



Chairman: Mr. Narciso G. REYES (Philippines).

AGENDA ITEM 44

Operational activities for development: reports of the Governing Council of the United Nations Development Programme (A/8399, A/8403, chap. VIII (sects. A to D); E/4954 and Corr.1, E/5043/Rev.1):

- (a) United Nations Development Programme (A/C.2/L.1146);
- (b) United Nations Capital Development Fund;
- (c) Technical co-operation activities undertaken by the Secretary-General;
- (d) United Nations Volunteers programme (E/5028; A/C.2/L.1145)

1. Mr. HOFFMAN (Administrator, United Nations Development Programme),¹ recalling the circumstances which had led to the establishment of the Special Fund on 14 October 1958, said that he had accepted an invitation to become Managing Director of the Fund out of a deep-seated conviction that at least three fundamental changes were needed in world affairs. First, he had been convinced that a change was required in the old ways of peace-making and peace-keeping, since such traditional methods as maintaining a balance of power, creating spheres of influence and building alliances and ententes had demonstrated dangerous and sometimes fatal weaknesses. Secondly, he had been convinced that the United Nations needed to function in ways substantially different from those of the League of Nations and that it must be made as relevant as possible to the daily lives and future hopes of all the peoples of the world. Thirdly, he had felt that some fairly radical changes were called for in the development process itself—changes focusing on a better and fuller utilization of the resources of the low-income countries. For instance, the low-income countries clearly required large-scale capital investment, both domestic and external, to finance urgently needed and often costly improvements in agriculture, industry, infrastructure and other economic sectors. Again, the people of the low-income countries had to be helped to acquire the skills and knowledge which would allow them to assume control of their own development and, particularly, of the domestic resources for fueling that development. Only in that way could those countries become fully independent both economically and politically and take their rightful place as full members of the world community. Finally, if either of those new directions was to be followed with any real hope of success, the low-income countries would have to acquire the

scientific and technological capabilities essential to the creation of economic wealth and use it to advance human well-being. That interlocking pattern, which had come to be known as “pre-investment and technical co-operation”, was not only rather experimental but also somewhat paradoxical. On the one hand, since pre-investment was a rather indirect approach, it could not be expected to produce such rapid short-term results as could, for instance, the direct provision of capital. On the other hand, it seemed the surest path to long-term progress—progress that would have steadily growing momentum because it was based on the internal growth resources of the developing countries themselves rather than on perpetual injections of outside stimulants.

2. Many subsequent events had strengthened those convictions. With regard to peace-keeping, for instance, the United Nations had acquired incomparable facilities for quiet diplomacy, for conciliation, for relieving tensions through public dialogue or debate, and for constabulary action. Those capabilities, if given the necessary support by Governments and utilized to the full, could make the United Nations the eventual guarantor of a world without war. It was also safe to say that United Nations involvement in economic and social activities, although quantitatively modest, had strengthened the Organization and increased its relevance for Governments and peoples. Thus, the future of the United Nations rested on a far firmer base than any previous international organization had possessed.

3. A prime reason for that state of affairs was the fact that, on balance, the development efforts of the United Nations family had succeeded in meeting the expectations originally placed in them. In the sphere of UNDP activities alone, co-operation with low-income countries throughout the world had led to the development of such vital natural resources as arable land, water for irrigation and power production, industrial minerals, conventional and exotic fuels and wealth from the sea. Moreover, the projects by which that had been achieved, and others aimed at evaluating low-income country opportunities for productive commercial enterprises, had helped to generate \$5,000 million of follow-up investment capital. In addition, well over 600,000 men, women and young people from developing nations had been locally trained in the skills required for exploiting domestic resources to produce domestic benefits. Since much of that work involved the training of teachers and instructors, new knowledge and new abilities were being produced and were spreading very widely from small core-groups.

4. While it was impossible to quantify the achievements of UNDP-assisted institutes for applied technical research, there was ample evidence that their work had appreciably

¹ The full text of the statement made by the Administrator of the United Nations Development Programme was subsequently circulated as document A/C.2/L.1149.

strengthened the technological muscle of the developing nations. The process did not merely involve the transfer of technology from the industrialized to the low-income countries; it was an organic adaptation and root-taking process in the course of which some new technologies were emerging which might well be developed to an even greater degree in the advanced countries to which they were also applicable. One example of such application of technical research was the use of saline water for irrigation.

5. There were a number of intangible as well as tangible accomplishments worthy of mention. The Special Fund, and later UNDP, had used their resources to help finance and co-ordinate the field activities of the United Nations Department of Economic and Social Affairs and of 16 other international agencies affiliated with the United Nations family. In that way, the United Nations system had made available to the low-income countries development wisdom and experience from every part of the world, including the practical know-how acquired by the developing countries themselves. One third of the experts serving abroad under UNDP programming and financing arrangements came from low-income countries themselves receiving UNDP assistance.

