



ECONOMIC AND SOCIAL COUNCIL

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President: Mr. Milan KLUSÁK
(Czechoslovakia).

Present:

Representatives of the following States, members of the Council: Belgium, Cameroon, Canada, Czechoslovakia, Dahomey, France, Gabon, Guatemala, India, Iran, Kuwait, Libya, Mexico, Morocco, Pakistan, Panama, Peru, Philippines, Romania, Sierra Leone, Sweden, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela.

Observers for the following Member States: Austria, Brazil, China, Dominican Republic, Indonesia, Senegal, South Africa.

Representatives of the following specialized agencies: International Labour Organisation; United Nations Educational, Scientific and Cultural Organization; World Health Organization.

AGENDA ITEM 18

Town twinning as a means of international co-operation (continued) (E/4309, E/L.1155)

1. Mr. NDIMBIE (Cameroon) introduced draft resolution E/L.1155, sponsored by the delegations of Cameroon, Dahomey and the United Republic of Tanzania. The preamble and the first three operative paragraphs were fully within the competence of the United Nations, and in consonance with the views of the United Nations Development Programme (UNDP) as expressed in paragraphs 20 and 21 of the Secretary-General's report (E/4309). Operative paragraph 4, suggesting that the General Assembly should consider the possibility of establishing an international inter-community co-operation fund to be financed from voluntary contributions, fully maintained the independent character of the United Towns Organization (UTO) and, moreover, did not entail any expenditure from the United Nations regular budget.

2. The statement made by the representative of UTO at the 1464th meeting had made it quite clear that UTO was not seeking to gain a monopoly in the field of town twinning; it supported the principles of international co-operation, mutual assistance and non-

discrimination, and, with the help of the United Nations system, it sought to continue its extremely ambitious international programmes. If adopted, the draft resolution would also benefit any other non-governmental organization which met the requirements set forth in General Assembly resolution 2058 (XX) of 16 December 1965.

3. The machinery envisaged in the draft resolution did not imply a multiplication of existing United Nations subsidiary organizations. Experience had shown that non-governmental organizations could often do more to accelerate the development of developing countries than United Nations bodies. There should therefore be no fear that the resulting financial commitments might be excessive. The General Assembly had already agreed that town twinning was a desirable way of promoting international co-operation, and that non-governmental organizations, such as UTO, should be encouraged. The draft resolution sought to take further steps to encourage twinning between cities in the developed and the developing countries, with a minimum of support from the United Nations.

4. Mr. MEYER PICON (Mexico) said that his delegation had nothing but praise for the success so far achieved in town-twinning activities. All programmes promoting understanding and co-operation between peoples deserved the approval and the support of the United Nations. However, since the value of town twinning had already been recognized by the General Assembly, the Council should now concern itself with seeking more adequate ways to stimulate that form of co-operation.

5. Draft resolution E/L.1155 did provide one way of promoting such activities, although his delegation had some doubts about its operative provisions. Operative paragraph 1 might give the impression that one of UNDP's key problems, that of assigning priorities to the many programmes submitted to it, had not been borne in mind. As it stood, the paragraph implied that funds would be made available virtually upon request. Moreover, the words "the funds required for financing... activities" might be taken to mean that UNDP would be responsible for financing all such activities.

6. While operative paragraph 2 (a) recognized the need to forward plans to Governments for submission to UNDP, operative paragraph 2 (b) invited UTO to supervise the implementation of such plans. Surely, if a Government was responsible for submitting a project, it was even more responsible for supervising its execution. Moreover, if UNDP ceded supervision of programmes sponsored by it to a non-governmental organization, a precedent would be created which might quite reasonably be invoked by other organizations.

7. Operative paragraph 3, recommending that UNDP allocate an operational subsidy to UTO, might also

create an unfortunate precedent; other non-governmental organizations with objectives quite as laudable as town twinning might claim the same subsidy.

