



Chairman: Mr. Bruce RANKIN (Canada).

AGENDA ITEM 12

Report of the Economic and Social Council [chapters III to XI, XII (sections A to G) and XVII to XIX] (*continued*)

UNITED NATIONS CHILDREN'S FUND (*continued*) (A/8703, CHAP. VII, SECT. D; A/C.2/L.1242)

AGENDA ITEM 46

Operational activities for development: reports of the Governing Council of the United Nations Development Programme (*continued*) (A/8703, chap. VII, sect. A, B and C; E/5092, E/5185/Rev.1):

- (a) United Nations Development Programme (A/8648);
- (b) United Nations Capital Development Fund;
- (c) Technical co-operation activities undertaken by the Secretary-General;
- (d) United Nations Volunteers programme (E/5146)

1. Mr. PRASAD (Fiji) agreed with the Administrator of UNDP that UNDP should take decisive action to meet the differing needs of the different groups of developing countries. He specified that the criteria used to identify those needs could not be limited to those used to identify the hard core of the least developed among the developing countries, the list of which¹ his delegation moreover fully approved. There were some areas of developing countries which had been excluded from that list of 25 countries where the living conditions were just as bad as those in the least developed among the developing countries and their situation continued to deteriorate, even if their gross national product increased: those areas therefore merited special assistance, a fact which it was to be hoped UNDP would take into account when calculating indicative planning figures.

2. He believed that the gap between the minority of the rich and the great majority of the poor within the country was due partly to the operations of foreign investors who sought to derive the maximum profit from commercial, industrial, shipping and tourist enterprises in developing countries. Unfortunately, the latter had very little choice, since if they sought to redress economic and social imbalances by imposing heavy taxation or other forms of control on investors, they would only succeed in scaring away the capital they so much needed.

¹ See *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 7*, para. 66.

3. While his delegation recognized that each country was responsible for its economic and social development, it suggested that Governments and the staff of all the specialized agencies at all levels should maintain the closest possible co-operation in formulating, revising and implementing development plans in order to ensure that the developing countries received the right kind of assistance. Such co-operation would be fruitful only if the agencies concerned recruited qualified staff capable of adapting their skills to local conditions; in that connexion he noted with satisfaction the attempt made by UNDP to raise the calibre of its staff; but it was essential that foreign staff should abandon the stand-offish attitude often adopted towards local staff.

4. His delegation was also pleased to note that UNDP was undertaking projects on a regional basis with a view to meeting the needs of several countries and that in some regions it was establishing "production priorities" on a basis of complementarity, encouraging each country to develop the industries which it was best equipped to develop in terms of available raw materials and marketing prospects. It was also important to ensure that there was follow-up action to UNDP projects; in cases where failure was reported, assistance should be provided in identifying the causes and prescribing the necessary remedial measures.

5. In order to improve the distribution of wealth within the country, the Government of Fiji had launched a rural development programme aimed at raising the standard of living and income of the rural population; it would also continue to seek assistance from UNDP and other bodies in the implementation of that plan.

6. Mr. ELIASHIV (Israel) noted with interest the organizational changes effected under the new Administrator of UNDP; he also noted that following the Consensus adopted by the Governing Council at its tenth session, in June 1970,² and endorsed in General Assembly resolution 2688 (XXV) of 11 December 1970, the activities of UNDP were based on indicative planning figures for country programmes in order to facilitate long-range planning and its integration with national development plans. In that connexion he expressed the hope that following those changes UNDP would be more effective at the multilateral level and would be able to meet the needs and priorities of the developing countries. Unfortunately UNDP's resources were clearly insufficient in relation to the needs, and it would be helpful if UNDP enjoyed increased support from Governments; it was in that

² *Ibid.*, Forty-ninth Session, Supplement No. 6A, para. 94.

spirit that his Government had announced at the 1972 United Nations Pledging Conference on UNDP³ that it would increase its contribution to UNDP by 11 per cent over that of the previous year.

7. He also felt that there should be greater complementarity between bilateral and multilateral aid projects; technical co-operation projects should draw more frequently on the ability, experience, expertise and facilities of the more advanced among the developing countries for the benefit of other less developed countries. He expressed the hope that innovations would continue with a view to ensuring improved execution of multilateral pre-investment and technical assistance activities, for example, through a re-examination of global, interregional and regional efforts and projects and a strengthening of the links between multilateral and bilateral activities.

8. His delegation attached great importance to UNDP's global and interregional projects and hoped that more attention would be directed towards their identification, formulation and implementation so that they would serve the interests of the entire developing world. Furthermore, UNDP should become one of the main channels for the transfer of science and technology to developing countries where science and technology could substantially improve living conditions.

9. Greater emphasis should be placed on the examination of the results of mutual assistance between developing countries; those which had already received aid should be in a position to share their experience with others. In that connexion, he referred to the case of Israel which, while itself developing and attempting to solve many problems, had participated in the execution of development projects in other countries. He also felt that regional research centres and laboratories could be established in the developing countries in order to enable local scientific and technological ability to be used.

