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President: Mr. MARAMIS (Indonesia)

Tribute to the memory of Mr. Macleod, Chancellor of the Exchequer of the United Kingdom

1. The PRESIDENT expressed to the United Kingdom Government and the family of Mr. Iain Macleod, Chancellor of the Exchequer of the United Kingdom, the sympathy of the members of the Economic and Social Council.

2. Mr. ALLEN (United Kingdom) paid a tribute to Mr. Macleod. He was a man of the highest intelligence and of wide interests. His death had deprived not only the United Kingdom, but also the world in general, of a very creative statesman. He would convey the President's condolences to the Government of the United Kingdom and Mr. Macleod's family.

Tribute to the memory of Mr. Pipinelis, Minister for Foreign Affairs of Greece

3. The PRESIDENT expressed the sympathy of members of the Economic and Social Council to the Greek Government on the death of Mr. Panayotis Pipinelis, Foreign Minister of Greece, whose funeral had taken place the previous day.

4. Mr. CARANICAS (Greece) thanked the President of the Council, on behalf of his Government, for the expression of condolence over the sudden loss of Mr. Pipinelis.

AGENDA ITEM 7

Reports of the Governing Council of the United Nations Development Programme (E/4782, E/4884)

(a) United Nations Development Programme

(b) United Nations Capital Development Fund

(c) Technical co-operation activities undertaken by the Secretary-General *(concluded)*

5. Mr. HILL (Jamaica) associated himself with the tribute paid to Mr. Macleod. His death would be grievously felt throughout the Commonwealth.

6. Before commenting on the report of the tenth session of the Governing Council of UNDP (E/4884), he wished to make a few general remarks on the subject of development aid. UNDP had already done a great deal to help the developing countries, but it was questionable whether technical assistance, in the form in which it was being provided at present, was the best method of building or rebuilding the developing countries' economies. After the Second World War the European countries had, thanks to the trained personnel available to them, made a rapid economic recovery. But the developing countries could not do anything comparable because they lacked the skilled personnel, and unless assistance were forthcoming to help them make good that deficiency they would be unable to progress. If, as was expected, the UNDP resources made available to the developing countries doubled in the next few years, it would be possible to administrate them more effectively for, as one delegation had already pointed out, a relationship existed between the volume of resources and the efficient use of those resources.

7. Projects relating to Jamaica had up to now always been approved and implemented promptly. His country could not rest content with that, however, because it hoped to achieve more rapid development still, particularly in view of the fact that, like many developing countries, it had a fair amount of unemployment while at the same time paradoxically, possessing a reserve of trained personnel that was still unemployed.

8. He was in favour of the idea of a United Nations Development Co-operation Cycle, in which the emphasis was on country programming. He was glad the Governing Council had asked that special account be taken of the situation of the least developed countries and of countries which had recently attained independence; Jamaica, which had achieved a substantial rate of economic growth, did not come into that category of countries, but other countries in the Caribbean subregion ought to find such special attention helpful.

9. Some delegations had asked that the establishment of inter-country programmes should be linked to the role of the regional economic commissions in matters of development planning. But it should be remembered that programmes were primarily the responsibility of Governments. Furthermore, the regional economic commissions were not solely tools of UNDP programming; they had been set up to

meet the regions' various needs and had, therefore, other functions.

10. He hoped that the regional economic commissions would be consulted over the enquiry into problems of the regional and subregional structures that the Governing Council was recommending should be undertaken. Regional integration raised sensitive political problems which could not be settled by outside experts. If the aim was to make use of the experience acquired in other regions, then it was authorities in the particular region in question – i.e. persons directly concerned – who should turn that experience to account. In general, regional integration was a slow process and required a very cautious approach.

11. On the subject of section V of the consensus approved by the Governing Council, he agreed that maximum use should be made of the services of national institutions and firms within the recipient countries – provided such institutions and firms were available. If they were associated with pre-investment activities they would be all the more ready to participate in follow-up activities. Another possibility would be to ask the sub-contractors of the developed countries to associate themselves with local capital in investing in equities.