8. Operative paragraph 4, while suggesting that the General Assembly should appeal for voluntary contributions to maintain the proposed co-operation fund, said nothing about the way in which the fund should be set up. Moreover, there was no alchemy about the word "voluntary"; as the Council well knew, the five-year survey programme for the development of natural resources, despite its fundamental importance, had still not received all the voluntary contributions it required. The Council should also bear in mind programme priorities to ensure that Governments were not swamped with requests for voluntary contributions. In addition, the paragraph mentioned only one of the non-governmental organizations concerned with town twinning.

9. The preparation of the programme of measures requested by the General Assembly in resolution 2058 (XX) could best be achieved through an examination of the possibilities of existing organizations.

10. Mr. SCHUURMANS (Belgium) said that town twinning was one of the most attractive ways of bringing peoples closer together. Belgium had always supported such activities and, on its initiative, the five capital cities of the European Common Market countries had been twinned. That example had led to a number of twinings which, so far at least, were confined to the European Common Market area. The Secretary-General's note rightly emphasized the spontaneous nature of town twinning; Belgian towns, for example, often made twinning arrangements for such comparatively frivolous reasons as homonymity. Moreover, as the statement by the International Union of Local Authorities (IULA) pointed out (E/4309, annex II), many, if not most, twinings were arranged directly between the cities concerned without the agency of any national or international bodies. In his view, the spontaneity of town twinning should be maintained; it would be wrong to "institutionalize" it to death. Town twinning could also have a beneficial effect upon development.

11. He was doubtful whether the general scope of draft resolution E/L.1155 would maintain the spontaneity which he considered essential. Moreover, he questioned whether UNDP could be asked to finance machinery to supervise the implementation of twinning co-operation plans or even whether that would be in the interest of the twinned towns themselves. Operative paragraph 2 (b) not only ran counter to the normal procedures of UNDP but derogated from the dignity of the United Nations. His delegation also had very strong reservations about the proposed co-operation fund, even if financed through voluntary contributions, since he felt such institutional machinery would be inappropriate to existing practices of town twinning.

12. Mr. PAOLINI (France) said that town twinning was eminently laudable as a principle of international co-operation. The interesting statement by the representative of UTO had made it clear that the five principles of its United Towns Charter were fully in conformity with the spirit of the Charter of the United Nations. Town twinning could be a way of polarizing

human resources at the local level by means of direct contacts between peoples of different cultures and levels of development.

13. Section C of the Secretary-General's note (E/4309) described the attitude of UNDP towards town twinning, and made it clear that UNDP could, at the request of Governments, assist town twinning, if it was included in the activities normally financed by UNDP. The Council might consider the possibility that UNDP assistance might be granted for town twinning activities if such activities represented a practical form of co-operation to promote development. He would like to have further information from the representatives of UTO and IULA on "twinning co-operation". If that form of co-operation could be considered a specific activity which promoted economic and social development, then the Council should take a position of principle on the issue.

14. Draft resolution E/L.1155, although submitted rather hastily, was nevertheless useful as a basis for discussion. His delegation had carefully noted in the statement made by the representative of UTO that no extra expenditure would be requested for co-operation-twinning activities, which could be financed under the general budget of UNDP. With regard to the proposed co-operation fund, his delegation was traditionally opposed to the creation of special funds, which could have the effect of dispersing international aid, making it difficult to allocate priorities, diluting responsibilities and hampering sound financial management. He hoped that further consultations would produce a reasonable draft resolution which would express its approval of town twinning as a means of international co-operation which promoted economic and social development.

15. Mr. LOBANOV (Union of Soviet Socialist Republics) said that town twinning could make a positive contribution to the implementation of the ideals of the United Nations Charter. Town twinning promoted better international understanding, improved relations between peoples and created links of friendship and good neighbourliness. He paid a tribute to the work of UTO which had done much to promote such co-operation, in particular through its symposia and town-to-town conferences, and which had been particularly active in fostering co-operation between towns in developed and developing countries. Many towns in the Soviet Union had taken an active part in town-twinning activities. However, he felt that it would be better not to concentrate on one particular form of co-operation, for example the twinning of towns in developed and developing countries, but rather to encourage all forms of town twinning, irrespective of the stage of development reached by the countries in which the towns were located.