10. Mr. DE AZEVEDO BRITO (Brazil) said he believed that the time had now come to appraise the results of the reforms of UNDP adopted in the 1970 Consensus of the Governing Council. As in the case of industrialization and UNIDO, the activities of UNDP should be viewed in the broad context of an over-all commitment on the part of the international community, a commitment inherent in the principles of the United Nations Charter, to ensure collective economic security.

11. UNDP had been conceived as a global effort in favour of development and had been based on two principles. First, it would be politically difficult for the developed countries to bring about a sufficient transfer of capital to solve the development problems of the under-developed countries and the transfers effected would have to aim at a developmental pump-priming effect that would elicit the national creation of growing investment resources. Secondly, unlike capital transfers, technological resources increased rather

than diminished with use; the world economy and welfare, as well as the world scientific and technological bases, would profit from the global approach to development. UNDP should be truly universal both from the point of view of the knowledge it was supposed to transmit and from that of its geographical scope.

12. The international community should not consider itself relieved of its obligation to assist development when development was still only half-way and the *per capita* income of the developing countries was only one fifth or even one tenth of that of the industrial countries. Due account must also be taken of the fact that, as a multilateral instrument specially established to promote development in a broad sense through a process of technological "capacitation", UNDP represented for many countries an independent channel for the creation and transfer of technology whose qualitative value far outstripped its possible quantitative limitations. More than any other United Nations organization, UNDP was concerned to work for the good of all countries and every effort should be made to preserve that character. His delegation was, however, convinced of the need for additional assistance for the 25 least developed countries and it welcomed the fact that, at its fourteenth session, the Governing Council had placed special emphasis on the needs of those countries within the first development cycle, for the period 1972-1976 (see E/5185/Rev.1, para. 187). The least developed among the developing countries could not, however, really benefit from additional assistance if economic development in the more advanced centres in their respective regions was slowed down. For that reason, measures designed to assist the least developed countries should frequently be devised and implemented as part of UNDP's regional and subregional projects, particularly since, as the representative of Argentina had pointed out at the previous meeting, economic co-operation was already taking place in each developing region of the world.

13. At a moment when the Governing Council was preparing to lay the foundations for the second development cycle for the period 1977-1981, it might be appropriate to pay particular attention to the "capacitation" aspect of UNDP as well as to its universal character. With regard to the former, it appeared that a broad input of knowledge and general training was necessary to intensify the efforts of the recipient countries in the field of research and development. Those countries should strengthen their scientific and technical infrastructure. The goal to be achieved should take account of the fact that each society should have an increasing awareness of its own realities in order to achieve a greater freedom of options in defining national development strategies. The Governing Council and the Administrator should exert the utmost care in order to avoid development assistance becoming for practical purposes a factor of economic constraint and dependence. On the other hand, the universal character of UNDP required full respect for the right of each country to have recourse to UNDP's assistance in the measure of its needs, but with equitable participation in rates of growth of resources for development assistance.

³ A/CONF.58/SR.1 and 2.

14. It was becoming a frequent complaint by heads of international organizations that large segments of the population in under-developed countries were not receiving any benefits from spurts of development; they attributed the causes to too rapid population growth and, implicitly, to the inability of Governments to impose social reforms that would bring about a better income distribution. Demographic growth was condemned without any differences being made between countries that had and countries that had not reached a high population density in relation to resources endowment and physical space, or between areas that were thickly populated and those that were not. Thus, the need for a demographic critical minimum mass as the underlying basis for production and consumption was totally forgotten. It was also forgotten that labour-saving technologies were sometimes used in areas where labour-intensive ones would be more advantageous, and that virtually no efforts had been made by international organizations to analyse the technical and economic coefficients of transferred technologies.

15. Young nations that had to attack simultaneously the problems of economic, social and cultural development, of political integration, of social harmonization and of independence from external pressures were being accused of lacking the political will to redistribute an income the skewed dispersion of which was not only the very consequence of the type of assistance dispensed but had, until very recently, been considered desirable for purposes of savings and investment. Market surveys were not being done with the object of inserting into the productive process sectors that would create employment and generate their own demand. It was also forgotten that a demand for industrial consumer goods in under-developed countries was, in most cases, the result of an appropriation by urban minorities of a primary-surplus-exported-value. That demand would seldom fit "modern technologies", while its social desirability was not always very high. It was true that, at an intermediate level of development, the political decision to force a greater sharing of income became possible. That was what Brazil was doing in its North-east and in the Amazon, but many other countries were not so well placed as Brazil in that respect, and the role of the United Nations and of UNDP in finding technological solutions to their problems was fundamental.

16. His delegation was convinced that the Programme's share in the over-all development effort would be increasingly important. The reports of the thirteenth and fourteenth sessions of the Governing Council amply proved that the 1970 Consensus had contributed greatly to improving UNDP's procedures. In particular, as a result of country programming, Governments could more easily maximize UNDP's inputs and direct them to the priority targets they had established. However, resources were so scarce and the disproportion between a country's indicative planning figure and its needs was in fact so great that the notion itself of "planning" often became rather difficult, or even impossible, to implement. That was all the more so in the light of the current commitment of resources to on-going projects, which left very little

margin in a country's indicative planning figure for new initiatives with respect to projects that might have deserved priority. To those implementation problems must be added the fear, in many cases justified, of time discrepancies in programme delivery that might create bottle-necks for development. That led to the question of the "capacitation" of UNDP itself to provide the type of assistance which recipient countries currently required.