6. The participating agencies of UNDP, for their part, had not only restructured themselves individually for effective development work in the field but had also made remarkable progress towards welding themselves into an integrated development system which, although by no means fully perfected, was already unique in the annals of international and inter-organizational co-operation. Furthermore, it was a cause of particular satisfaction that, starting with 28 Resident Representatives of the Technical Assistance Board, UNDP now had almost 100 full-time, local and regional offices. All of those offices now had great responsibilities and opportunities to function as leaders of the most experienced development coalition the world had ever known. Moreover, through its field officers, the United Nations development system could maintain a direct and intimate contact with the needs, opportunities, activities and aspirations of the low-income countries which it served.

7. Of course, UNDP had not enjoyed a record of total success. It had experienced a number of serious problems and shortfalls which had occasionally affected the quantity, quality and rapidity of its response to the needs of low-income countries. He recalled that a *Study of the Capacity of the United Nations Development System*² had been carried out in response to the enormous growth in the number and complexity of UNDP services since its establishment and that, primarily on the basis of that Study, a process of restructuring had been undertaken to equip UNDP to handle a \$1,000 million programme by 1976. Four Regional Bureaux, a Bureau for Programme Co-ordination and a Bureau for Programme Analysis and Policy Planning had been established. The latter Bureau was concerned with evaluating the Programme's progress and effectiveness and providing long-range guidelines on new directions that UNDP might take. It also served the Advisory Panel on Programme Policy, a distinguished body of experts concerned with seeking the best means of helping developing countries to cope, through new and

more adequate forms of technical co-operation, with such problems as unemployment, malnutrition, the population explosion and the relationship between development and environmental protection. The Panel reported its findings to the Administrator, who in turn submitted them to the Inter-Agency Consultative Board and then, if appropriate, to the Governing Council for action.

8. A number of concepts had emerged over the past decade. For instance, it had not been understood at the time the Special Fund had been established that a more equitable distribution of both the means of production and of newly produced wealth was essential. Only recently had it been realized that that and other types of social reform were not only moral and political imperatives, but vital incentives to productivity itself, since it was an obvious truth that no man would work hard or well for long unless he was rewarded with an adequate income and adequate opportunities to enjoy a life of decency and dignity.

9. Another unforeseen development had been the current crisis of unemployment in the developing countries. Hundreds of millions were unemployed or under-employed, and because of population growth their numbers were constantly rising. That was a potential source of social unrest, and even violence, and a hindrance to national productivity. Worst of all, it eroded the human spirit. A solution to that problem might well prove to be the main priority of the Second Development Decade.

10. A further problem not fully appreciated in 1959 was the direct relationship between health improvement and economic growth. While major improvements in disease prevention and medical treatment had been realized by the low-income countries, that remained a leading problem area.

11. It had also been difficult, in 1959, to predict the urban breakdown and deterioration of the countryside now threatening a large part of the developing world. It was now apparent that new ways must be sought to reduce urban overcrowding by making it possible for people to live a decent life in rural areas. The "green revolution" was evidence of the contribution that applied agricultural research could make in solving that problem; however, further research needed to be carried out, and its results even more widely applied, so that the benefits of the "green revolution" would grow and be extended to increasing numbers of people in more and more parts of the world. In addition to greater agricultural productivity, there were other changes needed in rural life: education must be oriented to specific rural needs; industrialization must be decentralized to rural areas; and above all, the will to modernize and the willingness to accept change needed to be stimulated.

12. Other problems which had received insufficient attention at the start of the 1960s were the need for a far-reaching revolution in education and training whereby they would be intimately linked to the demands of development itself without neglecting cultural needs or destroying supportive cultural patterns; the overwhelming impact of the population explosion on poverty problems; and the need to protect the world's environment and to conserve its natural resources. On the latter point, he firmly

² United Nations publication, Sales No.: E.70.I.10.

believed that there was no irreconcilable conflict between development and environmental protection. On the contrary, for a number of reasons they could and must be mutually supportive. Increased productivity was necessary to provide the financial and technical resources to undo the damage already done to the environment. Furthermore, development if properly carried out was a means of resource improvement and conservation—in fact, UNDP's projects of land irrigation, soil improvement, reforestation, fishery development, hydroelectric and geothermal power production and urban planning were by their very nature environment-oriented. Moreover, the new earth-resources satellites, which would soon be used to locate new resources and detect the early signs of resource damage or depletion, were a further example of the potential marriage between development and conservation. Again, some recent research reports appeared to indicate that the world's growing pollution problems were not primarily caused by excessive growth in production. A more basic reason might be that new types of goods were being produced and new types of production methods being used which were very likely to cause pollution. It had been suggested, accordingly, that the pollution crisis could be substantially eased through making increased use of such renewable, natural substances as wood, rubber and animal fibres. That suggestion was of great interest, since it would clearly offer the low-income countries significantly better opportunities in international trade.

13. Another truth concerning the development process which had received insufficient recognition in 1959 was the importance of building a network of global trading relationships in which the low-income countries could make their essential contributions to a healthier global economy and through which they could earn increasing amounts of the capital they required to modernize their productive machinery. To that end, the wealthier countries needed to make concessionary adjustments in both their tariff barriers and their import-quota systems, since the present arrangements put most of the low-income countries at an unfair and insuperable disadvantage in the international marketplace. For their part, however, the developing countries must not so over-protect their domestic industries as to keep production costs at levels which both limited domestic consumption and prevented a substantial growth in exports. That kind of export growth was essential to the low-income countries, since it constituted their primary means of earning foreign exchange.