16. Many representatives had expressed the view that United Nations support for town twinning should have no financial implications, in view of the Organization's limited resources. Neither town twinning nor financial supports for the activities of non-governmental organizations was directly covered by the United Nations Charter. On the basis of the average cost of existing twinings, the one hundred co-operation-twinning envisaged by UTO would represent a very sizable sum.

17. As the representative of Mexico had pointed out, the question of priorities must also be borne in mind, as funds were available only for the most urgent problems. The activities of the United Nations Centre for Housing, Building and Planning in many ways coincided with the activities of non-governmental organizations in the field of town twinning. Therefore the United Nations was already directly assisting non-governmental organizations in the field as well as providing them with substantial moral assistance.

18. His delegation viewed town twinning as a direct relationship between individual towns, free from outside control. Within that framework, admittedly, the developed countries had a moral responsibility to assist the less developed countries; however, special machinery to supervise programmes and administer funds would institutionalize the situation and would detract from the spontaneity and the voluntary nature of town twinning.

19. His delegation maintained an open mind on the possibility that UNDP and the United Nations Educational, Scientific and Cultural Organization (UNESCO) might give financial assistance to town-twinning projects by UTO under definite agreements. In any case, the United Nations should give its moral support to the useful work being done by UTO, which could, on its own initiative, establish a voluntary fund to further town twinning.

20. Sir Samuel HOARE (United Kingdom) said that the note by the Secretary-General (E/4309) seemed to him an adequate response to General Assembly resolution 2058 (XX) inasmuch as it showed how the United Nations could assist in furthering the aims and purposes of town twinning. Naturally, it was for Governments themselves to decide what priority they wished to give to town twinning in their development plans.

21. Draft resolution E/L.1155 proposed a different line of action, which raised certain difficulties. It failed to mention any non-governmental organization other than UTO which was concerned with town twinning. Moreover, section B of the Secretary-General's note showed that there were activities of other organizations, notably those concerned with housing, building and planning, that must be taken into account. Despite the difficulties of providing direct assistance alluded to in section B of the note, it was in the field of housing, building and planning that the need for improvements was most pressing and that real possibilities for genuine and useful assistance existed. In any case, the United Nations should give neither preference nor authority to any one non-governmental organization.

22. The United Nations could not now establish a fund for financing town-twinning activities, which would merely further overburden its already precarious finances. The creation of a separate fund for voluntary contributions towards non-governmental activities would be a new departure and would raise difficulties, inasmuch as no single non-governmental organization should be given authority for the administration and control of a fund designed to finance the activities of a number of such organizations. The criticisms made by

the representative of Mexico concerning the draft resolution deserved careful consideration.

23. Mr. TREMBLAY (Canada) welcomed the activities of UTO and IULA in town twinning, which was highly beneficial to the citizens of both towns concerned. So far, projects had been initiated spontaneously outside the United Nations and the towns themselves had assumed responsibility for them. In draft resolution E/L.1155, however, the Economic and Social Council was being asked to take a further step and to change the nature of that form of co-operation. It was being asked to give special status to one non-governmental organization, to finance its projects and to establish a voluntary fund to promote town twinning.

24. His delegation doubted whether the Council should at the present time take such a decision, which would constitute a serious precedent fraught with consequences that could not easily be foreseen. He therefore hoped that the sponsors would substantially revise their draft resolution to preserve the private status of UTO and to enable other non-governmental organizations also to make their contributions by initiating or supporting town-twinning projects.

25. Mr. YANGO (Philippines) supported the concept of town twinning as embodied in the first principle of the United Towns Charter. The role of town twinning in linking towns of different countries should be developed to foster individual contacts and the exchange of ideas, local products and technical experience. Within the limits of its existing programmes, the United Nations could do much to promote those activities. He was glad that the Secretary-General would, in consultation with the specialized agencies concerned, arrange for the matching of offers of assistance from municipalities of developed countries, which would make it possible to meet genuine needs and to maintain the voluntary and spontaneous nature of that type of assistance.