17. The increasing complexity of the assistance to be provided meant that there was an urgent need for the formulation of strategies for the whole process of development. To that end, it was possible to order the process of assistance and the determination of priorities for the agencies of the United Nations system by confronting resources with ultimate and intermediate goals and by examining different possible courses. A notion of critical areas in the process of development must be obtained and the capacitation of agencies to tackle the problems in those areas must take place. The effort to make an appraisal of problems and of balance in resource allocation within the United Nations system must go further than the vague guidelines for the Second United Nations Development Decade. What was true of UNIDO was true of the other bodies in the United Nations system: they should concentrate more on the solution of the broad conceptual problems that developing countries must face in planning and implementing their industrialization process. In view of the increasing complexity of technological development and the practical impossibility of ensuring technical "self-sufficiency", the United Nations system must shift the emphasis from operational activities to informational activities. Care would have to be taken in the future to avoid the possibility that conceptual gaps might jeopardize development and scarce resources be diverted to the impossible task of attempting a technical build-up which, given the limitation of resources, could only contribute to the mushrooming of international bureaucracies.

18. With the establishment of the Budgetary and Finance Committee at its twelfth session, the Governing Council should be in a position to perform more adequately its budgetary and controlling functions. That should not, however, serve as a pretext for donor countries to shirk their commitment to provide contributions that could enable UNDP to carry on a programme of \$1,000 million by 1975. Owing to currency devaluation and higher costs, UNDP's resources were growing at a rate that could hardly ensure the maintenance of the present levels; it was therefore to be hoped that donor countries, following the appeals by the Economic and Social Council and the General Assembly, would find it possible to make contributions to ensure an annual growth of 15 per cent; that would enable the Programme's operation to be doubled and full use to be made of the system's capacity. Without an improvement of the resources situation, it was extremely difficult to plan the utilization of resources for the second development cycle, and any precipitate effort to define criteria for the determination of indicative planning figures for the period 1977-1981 could be extremely dangerous. In addition, criteria for the

distribution of resources must be related to the over-all level of resources, and to plan distribution at the present stage could be misunderstood and would hardly be conducive to the kind of decisions that were desirable.

19. The progress of the United Nations Capital Development Fund had been very slow, owing to the lack of understanding on the part of most developed countries with regard to the needs it was supposed to cover: the financing of capital equipment for projects which did not attract resources on a purely commercial basis. His delegation hoped that reorienting the Fund to the needs of the least developed countries could help it to become fully operational. Account should be taken of the prospects which the Fund offered for economic integration and promotion of trade between developing countries. Low-income countries could also receive preferential treatment in the operations of the Fund during its initial and transitional period of restricted activities.

20. Mr. REYES (Philippines) said that he welcomed the unified approach to development, since development was a single, integral process, with economic and social aspects so interlinked that they could not be dealt with separately. Accordingly, IBRD was increasingly concerned with social problems like illiteracy, malnutrition and family planning, and UNDP was becoming progressively involved in social infrastructure projects. The underlying principle was certainly a basic one, but it had for long been ignored, as he himself had observed in Asia where, for instance, as a consequence of neglecting the social side in the pursuit of economic development, one phase of the Mekong Development Project entailing the diversion of water to new areas with the aim of increasing rice production had introduced water-borne diseases into the newly irrigated areas. In another country which he had visited, the development planning board had decided to allocate the few thousand dollars required to complete a malaria eradication project to what was regarded as a more urgent economic project, with the dramatic consequence that the earlier efforts to wipe out malaria had been nullified and the disease had taken hold again. His delegation was therefore pleased with UNICEF's activities which, as the Executive Director had said at the 1478th meeting, represented the "human side of development"; it hoped that the report of the Executive Board of UNICEF on its 1972 session⁴ would be considered in that light by the members of the Second Committee.

21. UNICEF's services now included assistance to countries in establishing or strengthening their own long-term programmes for children, mothers and adolescents, with emphasis on the poorest areas. At the time of the recent flood disaster in the Philippines, UNICEF had demonstrated its effectiveness by allocating large sums to the flood victims, and its staff had shown the greatest dedication. UNICEF assistance had been extended in complete co-ordination with the United Nations country team led by the UNDP resident

representative and with representatives of specialized agencies, so that there had been no duplication. The UNICEF assistance during that period had also been linked with on-going long-term projects with an eye to the future task of rehabilitation. The Philippine Government was extremely grateful to UNICEF for its willingness to participate in the implementation of the rehabilitation programme in the Philippines, of which concern for the well-being of children was a vital part.

22. His delegation also welcomed the programming of UNICEF assistance in such ways as to encourage the formation of national policies for children and youth which could, as in the Philippines, be subsequently incorporated in national development plans and country programmes. He agreed with the Executive Director of UNICEF that urgent steps should be taken by the countries concerned, assisted by the international community, to ameliorate the plight of children in the most deprived sector of the population before the most impoverished among them suffered irreparable physical and mental damage.