14. One step towards attaining the goal of an acceptable balance between the interests of the wealthier and the low-income countries would be the provision and use of external aid in ways that would more directly help the developing countries to strengthen their trading capabilities, both with each other and with the rest of the world. A growing number of UNDP-supported projects were devoted to that end, and to helping the low-income nations increase their earnings from such "invisibles" as the tourist trade. He fully shared the remarks made by the Under-Secretary-General for Economic and Social Affairs at the 1369th meeting concerning the need for the current re-examination of world fiscal policies to take into account as a matter of central importance the requirements of the low-income countries.

15. Finally, he had not adequately appreciated in 1959 the role that a stable government and a centralization of development responsibility played in the development process. Unless such responsibility was accepted at the very highest levels of government, progress would be unnecessarily slow and erratic. At the same time, experience had demonstrated the importance of popular participation in planning and in carrying out development activities, since there was a direct link between the degree of participation and the depth of motivation.

16. Although that list of problems—which was by no means exhaustive—was of disturbing dimensions, the fact that those problems had at last been recognized was a source of great encouragement. It was a matter of record that the gravest political and economic crisis of the twentieth century had arisen because men could not or would not recognize their basic causative factors. In short, while there were a number of potential causes of disaster in the 1970s, the decade could also witness the creation of a more agreeable and better world for all peoples.

17. For that to be achieved, however, certain economic, political and social conditions needed to be met. In the political field, it would be necessary to ease international tensions, thus creating a climate in which expenditures on armaments could be reduced to a level commensurate with actual security needs. It was senseless that the wealthier nations should be devoting \$200,000 million each year to building up their defence capabilities while they were granting less than \$15,000 million to helping the poorer countries combat the poverty and lack of opportunity which were among the main sources of international tension.

18. Furthermore, the world must learn to shape its economic policies in conformity with the growing interdependence between nations. Some of the goals of the Marshall Plan and of current development efforts were much the same, and so too could be some of the end results. The Common Market, which had emerged from the economic reconstruction of Western Europe, had helped to stimulate an almost miraculous economic growth in the participating countries and had welded their economies so closely together as to make it highly unlikely that war would ever again occur between those of the participants who had long been traditional enemies. Similarly, a globally integrated economy in which richer and poorer countries alike gave and received as equal partners was a prime prerequisite for future development progress and would be likely to generate an irreversible momentum towards world peace. Another important element in the progress towards economic globalism would necessarily be a substantial strengthening and expansion of multilateral development programmes. All the current development surveys agreed on the need to increase the ratio of multilateral to bilateral assistance from the present level of approximately 10 per cent to between 20 and 25 per cent.

19. UNDP itself required increased resources. While it was true that voluntary pledges had increased from some \$54 million in 1959 to some \$240 million in 1971, the latter figure represented only about one half of what the developing countries required and could absorb from the UNDP system, and about one half of the amount which that system was rapidly equipping itself to dispense with

full effectiveness. He wished to reiterate the hope that voluntary contributions to UNDP would reach \$500 million by no later than 1976.

20. The need for extensive social reform, which was essential to permit a much wider distribution of wealth and greater equality of opportunity than most of the world's population now enjoyed, should also be emphasized. No less imperative was the need for mature and far-sighted approaches to the use of technology. Far too much of the current technological expertise had been devoted to creating terrible weapons and to exploiting the earth's resources rather than using those resources rationally and replenishing them continually. The situation was clear-cut: either mankind would take fuller control of technology and consciously turn it to more humanistic ends, or eventually technology would control and completely dehumanize mankind.

21. His involvement with development over the past 13 years had been an enriching, fulfilling and gratifying experience. While progress towards a better world was far too slow, conditions were nevertheless demonstrably better in several respects than 10 years previously. Furthermore, there was a visibly growing momentum in both the development process and the process of international co-operation for development. If full advantage was taken of opportunities to accelerate that momentum, a future could be created quite unlike any period in the previous history of man. The first truly humanistic society in history could be built—a society in which the great majority of men, women and children could find personal happiness, personal fulfilment and personal meaning and purpose.

22. Much credit for UNDP's achievements belonged to Secretary-General U Thant, whose unfailing encouragement and support for the Programme had been one of its strongest moving forces, and to all the staff involved in UNDP activities. He was also particularly grateful for the support of the Governing Council of UNDP.

23. He would continue to regard development as one of the greatest causes to which mankind had ever devoted itself in all its history—a cause which the future might reveal to be the seed-bed for a flowering of human well-being that could cover the face of the world.

24. The CHAIRMAN paid a tribute to the Administrator for the valuable services which he had rendered to the international community in general and the developing countries in particular.

25. Mr. BUSH (United States of America) said that the Administrator's leadership, energy and high sense of duty had been instrumental in promoting the success of United Nations development efforts. He was proud to be able to say that Mr. Hoffman was a citizen of the United States of America. Development represented perhaps the most important challenge to the United Nations over the coming years, and if the Organization succeeded in meeting that challenge, as he was confident it would, that would in no small measure be due to Mr. Hoffman's contribution.