26. His delegation endorsed the view expressed by the Centre for Housing, Building and Planning that despite the difficulties referred to in section B of the Secretary-General's note, the magnitude of the problems of urban development and the shortage of resources were such that any possible means of increasing co-operation and assistance from developed countries should be supported (see E/4309 para. 17-19).

27. While draft resolution E/L.1155 was a well-intentioned approach to the problem, it contained certain elements which raised doubts in the mind of his delegation. For example, the draft resolution would delegate authority for supervising the implementation of plans after their approval by UNDP to one non-governmental organization. While his delegation had the highest opinion of that organization and believed that it might well be able to carry out such a gigantic undertaking, it also believed that the step envisaged would create a serious precedent. Not all non-governmental organizations with consultative status had the same high qualifications as UTO, but some less desirable organizations might in future seek the same kind of authority that it was proposed should be given to UTO and the Council would then be placed in an awkward position. Moreover, the draft resolution would place the burden of financing town-twinning

activities on UNDP; in that connexion, his delegation would like to hear the views of UNDP.

28. Mr. JURZA (Czechoslovakia) said that his country had long recognized the value of town twinning and many Czechoslovak cities had formed such arrangements with towns in other countries. The twinning of Prague and Algiers was one example. In his view, town twinning was an important means of developing international co-operation and understanding. Its special value lay in the fact that it represented local initiative, led to better mutual understanding not only between the respective cities but also between the countries concerned, regardless of their social and economic systems, and therefore fostered the development of friendly and peaceful relations among nations. His delegation therefore considered that form of international co-operation a valuable one which deserved the full moral and practical support of Governments and the United Nations.

29. To its regret, however, his delegation could not support draft resolution E/L.1155 because direct United Nations assistance to non-governmental organizations was a departure from the general practice governing relations with such organizations and from the principle that United Nations assistance should be given only to Governments. Any exception made in the case of town twinning would entail consequences of which his Government could not approve. Town twinning should be encouraged within the existing framework and programmes of the United Nations to the extent commensurate with its importance.

30. His delegation would welcome the development by UTO of new forms of town twinning distinct from the traditional ways of promoting local government, such as cultural contacts, co-operation in public health and, generally speaking, the utilization of town twinning as a means of economic and social development. The vigorous and valuable activities of UTO should be encouraged and supported on equal terms with those of IULA and all necessary steps should be taken to enable it to co-operate increasingly with the United Nations.

31. Mr. RIOS (Panama) said that his delegation had consistently supported town-twinning projects as an excellent means of fostering rapprochement between peoples. While the United Nations should give its moral support to such activities, which must be based on local initiatives, it could not assume the considerable expenditure they entailed, particularly in view of the heavy financial obligations it was facing in connexion with the International year for Human Rights. For that reason, he hoped that the draft resolution before the Council would be revised to eliminate any call for financial support by the United Nations. Moreover, the draft resolution should not, by giving UTO precedence over other non-governmental organizations active in the field of town twinning, discriminate in favour of UTO, for to do so would not only set a most undesirable precedent but would also create complications in the future when similar organizations requested assistance for other equally constructive activities.

32. Mr. NDIMBIE (Cameroon) said that the sponsors of the draft resolution welcomed the support that had

been expressed for the concept of town twinning as a means of promoting international understanding. With regard to the doubts that had been expressed concerning the financial implications of their draft, the sponsors had had no intention of depriving Governments of their authority to establish priorities in their development plans or of giving UTO any kind of monopoly. On the contrary, the idea had been that UTO should operate only within the framework of UNDP; there had been no intention of transferring any of the responsibilities of existing United Nations organs to the non-governmental organizations. Moreover, while the draft resolution concentrated on co-operation between towns in developed and developing countries, the sponsors had not wished to preclude the exchange of experience between towns in developed countries. However, as the French representative had suggested, the sponsors would engage in further consultations with a view to revising their draft resolution in the light of the views expressed.

33. Mr. TOWNEY (United Nations Development Programme) drew attention to section C of the Secretary-General's note, in which the Administrator of UNDP had explained his position on the role that could be played by town twinning in the development process.