23. In view of the importance of the activities of UNICEF, he regretted that it did not have sufficient resources and he associated himself with the Executive Director of UNICEF in appealing to Governments and other donors to make more generous contributions. Direct contributions to UNICEF by 138 Governments amounted to only \$43 million in 1971.

24. With regard to technical co-operation activities, his delegation welcomed the new trend in the United Nations ordinary programme of technical assistance which placed new emphasis on assistance to the least developed countries, and hoped that it would promote the development of their basic institutional infrastructure, thereby increasing their absorptive capacity for aid. His delegation also attached particular importance to the programme for training young economists from developing countries to assist in development planning.

25. Turning to the United Nations Volunteers programme, he felt that a larger part of resources from the UNDP operational reserve fund should be used to finance the Volunteer component of the development projects so as to allow the least developed countries to derive the maximum possible benefit from the Volunteers' assistance. At the present stage, the Volunteers programme should be strengthened by increasing contributions to the Special Voluntary Fund and by co-ordinating all Volunteer assignments within the United Nations system.

26. Since its reorganization, UNDP had become the most important United Nations body for development. Unfortunately, the contributions to UNDP announced on 1 November 1972 at the Pledging Conference had not increased at the rate envisaged, according to which UNDP should attain a target of \$500 million in 1975. In 1971 the Governing Council had approved 59 country programmes, unfortunately limited by the indicative planning figures, which were naturally low because of the low level of UNDP resources. At its fifteenth

⁴ *Official Records of the Economic and Social Council, Fifty-third Session, Supplement No. 9.*

session the Governing Council would examine the criteria for calculating indicative planning figures so as to achieve an equitable distribution of UNDP resources for the next development cycle, for the period 1977-1981. The two basic criteria, and perhaps the only criteria, should be population and *per capita* income because they were the most easily quantifiable. Furthermore, his delegation suggested that the annual operational reserve of UNDP should be increased from \$9 million to \$15 million in order to respond to the needs of the least developed countries, the needs of the Special Industrial Services programme and the needs of countries stricken by natural disasters. He regretted that UNDP had not yet worked out policy guidelines to be applied in cases of natural disaster. Perhaps the time had come for the formulation of such guidelines. The fact remained that UNDP had co-operated fully in the recent catastrophe in the Philippines and the Government and Philippine people wished to express their gratitude.

27. Finally, he drew attention to the problem of world-wide poverty of which the Administrator of UNDP had already spoken, and urged the international community to provide greater support for the development activities of the United Nations.

28. Mr. CHANG HSIEN-WU (China) said that all forms of international aid, whether bilateral or multilateral, should be provided with strict respect for the sovereignty and equality of the recipient countries, without interfering in their internal affairs and without attaching any conditions or demanding any privileges. International aid in any form should help the recipient countries to develop their national economy in an independent way and through self-reliance. It should not be used as a tool for pursuing neo-colonialism. Consequently UNDP, designed for the purpose of helping the economic and social growth of the developing countries, should carry out its activities in the spirit of the United Nations Charter.

29. The Chinese delegation hoped that in its efforts to improve its work, UNDP would strive to give priority to the interests and needs of the developing countries. Its resources should be used to the maximum for operational activities and economies should be made in non-operational expenditures. The experts should pass on their techniques so as to assist the developing countries in building up their own staff. When formulating country programmes UNDP must fully respect the priorities of the developing countries. His delegation hoped that the Capital Development Fund would be given due attention.

30. The least developed countries deserved special assistance from UNDP in order to overcome the delays caused by colonialist, imperialist and neo-colonialist exploitation.

31. UNDP and other United Nations bodies continued to extend assistance to the puppet clique of South Viet-Nam and to the traitorous clique of Lon Nol in Cambodia. That was against the will of the people of Viet-Nam and Cambodia, and China was

vigorously opposed to the idea. China also considered it inappropriate for United Nations bodies to provide aid to the South Korean authorities. Moreover, the extension of aid to Israel was tantamount to abetting its aggression.

32. China hoped that, with the advance of its economy, it would be able to make greater contributions towards international co-operation. In any case, it would continue to stand together with the third world countries and oppose the hegemony of the super-Powers and to establish an international economic relationship based on the equality of all peoples.

Mr. Pataki (Hungary), Vice-Chairman, took the Chair.

33. Mr. NICULESCU (Romania) was glad to note that UNDP was constantly striving to adapt itself to realities and was adopting more and more practical policies which satisfied the real needs of the recipient countries.

34. His delegation felt that technical co-operation programmes should necessarily reflect the objectives and priorities conceived and established by countries at the national level; the new country programming procedure was a step in that direction. It was nevertheless essential to maintain a certain flexibility so that UNDP could intervene in new situations which might not have been envisaged in the country programmes.

35. During its process of reorganization, UNDP must take advantage of the positive experience it had acquired during the years and give general effect to procedures and modalities which had proved useful in practice.