26. Mr. VERCELES (Philippines) said that in his statement, the Administrator had traced the history of United Nations technical assistance from its establishment in the

form of the Special Fund to the time when UNDP had become the world's largest source of technical assistance. He had analysed past experience and related it to the present, and had recounted his hopes for the future. The statement was extremely valuable, and since it marked the last occasion on which Mr. Hoffman had addressed the Committee in his capacity as Administrator, he proposed that it should be issued as an official Committee document.

27. Mr. KHANACHET (Kuwait) supported that proposal. Mr. Hoffman's contribution to development was so outstanding that he should be regarded not simply as a citizen of the United States, but as a citizen of the world. Where lesser men at the end of their careers expressed nostalgia for the past, the Administrator had ended on a note of hope for the future. In so doing, he had not dwelt on technicalities, but had given expression to the essence of his outstanding career.

28. Mr. McCARTHY (United Kingdom) said that most men were content with success in one career. Mr. Hoffman had had four major careers; his success in his first chosen career had been followed by distinguished war-time service, and then by his invaluable part in the reconstruction of Western Europe through the implementation of the Marshall Plan; that contribution alone merited a place in history. He had then embarked upon a fourth career with the United Nations, and his outstanding success in it was generally recognized. Mr. Hoffman merited the sincerest congratulations of the Government and people of the United Kingdom; fortunately, his talents were such that there was no guarantee that he would not reappear in international life in some other role.

29. Mr. EL-ZAYYAT (Egypt) said since it was customary to point to the shortcomings of the United Nations in certain sectors, it was only fair to pay tribute to its constructive efforts in other fields which were highly appreciated, especially by the peoples of the developing countries. He hoped that the unique and significant contribution of the Administrator of UNDP would pave the way for still greater efforts by those who would follow him, and he wished to express the deep gratitude of the people of his country for the technical assistance aspects of United Nations work and for the inspired and dedicated leadership of the Administrator of UNDP.

30. The CHAIRMAN drew the attention of the Committee to General Assembly resolution 2538 (XXIV), which provided that speeches or statements by representatives, by the Secretary-General or his representative, or by persons presenting reports on behalf of committees or other bodies, might be reproduced *in extenso* in summary records or as official documents only if they served as a basis for discussion, provided that the relevant decision was taken by the body concerned after a statement of the financial implications had been submitted in accordance with regulation 13.1 of the Financial Regulations of the United Nations. The financial implications in the present case would be of the order of \$100 per page. However, in view of the special circumstances, he believed that the Committee would wish to have Mr. Hoffman's statement reproduced as an official Committee document.

*It was so decided.*³

³ See foot-note 1.

31. Mr. HOO (Commissioner for Technical Co-operation) said that the technical co-operation activities undertaken by the Secretary-General had been considered by the Governing Council of UNDP at its eleventh and twelfth sessions, and by the Economic and Social Council at its fifty-first session. Those deliberations were summarized in chapter VIII, section C of the Council's report (A/8403).

32. In 1970, the total value of United Nations assistance from all financial resources had been \$55.3 million, as compared with \$47.9 million for 1969. The United Nations had been playing an increasing role as an executing agency of Special Fund projects. At its twelfth session, the Governing Council of UNDP had approved 10 new Special Fund projects for which the United Nations had been designated executing agency. The total cost of those projects, estimated at \$19 million, when added to the 241 Special Fund projects which had been or were being executed by the United Nations, had brought the total value of United Nations-managed Special Fund projects to over \$500 million by the end of August 1971, the cost being spread almost evenly between UNDP and Government counterpart contributions. In terms of number of projects, the United Nations was the second largest participating agency of UNDP, its major areas of activity being in natural resources and transport, development planning, public administration, housing, building and planning, and statistics. It ranked third in terms of total cost of projects. During 1970, the Secretary-General had provided the services of 2,218 internationally recruited advisers to 119 developing countries. A total of 2,344 individuals from 119 countries and territories had also been sent to study in 94 host countries.

33. Expenditure in the field of natural resources and transport had totalled \$26.9 million from all sources. During the first 10 years of the United Nations mineral exploration programme, minerals worth at least \$13,000 million had been discovered; that estimate excluded projects still in the survey phase, and did not take into account by-products obtained during processing. Minerals discovered included copper, iron, bauxite, limestone, salt and miscellaneous deposits in Africa, Asia, Central and South America and the Solomon Islands. Since the beginning of the programme in 1960, \$114.6 million had been spent or committed on 70 projects in 51 developing countries; of that amount, \$61.8 million had been earmarked by UNDP and \$52.7 million had been contributed by Governments in matching counterpart funds. About 85 per cent of the total was used directly for mineral exploration, while the remainder had been used to set up or strengthen training institutes and to rehabilitate mines. The benefits to developing countries could not all be evaluated in monetary terms. Personnel, both national and members of international teams, had received extremely valuable training, and in several countries new mining codes had been prepared, or outdated codes revised, as a precondition of acceptance of a project. Valuable contributions had also been made to improving and upgrading mineral extraction and processing techniques.

34. The results of co-operation with the developing countries in other fields, while less spectacular, were no less important. The 13 Special Fund projects in public administration, as well as the 343 experts in development planning,

had made a considerable contribution to the improvement of infrastructures, which were essential both to the development process in the developing countries and to increasing their capacity to absorb technical and capital assistance.

