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President: Mr. DRISS (Tunisia)

AGENDA ITEM 8

Operational activities for development (*continued*)

- (a) United Nations Development Programme (E/4954 and Corr.1, E/5043, E/L.1439, E/L.1444)
- (b) United Nations Capital Development Fund (E/4954, chap. VIII; E/5043, chap. IX)
- (c) Technical co-operation activities undertaken by the Secretary-General (E/4954, chap. VIII; E/5043, chap. VIII)
- (d) United Nations Volunteers programme (E/5028, E/C.2/740)

In the absence of the President, Mr. Szarka (Hungary), Vice-President, took the Chair.

1. Mr. SCOLAMIERO (Italy) said that the results achieved at the last two sessions of the UNDP Governing Council, and particularly at the twelfth session, had been very satisfying. The developing countries were now actively participating in the work of the Governing Council, to which they were making a valuable contribution based on first-hand experience. There was now a better understanding between the Administration and the Council, which had led to the adoption at the eleventh session of a decision concerning the future organization, methods and general procedures of UNDP. Thus, four Regional Bureaux, a Planning Bureau and a Budgetary and Finance Committee had been established, and the field staff had been strengthened. He was convinced that if such harmony between the Council and the Administration of UNDP continued, UNDP would be successful in its task of assisting the developing countries to raise their level of economic and social development.

2. Mr. ZAGORIN (United States of America) said that the twelfth session of the Governing Council of UNDP had

been especially important because it had resulted in a strengthening of UNDP's activities and an increase in its capacity to accept and utilize resources for development.

3. With regard to draft resolution E/L.1439, he noted with regret the lack of harmony between the decisions of the Governing Council and those of the Economic and Social Council. There seemed to be a struggle between them for influence, which would, unfortunately, lead to a waste of time and effort. He therefore urged the Council to consider that the decisions taken by the Governing Council of UNDP were not a display of hostility, but were motivated by the desire to solve as effectively as possible the problem of providing short-term special advisory services. That was why the Governing Council had requested the Secretary-General of the United Nations and the Administrator of UNDP to prepare a study on that question for submission to the Economic and Social Council at its fifty-second session. The developing countries had been given assurances and they must not be disappointed.

4. His delegation, therefore, which did not want the Economic and Social Council to refuse to consider a reasonable request, wished to propose formally certain amendments to draft resolution E/L.1439. In the third preambular paragraph the word "*Welcoming*" should be changed to "*Noting*", and the fifth and sixth preambular paragraphs should be deleted. Operative paragraph 1 and the end of operative paragraph 2, starting with the words "all based on the principle", should be deleted. Finally, in operative paragraph 3, the words "be carried out as a supplement to the actions stipulated in Council resolution 1572 (L) and" should be deleted.

5. Mr. CHTOUROU (Tunisia) had followed with interest the latest reforms that had been proposed for the improvement of the organization of UNDP, and the development of the ideas on which the Governing Council had agreed by consensus. The changes in the operation of the UNDP central administration should bring about greater efficiency and simplify the machinery, while keeping it flexibly centralized. In his opinion, those changes were to be encouraged. However, his delegation, like others, wondered whether the establishment of the four Regional Bureaux was likely to lead to a better organization of the administration of UNDP. He was therefore glad to note that the Governing Council had decided to review that decision in the light of the observations that were made on the subject.

6. The reorganization of the methods of work of the Governing Council should tend to strengthen its authority so that it would be better able to carry out its task. There had been some talk of enlarging its membership, and it would be desirable to look into that question in order to reach a consensus.

7. He noted with satisfaction that account had been taken of the reservations expressed by his delegation at the forty-ninth session of the Council concerning the United Nations Volunteers programme and the establishment of a volunteer corps.¹ The organs of the United Nations system should not neglect the new volunteers programme and they should get used to the idea of there being a central organ to ensure better co-ordination.

8. Mr. VIAUD (France) said that the twelfth session of the Governing Council of UNDP had been a success from the political and psychological point of view, even though it had been necessary to postpone the consideration of a number of important items until the thirteenth session. The twelfth session had been both a time of transition and a time for reflection. However, the participants and observers had been struck by the disagreement between the members of the Governing Council, on the one hand, and the Administration, on the other. The Council had indeed shown some impatience with certain problems, and especially with the solutions proposed. It seemed plain that neither the Administration of UNDP nor the Governing Council was really determined to co-operate in establishing the new system of United Nations technical assistance. It was to be hoped that in 1972 the Governing Council would devote the greater part of its discussions to considering its role and powers within the new system and that it would be assisted by the Administration itself, which should be able to make some suggestions in that connexion.

9. Quite apart from the tension at the twelfth session, the Governing Council had come up against practical difficulties in connexion with certain technical questions and with the organization of UNDP and its future.