36. While admitting that UNDP must urgently increase its resources, his delegation stressed that the links of co-operation between UNDP and the recipient countries must be strengthened. Any tendency to divide countries, by the rigid interpretation of certain criteria, into donors and recipients would result in the elimination of a number of countries from the process of co-operation. In fact, an increasing number of countries participated in UNDP programmes both as donors and recipients. For example, Romania was able to give UNDP the benefit of its experience but it also enjoyed the support of the programme in furthering its own development efforts. His delegation supported the measures taken at the fourteenth session of the Governing Council in favour of the least developed countries.

37. Romania participated actively in the technical co-operation programmes of the United Nations which provided useful support for the efforts made by the recipient countries in the implementation of their national programmes. His delegation welcomed the fruitful co-operation between his country and UNDP: the opening of a UNDP office at Bucharest opened up new prospects in that field. The Romanian authorities were now drawing up the national programme which would be submitted to UNDP and they

hoped that the specific objectives which would be achieved in Romania within the framework of the different technical co-operation projects could be used in international co-operation through UNDP.

38. His delegation also welcomed the support which UNDP planned to give to the extension of the activities of the programme of Special Industrial Services. It also felt that there should be less rigidity in the relationships between Governments, on the one hand, and UNDP and the executing agencies, on the other. It would thus be desirable to increase in certain cases the contribution of UNDP to the direct execution of projects. Finally, geographical distribution should be improved in the award of subcontracts and the recruitment of experts so as to reflect more clearly the experience of various countries.

39. Mr. HALÁSZ (Hungary) pointed out that the need for UNDP was growing in proportion to the increasing requirements of the developing countries in the context of the implementation of the International Development Strategy for the Second United Nations Development Decade. Hungary was taking part, within the limits of its possibilities, in the bilateral and multilateral assistance offered to developing countries. It was thus expanding its trade with those countries and granting them preferential treatment.

40. The new practice of country programming appeared to be fulfilling expectations in the sense that it could be adjusted to needs as determined by the recipient countries themselves and was sufficiently flexible for future adaptation to changing situations. For that reason, his country, which was participating in the first country-programme exercise, welcomed the introduction of that procedure.

41. On the other hand, no changes should be made in the indicative planning figures because such changes might disrupt the harmony between UNDP and national development programmes.

42. His delegation also welcomed UNDP's decision to show a special interest in the least developed countries and, in an effort to maximize the effectiveness of that assistance, to concentrate initially on six of them. At the same time, it felt that UNDP should give attention to improving the absorptive capacity of the least developed countries in order to strengthen the effectiveness of the assistance rendered.

43. His delegation hoped that contributions to UNDP would grow substantially. It was regrettable that, owing to discriminatory policies, UNDP was being deprived of the practical and financial contributions that could be provided by the German Democratic Republic. Also, his delegation was disturbed by the proliferation of special funds and felt that all resources intended for assistance to developing countries should be concentrated in UNDP. So far as his own Government was concerned, it had increased its contribution for 1973 by 15 per cent.

44. Mr. MASSONET (Belgium), referring to the numerous country programmes under consideration by

the Governing Council, said that it was no doubt necessary to initiate as quickly as possible the new procedures resulting from the 1970 Consensus, but the workload was too heavy and as a result the work might not always be sufficiently thorough, either at the preparation stage or at the time the programmes were considered. Nevertheless, country programming served to introduce a concrete framework for the co-ordination of bilateral and multilateral aid, which had been favoured by many donor countries, including Belgium.

45. At its fourteenth session, the Governing Council had made considerable progress in improving its methods of work and, although it had not been able, owing to tardy circulation of documents, to adopt a decision on revised criteria for allocating UNDP resources, the question of the distribution of those limited resources as equitably as possible had nevertheless been posed.

46. Belgium had always urged that special attention should be given to the needs of the least developed among the developing countries and he hoped that UNDP would continue its efforts in that direction. His country was convinced of the particular importance of close co-ordination between bilateral and multilateral aid, and was therefore concerned to see that contributions separate from those made for the general activities of UNDP were being used for the purpose of financing special measures for the least developed countries.

47. Belgium was satisfied with the progress made in the implementation of the United Nations Volunteers programme and especially in the rapid transfer to Geneva of the Co-ordinator's Office in pursuance of the Governing Council's recommendation at its thirteenth session (see E/5092, para. 128). His country had furnished concrete demonstration of the support it intended to give the programme by providing 10 Volunteers for 1973.

48. In the view of his delegation, the creation of the Budgetary and Finance Committee of the Governing Council had proved rewarding and the Committee should facilitate stricter control of the utilization of UNDP resources.

49. Finally, his delegation wished to reiterate its concern at the increasingly heavy agendas: it was more and more difficult for the secretariat to prepare the necessary documentation and it was no longer easy for the Governing Council itself to conduct a careful and sufficiently thorough examination of the multitude of agenda items.

50. Belgium's confidence in the activities of the Programme had been shown by a further substantial increase in its contribution for the coming year.

51. Mr. EXNER (Czechoslovakia) said that his Government pursued a policy of both multilateral and bilateral assistance to the developing countries. Czechoslovakia was therefore actively participating in

UNDP activities by providing the services of experts, holding seminars, giving training courses, and so on. Czechoslovak organizations were engaged in the execution of subcontracts and, in some cases, Czechoslovakia co-operated with UNDP, materially and financially, in the implementation of complex projects aimed at increasing co-operation between Czechoslovakia and other countries. For example, the construction of an experimental electronic-computer centre at Bratislava was already producing results and experts trained at the centre had begun to teach courses themselves. A second big project was the establishment of an environmental protection centre.