34. With regard to operative paragraph 1 of the draft resolution submitted to the Council, UNDP could not provide direct financial assistance for town-twinning activities; it could only provide equipment and services. With regard to operative paragraph 2, in implementing projects approved by the Governing Council, the executing agencies chosen by UNDP often subcontracted operational responsibility for them either wholly or partly to other bodies, including private institutions. The drafting of operative paragraph 3 was incompatible with the guiding principles of UNDP, which precluded it from giving financial support to general programmes, rather than certain specific activities, of a non-governmental organization or similar institution.

35. Mr. WEIL-CURIEL (United Towns Organization) said that the proposals contained in the draft resolution under consideration were fully in keeping with the spirit and letter of General Assembly resolution 2058 (XX). That resolution did not ask for the Council's general views on town twinning, nor on the form it should take, since the General Assembly had referred in the preamble to the emphasis laid by the first African Conference of World-wide Inter-Community Co-operation on twinning co-operation. Within that context, the Council had been requested to prepare a programme of measures through which the United Nations and UNESCO might take concrete steps to encourage further the achievement of the largest possible number of twinned towns. No positive suggestions, however, had been made along those lines.

36. He fully understood the difficulties, particularly with regard to the constitution of UNDP, yet according to the Secretary-General's note, the Administrator of UNDP saw town twinning as a useful area of international co-operation, non-governmental as well as governmental, and UNDP was, to a limited extent, fostering twinning of institutions between the developed and developing countries through subcontractual arrangements. There was nothing new, therefore, in

the suggestion that UTO might act as a subcontractor for certain limited tasks in connexion with projects submitted to UNDP by Governments. It was fully in accordance with UNDP's mandate to ask UTO to prepare projects and supervise their implementation. It was a new feature of relations between the developed and the developing countries that assistance should be provided on a voluntary basis.

37. The fact that UTO had been singled out in the draft resolution under consideration did not mean that it claimed a monopoly, but merely reflected the current situation since UTO had already worked out a formula for twinning co-operation on the lines of General Assembly resolution 2058 (XX). Other non-governmental organizations could prepare similar programmes and apply for similar subcontracts and UTO would welcome such action since there was room for more than one organization.

38. The towns involved in the town-twinning programmes needed the help of UTO since the expenses of the programmes were often too high for them to bear themselves, and since UTO had limited means, it in turn had to appeal to international organizations for support. Operative paragraph 4 of the draft resolution asked the General Assembly to consider the possibility of establishing a fund to finance town-twinning projects. The problem of providing aid at the local rather than the national level was a new one and the draft resolution did not propose a final answer to the financing of such aid. The first series of 100 twinings might take ten years or more to implement.

39. In answer to the objection that the draft resolution would be setting a precedent in singling out UTO, he pointed out that life consisted of precedents and that without imagination no progress could be achieved.

40. As examples of twinning co-operation programmes, he mentioned the twinning of Prague and Algiers, under which a day-care centre had been established, doctors, veterinarians, and other specialists had been provided and student exchanges had been arranged. Champagnole, in France, had provided agricultural and other specialists for Segou, in Mali, and had helped with the training of veterinarians.

41. He had been disappointed by the conclusions in the Secretary-General's note, although he welcomed its objectivity. The only positive conclusion was the hope expressed by the Administrator of UNDP (E/4309, para. 22) that towns in the advanced countries might play a greater part in helping build institutions for mobilizing domestic savings and other local resources in the urban areas of the low-income countries, and he believed that UTO could help to encourage such participation. If the draft resolution seemed too ambitious, it could no doubt be modified, but if the Council adopted it, it would be acting in accordance with the ideals of the United Nations and with the mandate entrusted to it by the General Assembly.

42. Mr. ASCHER (International Union of Local Authorities) said that he had been interested to note that many speakers had moved from the idea of town twinning to inter-municipal co-operation and that many of the suggestions made involved more than two towns. The activities of UTO, for instance, included seminars which brought together municipal officials

from many developing countries. He urged the sponsors of the draft resolution, when revising it, to bear in mind that town twinning was only one way of achieving international municipal co-operation, which had many forms, under the auspices both of UTO and IULA.

