developed countries to mobilize their human resources for the

development of their own natural wealth and the OPEX programme, which had an important part to play in such assistance, should be continued. If it was to be effective, however, all countries with funds or services to offer should participate and the recipient countries should do their utmost to derive the greatest benefit from such assistance. His country for instance, could not offer the under-developed countries capital equipment, but it was able and anxious to provide technical assistance to the United Nations, including training facilities at Spanish universities. He hoped therefore that, in recruiting its experts, the United Nations would make use of all available resources as recommended in operative paragraph 2 of General Assembly resolution 1385 (XIV).

17. Mr. MAKEEV (Union of Soviet Socialist Republics) said that his delegation maintained its previously stated position with regard to the OPEX programme, which did not serve the national interests of the under-developed countries and therefore should not be placed on a permanent basis. While he appreciated the points of view expressed by other delegations regarding the text of the draft resolution, he believed that the employment by United Nations bodies of foreign experts in an executive and administrative capacity in branches of the economy and government of under-developed countries was not the correct way to deal with the problem of training national administrators.

18. The administrative affairs of every country should be conducted by its own nationals and the funds spent on the OPEX programme could more properly be used for the training of national officials. That could be done through the establishment of training centres, the provision of specialist training facilities, the organization of seminars and the temporary assignment of experts to the under-developed countries for consultation and the training of administrative officials; such experts should be entirely under the jurisdiction of the Government concerned. If foreign experts were considered necessary, the draft resolution should clearly state that their primary task was to train national officials, to whom they would hand over their duties as soon as possible. Moreover, his delegation could not support the provision for increased budget appropriations for an expanded OPEX programme. He would therefore abstain from voting on the draft resolution.

19. Mr. HASSAN (Sudan) thought that it was inappropriate to refer to the OPEX programme as the Secretary-General's programme; the scheme had been discussed and adopted by the General Assembly and was therefore a United Nations programme. There was a great demand for executive, administrative and managerial personnel in the developing, and more particularly the newly independent, countries, and the United Nations was receiving increasing numbers of requests for that type of technical assistance. Although the United Nations selected and provided the experts and helped the recipient Governments to pay for their services, those Governments had complete freedom of action and there was no question of United Nations interference in their affairs; interference was more likely to occur when experts were furnished by bilateral arrangement. In the two years that the programme had been in operation, the experts had maintained a high standard of impartiality and integrity. The cautious attitude adopted by some delegations was understandable, but the experience of the past two years had proved such misgivings to be unjustified. Assistance

was given only at the request of the beneficiary countries, which had expressed satisfaction at the results achieved. The present demand for such assistance was considerable and would no doubt increase when the programme was established on a more permanent footing. He did not think any foreign experts held key positions in the recipient countries, which as far as he knew were always held by nationals.

20. He agreed that experts had not hitherto been selected on the basis of equitable geographical distribution and of the twenty-five appointed only three had been non-Europeans. When the programme was operated on a more permanent basis, more trained officials would be available for service outside their own countries and he hoped that the balance would be restored. He also agreed that the draft resolution might include a reference to the training of nationals, although the OPEX programme did not exclude such training. The experts themselves could contribute greatly by instructing local officials and the recipient Governments should provide the necessary facilities. While it was true in theory that the OPEX programme might divert funds from technical assistance training, under-developed countries needed the services of experts as well as training facilities. His own country's experience had shown that it was preferable to receive assistance in the public administration field through the United Nations, whose experts had high qualifications and the integrity of international civil servants. The scheme could also be of great value in emergency situations as, for instance, in the Congo. The OPEX programme had proved its worth in many countries, and he hoped that it would be continued and allotted increased funds.

21. Mr. ABDALLAH (Ghana) said that the fact that 176 requests for OPEX programme assistance had now been received showed that there was a need for such assistance and that the need would probably continue to increase. Although his own country was not as yet receiving such aid, he had no doubt that it would soon request it. One of the advantages of the OPEX programme was that it made provision for the training of national experts to replace those sent out under it. His delegation considered that that aspect of the scheme deserved continued emphasis, and would request that the Secretary-General's next report on the programme should include information on the progress made in that respect. It would also suggest that consideration might be given to recruiting experts from under-developed countries, since such experts would be familiar with the conditions and problems likely to be encountered in other similar countries.

22. The sponsors would give careful consideration to the suggestions put forward in the Committee regarding the draft resolution.

23. Mr. WOULBROUN (Belgium) said that the apprehensions expressed at the beginning of the OPEX programme concerning the acceptability of foreign personnel to the Governments of under-developed countries and the possibility of interference in the internal affairs of those countries by such experts had, if one was to judge from the Secretary-General's report (A/4589), proved unfounded. Although the need for supplying aid of the type in question under a separate programme might be doubted, the least that could be said, in view of the special relationships which might be established between experts holding senior posts and the Governments of the countries con-

cerned, was that such experts must possess diplomatic abilities in addition to their professional qualifications. His delegation felt that it was necessary to keep in mind the temporary character of the functions of the OPEX expert and the need to ensure that the experts concerned devoted part of their time to the training of national replacements. He also agreed with the French representative that a proper balance must be maintained between the funds made available to the OPEX programme and to the other United Nations training and technical assistance programmes. In many instances, assistance through the OPEX programme might be given on a reimbursable basis; in such cases, the role of the United Nations would be that of a recruiting agent.