52. The Czechoslovak Government was deeply interested in activities and measures to correct the weaknesses and fill the gaps in technical assistance activities. His delegation wished to draw particular attention to the action taken to give effect to the principles adopted in the 1970 Consensus and to draft a single statute for the Programme. That was a highly important instrument, and he wished to emphasize that it would be essential to incorporate in it the principle of universality with regard to the composition of the Governing Council, and the principle of the voluntary nature of contributions. In his view, it would be to everyone's interest to involve the German Democratic Republic in UNDP's activities.

53. At the fourteenth session of the Governing Council various solutions had been suggested to improve UNDP's financial situation: increases in contributions, reduction of administrative expenses and programme costs, utilization of the operational reserve fund, and retrenchment of operations. Whatever solution was adopted, his delegation stressed that, in compliance with the terms of the United Nations Charter, contributions must be absolutely voluntary. It might be best to concentrate on the economies that could be made in administrative expenses and Programme-support costs.

54. In its desire to help the developing countries, Czechoslovakia had decided to make a further increase in its contribution to UNDP for 1973.

55. Mr. JAIN (India) pointed out that a large number of country programmes, including that of India, had been adopted at the thirteenth and fourteenth sessions of the Governing Council, and he expressed the hope that most of the countries receiving UNDP assistance would soon have country programmes. At the fourteenth session, the Council had tried to define the problems encountered in the formulation and adoption of those programmes. One point which had become clear was that the availability of national planning expertise could considerably facilitate the transition to country programming. The greater the national expertise, the greater the possibility of harmonizing the national plan with the UNDP country programme.

56. His delegation wished to observe that national objectives and priorities must determine the shape of a given country programme. It must not be regarded as a separate entity but be integrated in the over-all

national plan. The relative priorities of a given country programme might not be exactly the same as those to be found in the national plan, but as long as they complemented the national plan, the country programme would be in conformity with over-all national priorities and would meet the needs of recipient countries much more meaningfully. Reference had often been made to "over-programming", i.e. to programmes which contained more projects than the relevant indicative planning figures might warrant. His delegation would, however, prefer the term "reserve-programming" because it seemed more explicit and clear (see E/5092, paras. 82 and 83). Reserve programming was a valuable instrument which allowed countries an opportunity to consider a longer term horizon than that involved in the indicative planning figures, and more easily to define their priorities and carry out the future reviews which might result from any additional resources that might be made available to UNDP.

57. With regard to the periodic review of country programmes, the Indian delegation felt that such reviews should not be too frequent because their purpose was to facilitate activity and not to be a substitute for activity. Obviously to take account of any changes in objectives or priorities, it would sometimes be useful to have a mid-term review, provided that it did not interfere with the implementation of plans. Another point which had become clear to his delegation after the experience gained in reviewing the country programmes adopted so far was that it was almost impossible to make them co-terminal with national plans. However, that was only a problem if countries were compelled to conform to the five-year development cycle instituted by the Governing Council as from 1972. His delegation did not see why that cycle had to be adhered to at all costs; it believed that Governments should have the freedom to plan and submit country programmes at any time during their indicative planning period for a duration consonant with their national development plans and on the basis of a reasonable projection of their indicative planning figures for the relevant period.

58. Emphasis had been laid during the thirteenth and fourteenth sessions on the necessity or desirability of co-ordinating UNDP inputs with those from other bilateral and multilateral assistance programmes. He wished to reiterate that the question was above all one of national sovereignty and could be settled only by the Governments concerned. In any case, such co-ordination occasioned numerous practical difficulties for both the donor and the recipient countries. Thus, while recognizing the advantages of improved harmonization, his delegation felt it would be better to adopt a pragmatic and more flexible approach to the question.

59. Another important aspect of country programmes was their equipment component. If the main *raison d'être* of UNDP was to give technical assistance, it was difficult to see why there should be any criticism of the equipment component of a given country programme when the importance of that component was

recognized in paragraph 48 of the 1970 Consensus. He had two observations to make in that respect. First, the present arrangements limited unduly the sources from which equipment could be procured, and his delegation welcomed the calls for their diversification. Such a change would be beneficial for a number of reasons, since it not only would ensure that the equipment was suited to the requirements of a given country but would lead to substantial economies in terms of pricing and thus increase the real value of technical assistance. In the same context he repeated his conviction that, when recruiting personnel for development assistance, account should be taken not only of the criteria of calibre, competence and experience but also of the need to find persons with practical experience of conditions in developing countries. In order to ensure a closer understanding of the needs and aspirations of the developing countries, preference should be given to experts who themselves came from such countries. There should be no insurmountable difficulty in adopting such a policy, since a growing number of experts were being trained in the developing countries. He noted that UNDP was already attempting to improve the situation in that respect, and looked forward to encouraging results in the near future.