12. The Governing Council was right to ask that an endeavour should be made to recruit more personnel in the developing countries for the implementation of projects, and that it should be open to nationals of the recipient countries to become project managers; in regard to the latter point it might therefore be hoped that there would be a change in present practice. Training of counterpart personnel as part of a project, too, was a good idea. The decision to restrict assistance, in appropriate cases, to supplying equipment under integrated pre-investment projects also gave new hope in regard to the use of developing countries' trained personnel.

13. There were some points in connexion with the organizational reforms dealt with in section VII of the consensus on which his delegation would like some clarification. Was there not a contradiction between the establishment at UNDP headquarters of a small long-term planning staff, requested in paragraph 58, and the establishment of a long-term planning expert panel requested elsewhere ? Secondly, his delegation hoped that the establishment of regional bureaux (para. 57) would not involve new difficulties for countries whose requests had hitherto been approved without difficulty. Lastly, he did not think it was justifiable to set up in each UNDP executing agency one organizational unit with over-all responsibility for the implementation of UNDP projects (para. 66).

14. On the subject of the construction of buildings for UNDP headquarters, some delegations had expressed very strong views; clearly there were already some signs of the choice being restricted to a European or North American city. Either of those alternatives would increase the concentration of United Nations bodies in developed regions, a solution which, although it met the wishes of the most influential donors, was not in point of fact desirable.

15. Mr. BRECKENRIDGE (Ceylon), commenting on the programme recommendations of the Administrator of UNDP (E/4884, chap. II), said he welcomed the new trends apparent in them. He regretted, however, the inadequacy of the participation of UNIDO and UNCTAD, which had been remarked on in the Governing Council and had recently been mentioned in the Economic and Social Council by the representative of Greece. He took note of the assurances given by the UNDP Administration.

16. With regard to the decisions taken on financial matters (chap. IV), the choice of the location for UNDP headquarters must on no account be prejudged. The Deputy Administrator had now given assurances on the matter. He himself agreed with what the Jamaican representative had just said about the importance of considering decentralization in selecting a location for UNDP headquarters.

17. The capacity of the United Nations development system (chap. V) was the most interesting part of the report. The recommendations in the Capacity Study[1] were bold and imaginative, but his delegation hoped that they would not lead to a lack of realism. His delegation's endorsement of the resolution in paragraph 94 of the report was not without reservations based on the observations and reservations contained in the report itself and on the fact that some questions yet remained to be settled.

18. In paragraph 10 of the consensus approved by the Governing Council on that subject the statement would be noted that Governments should take into account, while preparing their country programme, inputs other than those from the United Nations system. The intention was obviously to obtain as great a degree of co-ordination of assistance as possible. If countries must take into account external inputs, both multilateral and bilateral, and at the same time base their programming on indicative planning figures provided by UNDP, he wondered at what stage in that complex process the United Nations system, more particularly the resident directors, would come in. That was not specified in the consensus.

19. As to the indicative planning figures, it would be remembered that in the Governing Council the representatives of France and the Netherlands had asked that those figures should be linked with the question of resources; paragraph 13 of the consensus seemed to be based on the assumption of a growth in resources, but the same did not seem to be the case with the periodic reviews of indicative planning figures mentioned in paragraph 17.

20. With regard to paragraph 18, on the formulation of projects, it would be noted that despite the innovations concerning programming UNDP would be continuing to play the part in the formulation of projects that had been laid down for it when it was set up. He approved of the notion that formulation would be an on-going process.

21. With regard to the approval of projects, it was provided that the Governing Council would delegate its powers to the Administrator for three-year periods. For the implementation of projects, however, the role of the Governing Council was stressed without impairing the Administrator's authority.

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[1] *A Study of the Capacity of the United Nations Development System* (United Nations publication, Sales No.: E.70.I.10).

22. He agreed with the comments just made by the Jamaican representative about the need for the participation of governmental and non-governmental institutions and firms. Paragraphs 41, 46 and 48 reflected that need, and were crucial to the implementation of the new system. The reservations made on paragraph 41 should take into account that the availability of national institutions and firms went beyond the question of mere technical assistance.