10. With regard to the technical questions, it had been too early for the Governing Council to make a decision on the question of the United Nations Volunteers programme. It had felt that in January 1972 it would have the information it needed in order to make a decision. Among the problems that had been raised in that connexion were the cost of sending volunteers, the financing of the programme, the privileges and immunities which the Administration requested the developing countries to grant the volunteers, the selection of the headquarters for the volunteers, which some members hoped would be in New York and others in Geneva. The French delegation had taken a very definite stand on all those issues. It especially hoped that the Volunteers programme would be located in Geneva, where it would be in a better position for liaison work with the existing international organizations, but that did not rule out the possibility of establishing a liaison office in New York.

11. With regard to the question of the special natural resources advisory services, he noted that the Governing Council had agreed to give more detailed consideration to the arrangements and conditions for the utilization of the services of experts already working on certain projects, who might, during slack periods, be requested to carry out

technical assistance tasks for the United Nations. He regretted the fact that draft resolution E/L.1439 criticized the Governing Council in terms that were hardly acceptable and was surprised to find among the delegations that had submitted it two countries which were members of the Governing Council of UNDP. When that question had been considered at the twelfth session of the Governing Council, concern had been expressed that the absence of an expert working on a long-term project who was called upon to carry out short-term missions in other countries might adversely affect the main project. But the plan was not impossible. There could be close co-operation between UNDP and the United Nations, provided that it did not create greater complications for projects that were already under way. It was perfectly understandable that the Governing Council should want to give more detailed consideration to the implications of that plan and to postpone a final decision until its session in January 1972. In his opinion, the Economic and Social Council, would be lacking in judgement if it suddenly set aside, without serious consideration, the well-founded decision of the Governing Council.

12. With regard to the organization of UNDP, he hoped that the Regional Bureaux would be set up quickly and that the qualified opinions of specialists who would be responsible for those regions within the framework of UNDP would be made available later. The Bureaux should not carry on their activities independently and a certain harmonization was therefore necessary. With regard to the participation of specialized agencies in the implementation of the Programme, the French delegation agreed with other delegations which thought that the agencies should be able to co-operate fully in the implementation of projects and receive a remuneration corresponding to their actual expenses. Of course, such expenses were difficult to calculate, but it should not be impossible to arrive at a rough estimate. In the meantime, the French delegation agreed that the percentage that was currently used should be increased by 1 per cent from 1 January 1972. That was a temporary decision which would have to be reconsidered later.

13. He welcomed the decision of the Governing Council to establish a Budgetary and Finance Committee (E/5043, para. 198), because the considerable increase in what were known as "administrative expenses" was regarded by the French delegation as a cause for concern. It would therefore be a good thing for the Governing Council to have a certain amount of control over the administration and to participate in the preparation and approval of the administrative budget.

14. With regard to the future of the new programming system, the indicative planning figures had been fixed arbitrarily by the Administration on the basis of the results of the last five years. That method would do for the next five years and it did not rule out the possibility of adjustments at certain times if the effective resources of UNDP increased satisfactorily. The indicative planning figures were the very basis for the country programmes that were being prepared by the Administration of UNDP. In that connexion, the French delegation still wondered what

¹ See *Official Records of the Economic and Social Council, Forty-ninth Session*, 1716th meeting, para. 51.

the role of the Governing Council would be when the country programmes were submitted to it: would it discuss them in detail or simply approve the proposals of the Administration? For the French delegation, it was inconceivable that the Governing Council should merely approve, without adequate supporting evidence, the proposals made with regard to the content of the country programmes submitted by the recipient countries within the limits of the indicative planning figures assigned to them.

15. Finally, the problem of contributions was important. Although the Administration had done well to draw attention to the target of \$500 million for annual resources, it should not be forgotten that the Governing Council had envisaged an average annual increase of 9.6 per cent over a period of five years. That consensus was a compromise between the wishes of the Administration and the realistic attitude of the representatives of Governments, and for the moment it was necessary to abide by that compromise.

16. He was glad to see the role of the Inter-Agency Consultative Board confirmed, for he felt that the management of UNDP was not just the concern of the Administration, but of all the participating agencies. He hoped that the Board could give the Governing Council useful advice on the orientation of the programme and the main projects that it would have to approve. The Board could thus assist the Governing Council to play its role in the Programme.

17. The French delegation had not taken a position on the question of increasing the membership of the Governing Council. It was clear that as its membership increased, the council was gradually becoming an Assembly of UNDP, and that one day that would lead to the establishment of a steering committee. Those two questions were related and they would have to be resolved in the near future if the policy of the twelfth session was to be pursued.