35. In 1970, the \$5.4 million appropriated under Part V of the United Nations budget for the regular programme of technical co-operation had been fully utilized. While that programme represented less than 10 per cent of the total technical co-operation resources available to the United Nations, it filled in critical gaps in technical assistance to the developing countries. Recently, an effort had been made to impart a purposeful direction to the programme. New guidelines had been established by the Governing Council in 1969, and subsequently approved by the Economic and Social Council and the General Assembly. To implement those guidelines, taking into account the relevant policies laid down within the framework of the International Development Strategy for the Second United Nations Development Decade, the regular programme for 1972 and subsequent years would be radically different in areas of activity, types of assistance provided and country coverage.

36. Geographical coverage was being concentrated on a selected group of countries at a relatively early stage of development, and possessing inadequately developed infrastructures. In 1970, the number of countries receiving assistance had been reduced from 100 to 83, and from 1972 onwards technical assistance under the regular programme would be limited to about 35 countries, almost all of them falling within the category of the least developed among the developing countries. That approach was in line with the provisions of paragraph (57) of the International Development Strategy.

37. After 1972, pilot and demonstration projects would consume a greater proportion of the programme's resources. The programme would probably also include complex and comprehensive projects of an interdisciplinary nature for regional development within countries, particularly integrated rural development. Projects under the regular programme would form part of the country programmes, but stress would be placed on their innovative character and catalytic importance.

38. Currently, regular programme resources were used for assistance in social development, public administration, formulation and implementation of development plans, public finance, trade promotion and schemes designed to promote co-operation among developing countries at sub-regional, regional and inter-regional levels. Assistance in those areas was of particular importance to the least developed among the developing countries. The latest studies of their special needs underlined the critical importance of assistance in public administration, plan formulation and implementation, and social development, especially measures designed to involve all sections of the population in the development process. The importance of the latter was highlighted in paragraph (78) in the International Development Strategy.

39. In its report on its seventh session (E/4990), the Committee for Development Planning had identified as one of the main problems of the least developed countries the

absence of national development plans, and, where there were such plans, the lack of well-formulated projects and the machinery to implement them. The Committee had recommended that measures should be taken to develop and improve public administration for accelerated economic and social progress, and had felt that the United Nations system could provide international teams of experts to help strengthen national institutions concerned with plan formulation and implementation. The projects to be approved for inclusion in the 1972 regular programme were intended to provide assistance precisely in those crucial areas. They constituted a modest though decisive contribution to the implementation of the important provisions of paragraph (78) of the Strategy.

40. On the basis of discussions held with the Governments or the least developed among the developing countries, five projects had been formulated for integrated regional development, four in public administration, two for specific aspects of social development, two for low-cost housing, two for export promotion, one for land management, urban settlement and environment control, and one in the field of plan formulation and implementation. The projects for integrated regional development, particularly rural development, would afford an opportunity to apply some of the latest techniques of the integrated approach to development. They related to regions which had been long neglected or involved in internecine conflict, or were designed to meet the needs of the inhabitants, mainly nomadic, of arid zones, and they aimed at alleviating poverty among those sections of the population which had so far remained outside the mainstream of the development process.

41. The public administration projects were likely to play a catalytic role in the development of the countries concerned. One project would assist in the establishment of a new agency which would become the focal point for nation-wide administrative improvement, following the promulgation of far-reaching legislative measures to overhaul the country's administrative system. Another envisaged the establishment of a national public administration institute, including training and research facilities relating to all aspects of public administration development. Still another would involve a massive effort to train local personnel in public administration, including in-service training, fellowships, a survey to establish training needs and resources, and the dissemination of modern training methods and techniques.

42. The low-cost housing project would concentrate on alleviating the sufferings of people living in extreme urban and rural poverty. One of the social development projects was intended to deal with the social aspects of major resettlement problems. The planning project would complement the efforts already being made by the United Nations Development Advisory Team in fulfilment of the Secretary-General's intention of providing as many of the least developed countries as possible with experts in plan formulation and implementation for as long a period as their needs warranted.

43. The Secretary-General hoped that the new profile of the regular programme would justify not only its continuation, but its substantial expansion. At present, because of

inadequate resources, only some eight to ten of 20 projects, which had either already been formulated or were in advanced stages of formulation, could be selected. Accordingly, even well-identified needs of developing countries, critical to their development, would go unsatisfied. For the remaining 10 to 15 least developed countries, discussions with Governments were continuing, and well conceived and important projects would be formulated during 1973. However, no resources were available for those projects. It was to be hoped that the Economic and Social Council's decision at its fifty-first session on separate earmarking of resources for regional advisory services, while maintaining the regular programme's current level of resources for other activities, would make it possible to implement at least those projects which had already been formulated and for which the countries concerned expected United Nations assistance.

44. The Secretary-General had also made efforts to enhance the effectiveness of other components of the regular programme by streamlining and rationalizing them. Regional advisory services had been thoroughly reappraised, in order that they could be geared to new approaches in development assistance, and brought into line with the new direction of the regular programme as a whole and with the exigencies of the country programming approach. From 1972 onwards, a substantial part of those services could be transferred to well-defined specific project or programme activities.