23. He supported the decision, on the subject of investment and other follow-up (paras. 52-53), that the Governments would be "primarily responsible for all measures which should be taken at all stages of a project to ensure effective follow-up, including follow-up investment", and the notion that UNDP would "develop its expertise . . . to ensure . . . the early co-ordination, from the planning stage onwards, with potential bilateral and/or multilateral sources of finance for projects requiring follow-up investment".

24. With regard to the problems of the regional and subregional structures within the United Nations system (para. 67), he would draw attention to the proposal by the representative of Tanzania set out in paragraph 106 of the report, and regretted that a matter so important to the Economic and Social Council should have been referred to the Co-ordination Committee. His delegation could not accept the idea that regional economic commissions were secondary and unimportant.

25. The extension of the functions of the resident representatives (para. 63 of the consensus) was calculated to raise some apprehension; if they acted as close advisers to Governments, co-ordinated the activities of the specialized agencies and became foci of decentralization, might that not mean that they were being, so to speak, raised to the rank of development "proconsuls"? The changes proposed in paragraph 63 were undoubtedly necessary in order to take full advantage of UNDP's new capacity, but care should be taken to avoid infringing the sovereignty of Governments.

26. Like the Indian representative, he hoped that the United Nations' technical co-operation activities (chap. VI) would be financed from the regular budget, since that would give better assurance that the needs of the developing countries would be met. His delegation saw a connexion between that idea and the proposed United Nations Development Advisory Teams.

27. He hoped that the United Nations Capital Development Fund (chap. VII), which had made little progress as yet, would be strengthened; larger contributions were needed. The idea that some countries might pay their contributions in the form of equipment was well taken.

28. The notion of creating an international corps of volunteers for development (chap. VIII) was somewhat dubious; if the corps was intended to be a voluntary undertaking on a world-wide scale, why would the volunteers go solely to developing countries? The Governing Council had noted that the Secretary-General's report on the subject (E/4790) did not study the role of domestic volunteers. Another question that might be asked was what kind of volunteers they would be, and what would be their qualifications. The possibility of financing the scheme from UNDP resources should be approached with caution and considered in greater depth.

29. Lastly, he supported the Governing Council's resolution concerning an emergency fund for disasters, reproduced in paragraph 175 of document E/4884.

30. Mr. BARMA (Chad) said that the consensus approved by the Governing Council of UNDP represented a commendable effort on the part of the members, who had had to overcome a great many difficulties in order to reach that compromise.

31. His delegation was in favour of the idea of UNDP country programming, but, as was stated in paragraph 4 of the consensus, country planning "based on . . . national development plans" or "national development priorities", for it would be out of the question for UNDP to impose upon the Governments of developing countries priorities which might fail to take certain local circumstances into account.

32. Nevertheless, though the Governments of developing countries must have the exclusive responsibility for formulating their national development plans or priorities, it should also be recognized that the developed countries had a moral responsibility to help the poor countries to further their development.

33. His delegation agreed with the statement in paragraph 9 of the consensus that "in the process of country programming, efforts should be made at all levels to co-ordinate all sources of assistance in the United Nations system". It was with that desirability in mind that his delegation favoured the decentralization of UNDP activities, a notion advocated in the *Study of the Capacity of the United Nations Development System.* Such decentralization should entail a strengthening of the role of the UNDP resident representatives and of the regional economic commissions, and make it possible to bring the United Nations programmes closer to the countries for which they were devised.

34. In connexion with the role of the resident representatives, he agreed with the observer for Chile (1713th meeting) about the conditions that should be observed in appointing them, also with the Kenyan representative's remark (1713th meeting) that UNDP officials ought to display a trifle more sensitiveness to the problems of the countries to which they were called upon to furnish assistance.

35. The Capacity Study was very interesting and useful, but his delegation wished to record its disagreement with the part on the regional economic commissions, which rather underrated the role that they played as genuine stimulators of development.

36. His delegation approved of the passage in the Governing Council's report which said that it was necessary to correct any inequalities due to historical circumstances by ensuring that special consideration was paid to the situation of the least developed countries and of newly independent countries whose lack of an adequate administrative infra-

structure had prevented them from taking proper advantage of UNDP assistance. Chad was one of the countries which had benefited least from assistance from UNDP and the specialized agencies. The reason might perhaps be that the requests submitted to the sources of finance had been badly presented, though Chad had obtained the help of several United Nations experts in preparing them. It was to be hoped that with the launching of the Second United Nations Development Decade more attention would be paid to the countries which had received the least international assistance.