60. He noted that 94 United Nations Volunteers had been assigned to 10 developing countries where they were making a contribution to the furtherance of project objectives. He had no doubt that that novel approach would be of great assistance in ensuring the success of a large number of UNDP programmes and projects. Now that the programme was operational, it was important to avoid an *ad hoc* approach and, instead, attempt to evolve a longer-term perspective. Over a period of time, it should be possible to make the programme an integral part of other technical assistance activities. That would make a wide range of expertise available to the recipient countries. There might be considerable scope for the United Nations Volunteers programme in cases where countries sought essentially the aid of "generalists". Indeed, that was precisely the type of assistance required by a large number of developing countries. The type of expert they needed was not a highly qualified specialist who could undertake theoretical work, but rather someone able to undertake practical activities at the "grass-roots level", in close co-operation with the local people. Such an approach automatically raised the issue of the qualifications required of volunteers for the programme. He had a growing impression that they were expected to be experts in the true sense, rather than "generalist" volunteers. That was contrary to the very nature of their duties. It was, therefore, necessary to avoid a disproportionate emphasis on qualifications and specialized knowledge. Even more important was the need to ensure that the Volunteers programme complemented, rather than competed with, the existing pattern of multilateral co-operation. Another aspect of the programme which should be stressed was the possibility of recruiting young people within the developing countries themselves. As the Co-ordinator had observed, the Special Voluntary Fund for the United Nations Volunteers had been set up primarily to ensure the participation of nationals from developing

countries. That aim would, however, be frustrated if undue importance continued to be attached to technical expertise and if that were made the sole criterion for acceptance.

61. The question of UNDP technical assistance in terms of its results or follow-up action was critical. It was clear that, while the Programme's pre-investment role was not the main feature of its operations, the contribution which it could make in assisting Governments to take decisions in that field none the less merited very careful study. Without wishing to minimize the responsibility of the recipient Governments, UNDP could help them to make their decisions by providing information and advice. It was generally recognized that the needs of the developing countries were becoming increasingly complex and UNDP itself no longer sought merely to supply missing skills or techniques but also to assist the developing countries in diagnosing their problems and planning their development strategy. In that context, the question of the review of indicative planning figures was of great, albeit less immediate importance. Indeed, the entire country programming cycle which had just begun was based on a series of indicative planning figures which were recognized as not being entirely satisfactory. Corrective measures should be taken even before the end of the cycle to forestall the undesirable results which could arise from the application of unsuitable criteria. Obviously the present criteria must be replaced by others which were more logical, more equitable and more relevant to the contemporary situation with regard to development. At the fourteenth session of the Governing Council, the Administrator of UNDP had said that the two main criteria for the establishment of indicative planning figures should be population and *per capita* income. At the same time, however, speakers had proposed a large number of other constraints and limitations which his delegation felt were only of secondary importance by comparison with the two basic criteria. While recognizing the importance of other criteria which had been suggested—such as the degree of technical skills in a recipient country, the scope of programmes to improve social justice, the mobilization of national resources and absorptive capacity and the extent to which UNDP inputs had been co-ordinated with domestic and foreign inputs—his delegation found it difficult to assess them accurately or judge them objectively. It therefore felt that the future pattern of indicative planning figures should be determined as simply as possible.

62. In the final analysis, however, any attempt to review the present system for determining such figures must take account of the question of over-all resources. Theoretically, the new criteria could be applied, even if new resources were not available, by redistributing funds; but that was not a realistic solution. The fact was that, even if the present country programmes were implemented until 1977 on the basis of a 9.6 per cent growth rate, there would be still a deficit of about \$100 million. Savings alone could not make up the difference. In such a situation, new means must be found to ensure a substantial increase in the resources of the Programme, without which it would confront insur-

mountable difficulties and the efforts so far made, particularly in the field of structural reform, would have been in vain. As the Administrator of UNDP had himself observed, the goal of achieving voluntary contributions of \$500 million a year by the middle of the Second United Nations Development Decade could not be achieved unless donor countries agreed to raise their contributions to UNDP by approximately 15 per cent per annum. Now that the targets and their sectoral implications had been quantified and the special needs of specific categories of countries and regions had been evaluated, it was justifiable to question the continued delay in satisfying the aspirations which were common to all countries and regions. More particularly, it might have been hoped that even if technical assistance under the regular programme could not be increased rapidly, those who had consistently affirmed their belief in the utility and efficacy of technical assistance financed by voluntary funding would now have been prepared to declare their willingness to provide, on a voluntary basis, the wherewithal for the requisite growth in the Programme.

63. What was at stake was much more than the fate of the Programme in a day's or a year's time: it was the whole future of multilateral economic co-operation over the Second Decade. Those who believed in such co-operation had the right and the duty to ask themselves whether they were prepared to summon up the political will needed to translate their goals into reality.

64. He had welcomed the report of the Executive Director of UNICEF. It reflected the new orientation of the activities carried on by that body which, he hoped, would continue to keep the Second Committee informed of action in the future.