45. There had recently been a considerable expansion in the population programmes directed by the United Nations as part of its technical co-operation activities, with the financial assistance of the United Nations Fund for Population Activities. On their request, Governments were given assistance in determining the size and composition of the population, assessing population trends, understanding the consequences of those trends in relation to economic and social development, formulating, adopting, carrying out and evaluating population policies, and training the personnel required. Advisers in demography, family planning and population-oriented areas of statistics, such as census-taking, were being made available to Governments on request, and funds were also being provided to encourage nationals of the countries concerned to study abroad.

46. In order to enable the United Nations to make an effective contribution to country programming and to improve delivery of United Nations technical co-operation programmes, the Secretary-General had adopted a series of measures which would ensure better co-ordination of efforts among all the substantive divisions concerned, improve information systems, and make the United Nations better able to cope with the additional responsibilities involved in contributing to the country programming exercises. The new arrangement would make it possible for all concerned to think in terms of the problems of each developing country over its entire plan period, within the over-all framework of its development objectives or priorities, rather than on an *ad hoc*, compartmentalized basis. To improve the delivery of the United Nations programme, various measures had been taken to ensure prompt and efficient implementation of projects, including the application of the latest techniques to ensure that they were implemented on the most economical basis, with maximum multiplier effect.

47. Mr. SADRY (Co-ordinator of United Nations Volunteers programme) said that the new United Nations Volunteers programme had been operational for a little over six months. Following the establishment of the programme by General Assembly resolution 2659 (XXV) of 7 December 1970, the Governing Council of UNDP had approved the administrative and procedural framework for the programme in January 1971. The Co-ordinator's Office had been established in New York and a separate liaison office with recruitment and clearing-house responsibilities had been set up at Geneva in June 1971. The programme had recently concluded its formal arrangements with the International Secretariat for Volunteer Service in Geneva and the Co-ordinating Committee for International Voluntary Service in Paris, which had pledged their support to the programme and had agreed to be the main channel of recruitment for United Nations Volunteers. Direct contact had also been made with Governments of other countries which were able to send young qualified nationals to participate in the programme's development efforts in other developing countries, in order to fulfil the mandate of Assembly resolution 2659 (XXV), which called for volunteers recruited and serving on the widest geographical basis, including in particular developing countries.

48. In its initial period, a major preoccupation of the programme had been to convince Governments as well as in many instances organizations within the United Nations system that the United Nations Volunteers component constituted an additional and integral qualified development-input of multilateral aid.

49. The task of successfully channelling the energies and skills of the younger generation into the mainstream of international development depended largely on the recognition of the potential offered by young, technically qualified persons in over-all collective international development efforts. That was particularly relevant in the case of the United Nations Volunteers programme, since volunteers would be sent only in response to requests from Governments. Since the placement of United Nations Volunteers would, for the time being, be confined to development projects of the United Nations system, a coherent and co-ordinated approach to Governments and those responsible for implementing development assistance within the United Nations system was also particularly important. The programme had to contend with certain prejudices and scepticism regarding the concept of voluntary service as well as obstacles of a more practical nature. Since the United Nations Volunteer programme had only limited financial resources, requesting Governments had the responsibility of meeting a part of the costs of the volunteers. There was therefore an understandable preference for volunteers provided on a bilateral basis, free of any financial obligations to Governments. The evolution of appropriate procedures for the programme required careful examination and recognition of the *modus operandi* and the recruitment and placement procedures of voluntary organizations in different parts of the world. At the same time, it called for a degree of flexibility within the broad mandate of the programme in order to meet the wishes and changing needs of the Governments of developing countries.

50. The constraints which had affected the programme since its inception had necessitated a positive and pragmatic

approach. The programming of a United Nations Volunteers component had been encouraged on the clear understanding that volunteers would fulfil well-defined needs and requirements of specific projects. Local costs of United Nations Volunteers, which were the responsibility of recipient Governments, were charged, with their consent, against the respective UNDP projects within a country's Indicative Planning Figure. In accordance with the wish expressed at the recent meeting of the Governing Council of UNDP that special consideration should be given to the least developed countries, the Administrator had recently taken steps to release modest UNDP resources outside the Indicative Planning Figures of countries in that category to enable them to utilize United Nations Volunteers where such assignments could help to alleviate the problem of lack of qualified manpower.

51. So far, a total of 68 United Nations Volunteers had been officially requested by six countries. Five volunteers had already started work, while seven more were on their way to take up their assignments in four different countries. Consultations were in progress concerning further requests for 50 volunteers for assignments in three other countries. It was envisaged that over the next few months some 60 to 70 United Nations Volunteers would take up their assignments and that the number would rise to approximately 150 in 10 different countries by the middle of 1972, and 300 by the end of that year. Those figures augured well for a sustained and progressive growth of the programme, especially if its inherent complexities were borne in mind.