37. Lastly, with regard to the location of UNDP headquarters, his delegation supported the French delegation's suggestion that the headquarters should be transferred to Geneva.

38. Mr. DRISS (Tunisia) deplored the fact that his delegation had not had enough time to study in detail the report of the Governing Council of UNDP on its tenth session (E/4884), for it had been issued only on 3 July 1970.

39. The consensus approved by the Governing Council was a compromise which could not readily be reconsidered. The Capacity Study provided some useful ideas for reform of certain United Nations bodies. The reform of UNDP, already initiated by its Administration. must be encouraged in the interest of the developing countries. The main reason why UNDP and other international organizations sometimes made little progress was the shortage of funds and of experts and the lack of a national programme and an economic policy in some countries.

40. In paragraph 66 of the consensus, the Economic and Social Council was requested to recommend to all executing agencies that they review their organizational structures at the headquarters level, and he would like to know whether contact had already been made between UNDP and the agencies with a view to defining the scope of those reforms and determining the bases for them.

41. He would also like to know about the difficulties which UNDP had encountered in the recruitment of experts. Finally, since a consultant had been engaged to study the problems of the regional and subregional structures of the United Nations system, the Council should be informed as to whether his terms of reference had been defined and what the scope, object and financial implications of the study would be.

42. Mr. TERVER (Food and Agriculture Organization of the United Nations) said that FAO had carefully examined the Capacity Study and had informed the members of the Inter-Agency Consultative Board of its conclusions. The need to improve the United Nations system in all sectors of activity was recognized by FAO.

43. FAO felt that the consensus approved by the Governing Council should make possible more rapid work on new bases to meet the growing needs expressed by Governments. With regard to the country programmes, FAO, together with the secretariats of UNDP and the other agencies, had arranged ways of helping the developing countries to draw up such programmes. It was already making a great effort in the sectoral aspect with which it was concerned – i.e. the preparation of agricultural programmes under bilateral co-operation arrangements between FAO and some countries. FAO had concluded agreements on the subject with a number of countries and had just negotiated a similar kind of agreement with the Norwegian Government.

44. On the question of increasing capacity, he said that a study on the reorganization of FAO had been made some years before and a further reorganization study was to be made very shortly. The conclusion of the latter study would probably help to bring about a further appreciable improvement in the system.

45. Mr. DOO KINGUE (United Nations Educational, Scientific and Cultural Organization) said that he had listened with great attention to the statements by representatives of Governments regarding the consensus approved by the UNDP Governing Council. UNESCO's Executive Board had already examined the Capacity Study; at its next session it would consider the consensus and any decisions taken by the Economic and Social Council at the end of the present discussion.

46. In its examination of the Capacity Study, the Executive Board had first welcomed the fact that UNDP had had a Capacity Study made of the United Nations development system. Because of the steadily widening gap between developed and developing countries, improvement of the assistance provided by the United Nations system had priority over all other matters. The Executive Board had considered that better programming and co-ordination were necessary, particularly if there was to be any appreciable increase during the Second Development Decade in the aid channelled through the United Nations. To achieve the required efficiency, it would be necessary to take account of the specific requirements for development and its very great complexity.

47. Referring to the comments made by the representatives of Jamaica and Tunisia, he mentioned the measures already taken or under consideration by the Director-General of UNESCO to improve the planning and execution of UNESCO's operational programme. Those measures would come into effect once the General Conference had approved, at its next session, the structural reforms submitted to it by the Director-General.

48. The Director-General had decided to strengthen the supervisory and inspection machinery of the Office of the Director-General. In particular, he proposed to set up two facilities, namely an Office of Management and Data Processing and an Office of Pre-Programming. At regional level he intended to use the Regional Education and Natural Sciences Offices, and at national level technical advisers for education, science, culture and information, to enable UNESCO to participate fully in the country programming process.