65. Mr. ZOLLNER (International Secretariat for Volunteer Service) said that 18 months previously the International Secretariat for Volunteer Service (ISVS) had signed an agreement with the United Nations Volunteers programme whereby responsibility for the co-ordination of recruitment and selection of qualified candidates had been delegated to ISVS. The aim of ISVS was to promote on the international level the use of volunteers as a means of action in the cause of development. In that respect, it was interesting to note that the 56 Governments members of ISVS were also Members of the United Nations. Actually, ISVS had begun to provide assistance even before the birth of the programme by extending its co-operation to the United Nations when a study was being made of the possibility of establishing a United Nations Volunteers programme. It had thereafter taken part in various meetings and had rendered assistance in the fields of information and documentation. Since the signing on 5 May 1971 of the agreement between the Secretary-General of ISVS and the Administrator of UNDP in his capacity as Administrator of the United Nations Volunteers, ISVS had been actively engaged in recruiting the necessary personnel. Its efforts had produced good results, for it had been able to appoint to the programme qualified volunteers for almost all the posts proposed in the six months following the first requests from the United Nations. Of the 94 United Nations

Volunteers at present working in the field, 87 had been recruited by ISVS, and of the 110 candidates accepted to date, ISVS had recruited 102. Currently, it was actively engaged in the recruitment of Volunteers for 105 additional posts.

66. The action undertaken by ISVS was not limited to recruitment itself, but was also intended to facilitate the solution of present and future problems by organizing periodic meetings. Two such meetings had already been held and had helped to provide the United Nations Volunteers programme with full information concerning the views of bodies and countries interested in its activities. The meetings had resulted in a series of specific recommendations on such questions as the selection and preparation of projects, field support for Volunteers, recruitment procedures, information and administrative questions. It had been found that recruitment difficulties could be due to an unhappy choice of projects and that they were also encountered when the field support of Volunteers was inadequate. In that respect, ISVS could, if desired, hold information seminars on the aims, motivations and utilization of the Volunteers, who were a completely different category of personnel from experts or associate experts. It would also be able to co-operate in project selection—which was certainly open to improvement. Despite the limited number of Volunteers sent out since the establishment of the programme, their service potential was enormous, as the Secretary-General had indicated in his report on the feasibility of creating an international corps of volunteers for development.⁵ According to the report, in United Nations system-assisted projects alone, there could be 1,300 Volunteer posts established by June 1971, and in all probability that number might subsequently increase. By making a systematic survey and a careful selection of possible needs, the task of the Governments of developing countries, responsible for the programming of Volunteers, could be greatly facilitated. By encouraging them to submit requests, even in large number, many of the recruitment difficulties might be avoided which could arise if one simply waited passively for the requests to come in or collected them in an indiscriminate and haphazard manner.

67. In accordance with General Assembly resolution 2659 (XXV) of 7 December 1970, ISVS had also tried to recruit Volunteers from developing countries. The task had been made particularly difficult by the fact that those countries were in great need of their own personnel and did not have organizations for sending volunteers. Despite those unfavourable circumstances, ISVS had been able to include a very encouraging proportion of Volunteers from developing countries. By January 1972 the proportion was already higher than 25 per cent and it had currently reached 35 per cent. The good results achieved in that field were due largely to the other assistance activities carried on by ISVS in the developing countries. Those activities had enabled ISVS to establish contacts with Governments and competent bodies. In order to render its assistance in that field even more effective, ISVS was holding

⁵ E/4790.

periodic regional conferences of directors of volunteer organizations so as to enable them to exchange experiences, identify their assistance needs and, often, set in motion regional co-operation programmes. Such conferences had been held in Africa, Latin America and Asia. ISVS had also held training seminars for personnel of the national volunteer services of developing countries at Limuru (Kenya), Yopougon (Ivory Coast) and Santiago de Chile. A similar training seminar was being prepared in Asia with the active co-operation of UNICEF. Apart from that type of assistance, ISVS was also making available to developing countries, in fields where the United Nations Volunteers could not be utilized, multinational teams, some of which were at present at work in Yemen and Panama. On 15 September 1972, the Government of Chile had signed an agreement with ISVS concerning the recruitment of a team of that kind, which would bring together for the first time volunteers from developing countries, Western developed countries and socialist countries who would be working side by side with Chilean volunteers on an important government project.

68. ISVS had also sent many advisory missions to the majority of developing countries in order to prepare their participation in the training seminars or the con-

ferences of directors, identify opportunities for co-operation and technical assistance or render direct assistance to national organizations in the form of advisory services. During the past year, missions of that kind had visited 52 developing countries in Africa, Latin America and Asia. Being aware of the contribution which it could make by recruiting a constantly growing number of volunteers, ISVS was happy to inform the Committee that it was favourably disposed towards the renewal, for a further period of two years, of the above-mentioned agreement on co-operation. It wished very much to extend still more the scope of the co-operation it had established with the United Nations in the field of recruitment and preselection and to share the experience it had acquired in the 10 years of its existence.

69. Mr. KHIN SARAN (Khmer Republic), speaking in exercise of the right of reply, requested the Chinese delegation to bear in mind, whenever it took the floor, the recommendations of the Chairman and other members of the Committee to the effect that only economic questions should be discussed in the Second Committee. His delegation was perfectly willing to deal with political questions, but only in the proper Committees.

The meeting rose at 6.15 p.m.