52. The Special Voluntary Fund, which had been established to support the activities of the programme, had reached a level of \$256,840, with pledges from 13 countries, of which 9 were developing countries. Pledges had also been made by two non-governmental organizations. The contributions to the Fund would help to meet the costs of sending young nationals from developing countries who otherwise would have had no available sponsorship to enable them to participate in the programme, and they would be welcomed by young people in many countries as an effective token of interest by Member States in the programme's ideals and objectives. He therefore hoped that more Governments would find it possible to contribute to the Fund.

53. The initiative for the programme had come largely from developing countries, which were giving it their whole-hearted support. In his view, that support was indicative of the developing countries' preparedness to assume major responsibility for their own development and to mobilize their national human resources. It was evident that the direct assistance which the United Nations Volunteers programme could give in the formidable task of development in the world could only be modest. Accordingly, the programme would need to expend its energies in support of domestic volunteer activities whenever possible. In his view, the new programme would derive its strength from national domestic organizations. The justification for bringing in volunteers from outside was not solely to impart specialist knowledge. The role of the high-level volunteer from outside was to act as a catalyst, triggering off a reciprocal response from local young people to enable them to tackle the problems faced by their communities. An

increasing awareness of their potentialities had been noted in several countries, and an outstanding example was Iran, where the Four Corps for Development had enrolled over 16,000 young people for work in various development fields and had achieved notable successes. It was a striking demonstration of how previously unused local human resources could be effectively mobilized on a large scale to assist in a country's rapid development.

54. The full and active support of Member States was indispensable if the programme was to overcome its initial difficulties and ensure its future. Moreover, the United Nations could ill afford to adopt an attitude of indifference to a programme which would arouse the interest of young people throughout the world.

55. Princess Asharaf PAHLAVI (Iran) said that UNDP had become one of the most effective means at the disposal of the United Nations for promoting progress in the developing countries. The name of the retiring Administrator, Mr. Hoffman, would forever remain linked to that important activity. Her delegation was also grateful for the introductory statements by the Commissioner for Technical Co-operation and by the Co-ordinator of the United Nations Volunteers. With regard to the latter statement, it was encouraging that in such a brief space of time the Volunteers programme had been able to start operations, even if on a small scale. It was reassuring to note that 13 countries, none of them developing countries, had already contributed to the programme. The interest aroused among non-governmental organizations was also welcome, in particular that of the International Secretariat for Volunteer Service and the Co-ordinating Committee for International Voluntary Service, which had agreed to co-operate closely with the Programme. The decision taken by the Governing Council of UNDP to give particular attention to requests from developing countries was also a source of satisfaction.

56. It was clear that Governments and the general public were increasingly accepting the fact that the United Nations Volunteers offered the young people of the world a unique opportunity for contributing to efforts to accelerate economic and social development in the developing countries, thus encouraging better understanding among peoples.

57. However, the picture was not entirely an encouraging one. Some delegations to the Economic and Social Council had continued to express doubts that a small group of volunteers could make a really valid contribution to development. It should be recalled that the same scepticism had existed in certain circles when the Technical Assistance Programme, and later UNDP, had been set up. Now that the Volunteers programme had been initiated, States must encourage its further development. At a time when national and international efforts were linked in the effort to achieve implementation of the objectives of the Second Development Decade, and when because of the difficult economic situation that task had taken on unprecedented proportions, the noble work of groups of volunteers devoted to improving the conditions of life in the world must be continued. The active participation of young people in the economic and social development of their own country, as well as of others, was a unique means of giving them new ideals. Since the programme concerned primarily young people, it must bear their priorities in mind, as well as their impatience at bureaucratic delays.

58. Iran's experience convinced her delegation that the programme could be successful. Currently more than 16,000 young people were contributing every year to literacy and to the economic and social development of the whole country. In the course of 10 years, they had performed admirable work, and the judicious use of national volunteers in all areas of development, education and health had made a considerable contribution to the advances Iran had recently been making. Several thousand of those young people were now enrolled in Iran's National Volunteer Service, and were ready to make a full contribution to economic and social development wherever their services were requested, thus contributing to the solidarity of mankind. She was therefore convinced that the United Nations programme had an important role to play, and would become increasingly effective.

59. It should not be forgotten that participation by qualified and experienced volunteers from developing countries was an essential aspect of the United Nations Volunteers. Their participation, however, depended to a large extent on financial considerations. Her delegation therefore appealed to all countries and organizations to place the necessary resources at the programme's disposal. Her delegation hoped that the draft resolution (A/C.2/L.1145), of which it was a co-sponsor, would meet with broad support in the Committee and thus make it possible to strengthen the programme as it entered on its second year of existence.

60. Mr. VERCELES (Philippines) said that his delegation welcomed the efforts made to restructure and strengthen UNDP in accordance with General Assembly resolution 2688 (XXV) of 11 December 1970. As well as the strengthening of UNDP, however, there was more need than ever for increased resources. The structural changes in UNDP had been geared to enable it to handle twice the volume of its present resources by 1975. Economic and Social Council resolution 1615 (LI) of 26 July 1971 drew attention to the far-reaching negative effects of the decline in the expected rate of growth of contributions to UNDP on country programming. Since the Indicative Planning Figures for country programmes were based on the level of UNDP resources, failure to reach the desired volume of resources-input would certainly have adverse effects upon the total development effort.