49. However, it should not be thought that the structure could simply be reorganized to emphasize or re-emphasize operational activities. Programming should not be separated

from execution, nor should intellectual and pedagogic considerations be separated from the operational action. That was why, while studying the possibility of readjusting the secretariat structure at headquarters and in the field offices, the Director-General was also aware of the need not to divorce the operational element from the intellectual element, if UNESCO was to perform its task satisfactorily.

50. Mr. NYYNEQUE (Kenya) said that his delegation wished to associate itself with the condolences expressed to the United Kingdom Government on the occasion of Mr. Macleod's death.

51. Referring to his comment at the previous meeting on Kenya's unsatisfactory experiences in its relations with UNDP, he said that his remarks did not apply to the Resident Representative in Nairobi, whose work in Kenya had been particularly useful, nor to the Administrator of UNDP. Nor had he had the IBRD representative in mind when he had made his comments; indeed, the Bank had urged UNDP to adopt a more positive attitude towards Kenya. UNDP had agreed to make a preliminary study of the Kenyan project and it was to be hoped that the problem might be solved.

52. In the opinion of his delegation the two Assistant Administrators of UNDP who had raised difficulties had no reason to oppose the Kenyan project, but they appeared in fact to have adopted the same attitude generally, because other countries had had the same experience as Kenya in their relations with UNDP.

53. With regard to the text of the consensus, he said that he might comment on the subject at the twenty-fifth session of the General Assembly. He had reservations regarding certain paragraphs.

54. His delegation suggested adding after the first sentence of paragraph 11 of the consensus the following words: "The recommendations of the Administrator shall be based on the evaluation of the relevant project", and replacing the second sentence of paragraph 20 by the following: "The Governing Council, while retaining this authority in strict observance of the provisions of paragraph 11 of this consensus, may delegate for three years to the Administrator authority to approve projects within country programmes."

55. Mr. COOMARASWAMY (Assistant Administrator, United Nations Development Programme) said that he wished to answer some of the questions asked during the debate.

56. The Jamaican representative had asked what the difference would be between the unit mentioned in paragraph 58 of the consensus and the panel mentioned by the Administrator of UNDP at the Governing Council's session. In the Administrator's view, the panel should consist of highly competent planning staff and should meet two or three times a year; it should deal with long-term planning and ensure that the best possible use was made of available resources. The small unit mentioned in paragraph 58 would serve, as it were, as a secretariat for the panel mentioned by the Administrator.

57. With reference to the Jamaican representative's remarks concerning the need to train suitable counterpart personnel, he wished to reaffirm that UNDP attached very great importance to the training of counterpart personnel and was taking priority action in that matter whenever Governments so requested.

58. In reply to the representative of Ceylon, he said that the representatives of the United Nations system would act to help carry out national development plans in the manner described in paragraphs 7 and 8 of the consensus.

59. He added that the Kenyan representative's comments had been duly noted and would be transmitted to the Administrator of UNDP. In general, the comments made by delegations during the discussion would also be brought to the Administrator's attention.

60. Mr. DRISS (Tunisia) observed that he had asked some specific questions but had received no reply from the UNDP secretariat.

61. Mr. COOMARASWAMY (Assistant Administrator, United Nations Development Programme) said that, in his opinion, the FAO and UNESCO representatives had answered the Tunisian representative's questions. Effective coordination had been arranged between UNDP and UNESCO and there were regular exchanges of views in the Inter-Agency Consultative Board on questions which concerned both UNDP and the specialized agencies.

62. Mr. DRISS (Tunisia) said that he had asked the UNDP secretariat several specific questions regarding experts and the difficulty of recruiting them and concerning the consultants who were going to undertake regional programming studies. What would those studies cover and what would be their budgetary implications ?

63. Mr. COOMARASWAMY (Assistant Administrator, United Nations Development Programme) said that the executing agents – i.e. the specialized agencies – were the ones responsible for programme execution and therefore for the recruitment of experts. The specialized agencies were therefore better able to provide information on that point.

64. The PRESIDENT invited the Council to take a decision on agenda item 7.

65. In its report on its tenth session, the Governing Council of UNDP had transmitted to the Economic and Social Council a draft resolution, annexed to which was a consensus approved by the Governing Council (E/4884, para. 94). He wished to know whether the Economic and Social Council was prepared to approve the draft resolution recommended by the Governing Council, subject to the reservations and observations made by the members of the Council during the discussion of the item.