43. The Secretary-General's note referred briefly in section A to the United Nations Intermunicipal Technical Assistance Programme, in which the United Nations and IULA had co-operated for several years, and he wished to make it clear that no United Nations funds were involved. At the request of the Lord Mayor of Bangkok, for instance, a Dutch town-planning expert had been sent by The Hague and The Hague authorities had paid the expert's salary. Iran, too, had asked for, and received, help in municipal government on similar terms.

44. The Secretary-General's report also referred to the training courses conducted by IULA at the Hague on "Decentralization for Development" which were attended by officials concerned with local government. The courses included seminars and colloquia and visits to neighbouring countries to study local government methods.

45. There were other effective devices for improving inter-municipal co-operation which were not specifically related to town twinning. Apart from the United Nations Centre for Housing, Building and Planning, which had already been mentioned, help in town planning, for instance, could be provided through such non-governmental organizations as the International Federation for Housing and Planning and the Inter-American Planning Society. Town twinning might be encouraged where appropriate, but other forms of co-operation which had proved successful in the past should not be excluded.

46. He pointed out that UNDP was considering a request from the Venezuelan Government for help in establishing regional offices of the Fomento Municipal to strengthen municipal government by extending training programmes to rural areas.

47. The PRESIDENT suggested that the Council should defer further consideration of the item until a revised draft resolution was ready for submission.

It was so decided.

AGENDA ITEM 17

International control of narcotic drugs

REPORT OF THE SOCIAL COMMITTEE (E/4364)

48. Mr. JHA (India) proposed that the words "taking into account the views expressed by the primary producing countries from time to time" should be inserted after the words "at any time to the Commission on Narcotic Drugs and the Economic and Social Council," in paragraph 20 of the annex to draft resolution II in document E/4364. His delegation attached great importance to that amendment, which he hoped would be accepted unanimously.

49. Sir Samuel HOARE (United Kingdom) thought that the proposed insertion should be in more general terms since the primary producing countries were not the only group mentioned in the Single Convention on Narcotic Drugs, 1953. He proposed that the words

"and other Parties to the Single Convention on Narcotic Drugs, 1953" should be inserted after "the primary producing countries".

It was so decided.

50. Mr. ATTIGA (Libya) suggested, as his delegation had done in the Social Committee, that Member States should be invited to incorporate in the school health curriculum instructions on the harmful effects on society of the misuse of narcotics. It was important to take preventive as well as curative measures.

51. Mr. LANDE (Permanent Central Narcotics Board) pointed out that the question would be discussed by the Commission on Narcotic Drugs at its next session and it might therefore be advisable for the Council to wait until it had done so before adopting such a proposal.

52. Sir Samuel HOARE (United Kingdom) supported that suggestion. The only text under consideration into which such a proposal might fit would be draft resolution III and he did not consider the context appropriate. The question was not a simple one. In the United Kingdom, for instance, the Government could not prescribe the school curriculum. The Commission on Narcotic Drugs might be able to make a recommendation in a form which the Council could adopt.

53. Mr. ATTIGA (Libya) said that he would not insist on his amendment at present since the matter was to be given attention.

54. The PRESIDENT put to the vote draft resolution I, draft resolution II, as orally amended, and draft resolutions III and IV contained in the report of the Social Committee (E/4364).

I. *REPORT OF THE COMMISSION ON NARCOTIC DRUGS AND REPORT OF THE PERMANENT CENTRAL NARCOTICS BOARD*

Draft resolution I was adopted unanimously.

II. *ADMINISTRATIVE ARRANGEMENTS TO ENSURE THE FULL TECHNICAL INDEPENDENCE OF THE INTERNATIONAL NARCOTICS CONTROL BOARD*

Draft resolution II, as amended, was adopted unanimously.

III. *LSD AND SIMILAR SUBSTANCES*

Draft resolution III was adopted unanimously.

IV. *APPROVAL OF THE APPOINTMENT OF THE SECRETARY OF THE PERMANENT CENTRAL NARCOTICS BOARD*

Draft resolution IV was adopted unanimously.

The meeting rose at 1.45 p.m.