61. In January 1972, the Governing Council would begin its consideration of country programmes in accordance with the Consensus on the Capacity Study. The Philippines was one of the 20 countries taking part in the first country-programme exercise which would test the effectiveness and feasibility of the concept.

62. Turning to UNDP's important role in promoting follow-up investment, he noted the statement in the report of the Governing Council that almost \$5,000 million in investment had resulted directly or indirectly from projects assisted by the Programme, including more than \$1,000 million in 1970 alone (see E/5043/Rev.1, para. 104). His delegation hoped that the record could be improved still further and looked forward to receiving the operational guidelines which UNDP was preparing to promote follow-up investments. The transformation of rich natural resources of developing countries into economic assets was

perhaps the least onerous short-cut to economic development for both developed and developing countries.

63. His delegation also welcomed the new features in the Programme, namely, the inclusion of projects related to fields of innovative technology, and the growing role of UNIDO, as well as the increasing number and variety of UNCTAD projects, particularly the interregional project concerning the generalized system of preferences.

64. With regard to Trust Fund activities, his delegation had noted with satisfaction the evolution of the United Nations Fund for Population Activities (UNFPA) into a viable and rapidly expanding organization. It concurred with the suggestion made at the twelfth session of the Governing Council that more attention should be given to improved delivery of the programme, since it had more than sufficient funds for its current or planned projects. It was necessary to undertake a review of the aims of UNFPA, work out a long-term strategy and general operational guidelines, define more clearly the status and responsibilities of the Fund within the United Nations system, and strengthen the administration of the Fund by an increase in its staff. His delegation believed those proposals merited serious consideration.

65. The United Nations Capital Development Fund had failed to elicit a sufficient degree of commitment on the part of those countries which were in a position to respond generously to its customary appeal for contributions. The necessary financial resources must therefore be sought by other means and his delegation would support the use of the Fund's current resources for participation in the loans of development banks, particularly regional development banks.

66. His delegation looked forward to the expansion of the United Nations Volunteers programme to more developing countries. It supported the initiative taken by the programme to help Governments identify projects which required volunteer assistance, and wished to stress the desirability of co-ordination between the specialized agencies and volunteer organizations within United Nations-assisted projects, and the Co-ordinator of the United Nations Volunteers programme. It hoped that the recent agreement with the International Secretariat for Volunteer Service concerning conditions of co-operation would be followed by further agreements between the United Nations Volunteers and other organizations.

67. His delegation had pleasure in introducing draft resolution A/C.2/L.1146. The draft resolution was substantially the same as that submitted by the Indonesian and Philippine delegations at the twelfth session of the Governing Council of UNDP, in June 1971, except that it proposed to enlarge the Council from 37 to 48, instead of 45 members. The submission of the draft resolution had been prompted by a number of considerations. First and foremost was the legitimate aspiration of a large number of developing countries to participate in the deliberations of the Council. At present, some 97 developing countries had an allocation of 19 seats as compared to 17 seats for the developed countries.

68. Secondly, the enlargement of the Council would be a logical consequence of the restructuring and expansion of UNDP and its expectation of handling by 1975 twice its present resources. UNDP would thus be expanded and strengthened on the administrative side, while the composition of the Governing Council remained static despite the increase in the membership of the United Nations since the creation of UNDP in 1965. The sponsors believed that a corresponding strengthening of the Governing Council would balance the restructured expansion of the administrative side and ensure maximum effectiveness in the use of the projected increase in UNDP's resources.

69. Thirdly, the increased membership of the Council would make it more representative of both developing and developed countries, the proposed increase of 11 members being both modest and carefully balanced.

70. Fourthly, the proposed enlargement of the Council would eliminate the anachronistic arrangement of a "floating" seat rotating in a nine-year cycle.

71. In the course of consultations with other delegations, the sponsors of the draft resolution had become aware of doubts and reservations regarding the enlargement of the Council. It had been stated that increased membership would not enhance the prospect of increased contributions to UNDP. There was some fear on the part of some delegations that the developing countries would try to impose their will upon the developed countries. In the view of his delegation, there was absolutely no cause for such apprehension. UNDP was a co-operative enterprise, forged in the spirit of mutual understanding and partnership between developed and developing countries, and traditionally it reached decisions by means of consensus, since both donor and recipient countries had a common stake and interest in development.

72. A further argument had been that the Governing Council should first consider the matter of enlarging its membership before the General Assembly took a final decision. That had been done at the twelfth session by the Indonesian and Philippine delegations in the context of the preliminary consideration of the draft omnibus statute for the UNDP (see E/5043/Rev.1, annex V). However, other delegations had had no instructions and it had not been possible to discuss the question in depth at the time.

73. A number of delegations had also said that the examination of the draft omnibus statute should not be used as a vehicle for introducing substantive changes in the composition of the Governing Council. His delegation had considered that observation to be a valid one and for that reason was taking up the question of the enlargement of the Council in the General Assembly. Under General Assembly resolution 2688 (XXV) the draft omnibus statute would be merely a compilation of existing legislation regarding UNDP, and, if the draft resolution he was submitting was approved at the current session of the Assembly, its terms would be included in the consolidated statute to be discussed by the Governing Council during its thirteenth session.

The meeting rose at 1.20 p.m.