24. The question of geographical distribution was of importance to his delegation, which felt that it was equally necessary to bear in mind the need to recruit fully qualified experts. It should also be remembered that the same problems had been encountered in the field of technical assistance, where they were gradually being overcome.

25. Mr. GURINOVICH (Byelorussian Soviet Socialist Republic) said that the two years of experience with the OPEX programme acquired by the United Nations had not convinced his delegation of the programme's usefulness. The experimental programme had first been established on the grounds that it would be the simplest, most direct and cheapest way of training local personnel. However, it was impossible to determine from the Secretary-General's reports whether that had proved to be the case and whether the Secretary-General was in fact fulfilling the task assigned to him in General Assembly resolution 1256 (XIII). Indeed, such evidence as the fact that none of the eleven experts sent in 1959 had as yet trained a replacement, and the Secretary-General's recognition in paragraph 10 of his report to the Economic and Social Council (E/3370 and Corr.1) that the training of local personnel had not been organized on a large enough scale, gave grounds for doubting that the purpose of the programme was being fulfilled. There were also grounds for doubting the assertions that the programme had been highly successful in the under-developed countries and that there was a great demand for such assistance. The reports submitted to the General Assembly showed that it had not been possible to find experts to fill some administrative posts and that a number of candidates proposed for such posts had not been approved by the Governments concerned. Moreover, the Secretary-General's report to the Assembly (A/4589) made no mention of some of the assignments referred to in his earlier report to the Council, such as that of the Assistant Director of Statistics for Sudan, and did not explain why certain requests had not been satisfied.

26. In connexion with the question of geographical distribution, he pointed out that 22 of the 26 experts now employed under the scheme were nationals of Western countries and that 20 were nationals of member countries of the North Atlantic Treaty Organization. That system of recruitment undoubtedly made it difficult for many Governments to accept OPEX programme assistance. It was stated in document E/3370 that nine requests for assistance had been withdrawn by Governments; his delegation would like to know the nature of those requests and the reasons for their withdrawal. In short, while his delegation believed that

some of the activities carried out under the OPEX programme were useful, it was convinced that they could be carried out successfully through the technical assistance programmes.

27. Mr. DE SEYNES (Under-Secretary for Economic and Social Affairs) said that the problem of OPEX assistance was an extremely delicate and difficult one; the Secretariat therefore regarded continuing discussion of the programme as highly useful, and welcomed the emphasis laid by delegations on the dangers that programme should try to avoid. He would point out, however, to those who maintained their criticism, that the OPEX programme had not been an invention of the Secretary-General's; although Mr. Hammarskjöld had been among the first to express the idea, the need for such a scheme had been recognized by many of those who had held offices of responsibility in the under-developed countries. Many countries had in fact already been carrying out similar schemes on a bilateral basis; the United Nations programme made it possible to introduce the element of multilaterality which many countries had felt was required. In any case, as the Sudanese representative had pointed out, the programme was no longer that of the Secretary-General, if it had ever been, but that of the General Assembly and the United Nations.

28. A number of representatives had referred to the draft resolution as giving the OPEX programme a permanent character. He would point out that the word used in the draft resolution was "continuing", and that there was no contradiction between the idea that the programme should be placed on a continuing basis and the recognition of its temporary character. He wished

also to dispel any impression the Committee might have received that a deliberate effort was being made to avoid the training of local personnel. Nothing could be further from the truth; the Secretariat was persuaded that it was of the utmost importance to promote such training by every means, including OPEX personnel, and to do so as quickly as possible. It was difficult, however, to say precisely how much time was required to carry out such tasks; it was not always possible for the experts sent out to render themselves unnecessary as quickly as they would like.

29. The Argentine representative had inferred that he detected some sinister implications in the statement by Mr. Heurtematte to which he had drawn the Committee's attention. If it was the use of the word strategic that had aroused those suspicions, it should be pointed out that the word was now a part of the technical jargon of economic development, and had been used in that sense in the statement.

30. He wished also to assure the representatives who had expressed a desire to be provided with more information on the OPEX programme, either in the Committee or in TAC, that the Secretariat was making efforts to organize and improve its procedures in order to satisfy that desire.

31. Mr. BOIKO (Ukrainian Soviet Socialist Republic) said that although Mr. de Seynes had explained that the OPEX programme was to be "continuing" and not "permanent", the word "permanent" was used to characterize the programme in both Council resolution 790 (XXX) and the Secretary-General's report (A/4589).

The meeting rose at 1.10 p.m.