66. Mr. ASANTE (Ghana) said that no changes could be made in the consensus since it formed a whole and any alteration might disturb the balance of the text. The Governing Council of UNDP, a more representative body

than the Economic and Social Council, had prepared that text and had asked the Economic and Social Council to forward it to the General Assembly. Since all Governments were represented in the General Assembly, they could therefore make known their views there. In the draft resolution prepared by the Governing Council, the Economic and Social Council, instead of "approving" the provisions drawn up by the Governing Council and "recommending" their adoption by the General Assembly, might merely "take note" of those provisions and "transmit" them for consideration by the General Assembly.

67. Mr. CARANICAS (Greece) asked whether, in the light of the comments made by some delegations, it might not be desirable to insert between operative paragraphs 1 and 2 of the draft resolution proposed by the Governing Council a new paragraph stating that the Economic and Social Council took into account certain reservations which had been expressed concerning the consensus approved by the Governing Council of UNDP.

68. He would also like to have the Secretariat's views regarding the procedure whereby the Governing Council submitted to the Economic and Social Council a resolution which the General Assembly was recommended to adopt. Was it really necessary for the Economic and Social Council to submit a draft resolution to the General Assembly ?

69. Mr. AHMED (Secretary of the Council) said that it was the normal practice for the Economic and Social Council to recommend draft resolutions to the General Assembly for its consideration. The Economic and Social Council had made a similar recommendation concerning UNDP every year. However, the Council itself would have to decide whether or not that procedure should be followed.

70. The PRESIDENT suggested a new formula. The Economic and Social Council might approve by consensus the draft resolution recommended by the Governing Council,

> "subject to the reservations and observations made or reaffirmed by members of the Council during the discussion of the item and without prejudice to the position that individual members of the Council might adopt when the matter was dealt with at the twenty-fifth session of the General Assembly".

71. Mr. ROUAMBA (Upper Volta) endorsed the President's suggestion.

72. In the draft resolution to be recommended for adoption by the General Assembly, he proposed the deletion, in the first preambular paragraph, of the words "and of the Economic and Social Council", because the Council had not made a report on the capacity of the United Nations development system.

73. Mr. SCOLAMIERO (Italy) suggested that it would be preferable to omit the second part of the text suggested by the President, since Governments were sovereign and could take whatever position they wished at the sessions of the General Assembly. The first proviso suggested by the President would be sufficient.

74. Mr. POJARSKY (Union of Soviet Socialist Republics) supported the views expressed by the previous speaker.

75. While it was true that there was no report by the Economic and Social Council on the capacity of the United Nations development system, the Council might decide to submit one for consideration by the General Assembly at its next session. It would therefore be wiser to retain the words "and of the Economic and Social Council".

76. Mr. ROUAMBA (Upper Volta) said that it was perhaps unreasonable to ask the General Assembly to consider a non-existent report. However, he would not oppose the retention of the words "and of the Economic and Social Council".

77. Mr. DRISS (Tunisia) said that even if there was no report by the Economic and Social Council, the General Assembly could modify the draft resolution.

78. After an exchange of views, the PRESIDENT invited the Economic and Social Council to approve the text which he had suggested, the end of the last sentence, from the words "and without prejudice . . .", being deleted.

It was so decided.

79. The PRESIDENT drew attention to the fact that paragraphs 66 and 67 of the consensus approved by the Governing Council of UNDP contained recommendations addressed directly to the Economic and Social Council. The question referred to in paragraph 67 was already being examined by the Co-ordination Committee. There had been no observations or reservations regarding paragraph 66 from either the Governing Council of UNDP or the Economic and Social Council. He therefore suggested that the Economic and Social Council should approve that recommendation.

It was so decided.

80. The PRESIDENT suggested that, in accordance with normal practice, the Economic and Social Council should adopt a resolution worded as follows:

> *"The Economic and Social Council*
>
> "*Takes note* of the reports of the Governing Council of the United Nations Development Programme on its ninth and tenth sessions (E/4782 and E/4884)."

It was so decided.

The meeting rose at 12.55 p.m.