18. Mr. HEDEMANN (Norway) said that the report of the Governing Council of UNDP on its twelfth session (E/5043) gave the encouraging impression that the Governing Council had concentrated on the implementation of the consensus reached at its tenth session² and subsequently endorsed by the Economic and Social Council (resolution 1530 (XLIX)) and then approved by the General Assembly (resolution 2688 (XXV), annex). It was now imperative to follow up with determination the guidelines formulated in the consensus, in order to overcome the difficulties of the transitional phase; all the more so because UNDP had a central role to play in the Second United Nations Development Decade.

19. One of the most important elements of the consensus was the fact that the over-all responsibility for the Programme now rested squarely with the Administrator. The division of responsibility between UNDP and the executing agencies had thus been clarified and the Administrator was in a better position to implement the provisions of the consensus.

20. For various reasons, at its twelfth session the UNDP Governing Council had had to postpone decisions on several

important issues. Thus it had not been possible to agree on a revision of the criteria governing indicative planning figures, including those relating to the least developed countries, which in the opinion of some should receive a relatively larger share of the Programme's resources. That was clearly an important problem within the context of the International Development Strategy and it should be stressed in that connexion that it was not just the amount that was important, but the type of aid, which should be adapted to the particular needs of those countries.

21. The Governing Council had also decided to defer consideration of the draft omnibus statute for the Programme, requested by the General Assembly (resolution 2688 (XXV)), in order that Governments could submit their comments in writing. Another item that had been postponed till a later session was the one relating to the Development Support Information Service. That question was of particular interest to the Economic and Social Council, since it involved the problem of co-ordinating the information activities of UNDP with other information services, in particular the United Nations Centre for Economic and Social Information.

22. In the field of pre-investment activities, Norway was particularly concerned, like the other Nordic countries, with follow-up investment, which in its view should be regarded as an integral element of the country programming process. It was essential that efforts should be made to attract funds from all possible sources and not just from the IBRD Group. His delegation therefore welcomed the fact that the Administrator had expressed his intention of taking the need for UNDP to promote follow-up investment fully into account.

23. With regard to the special natural resources advisory services, the UNDP Governing Council had decided, at its twelfth session, to request the Economic and Social Council to postpone consideration of that question until its fifty-second session, in order that further studies could be made. His delegation fully supported that recommendation. While it was essential to utilize the services of UNDP experts to the full, the proposed new scheme did not appear to have many substantial advantages over the existing arrangements. Furthermore, to restrict those services to the field of natural resources might give the false impression that similar arrangements were not feasible in other fields. The Economic and Social Council should therefore reconsider its decision in resolution 1572 B (L) -- on which his delegation had abstained -- in a wider context and in the light of the further studies to be undertaken by the Governing Council, with particular emphasis of the financial and administrative aspects. Meanwhile, the UNDP Administrator had given an assurance that advisory services in the field of natural resources and in other fields would be available under the existing arrangements between UNDP and the executing agencies.

24. Lastly, his delegation wished to draw the Council's attention to paragraph 151 of the report of the Governing Council on its twelfth session (E/5043), which contained the view of the Nordic countries with regard to the United Nations Fund for Population Activities. Those countries felt that the aims and long-term strategy of the United

² *Ibid.*, Forty-ninth Session, Supplement No. 6A (E/4884/Rev.1), para. 94.

Nations Fund, its mandate and its organization within the United Nations system should be re-examined, with a view to strengthening its role.

Mr. Driss (Tunisia) took the chair.

25. Mr. SCOTT (New Zealand) said that his delegation hoped that, as a result of the re-organization it had just undergone, UNDP would be in a better position to fulfil its responsibilities speedily and efficiently during the Second Development Decade. It was a measure of his Government's faith in UNDP that it had recently decided to increase its contribution by more than 10 per cent.

26. The report of the Governing Council on its twelfth session (E/5043) called for several comments. His delegation wished to comment particularly on the question of the special natural resources advisory services, which were referred to in paragraphs 250-259 of the report and were the subject of a draft resolution (E/L.1439). The information given on that subject by the Commissioner for Technical Co-operation at the previous meeting had been very useful. At the fiftieth session of the Economic and Social Council, his delegation had requested that the question of the proposed administrative arrangements to ensure smooth operation of those services should be referred to the UNDP Governing Council;³ in its view, the discussions that had taken place at the twelfth session justified the position it had taken. His delegation had not wished to delay the implementation of the new services; it had even hoped that, if the UNDP Governing Council found no insuperable difficulties in the proposed administrative arrangements, the services would become operational at an early date. The question was not, however, a simple one, as was clear both from the joint report by the Secretary-General of the United Nations and the UNDP Administrator⁴ and from the discussions which had taken place at the twelfth session of the Governing Council. It was to be hoped that the comprehensive report which was to be submitted to the thirteenth session would be more precise in that regard, since there was every reason to believe that, if the new scheme was workable in the field of natural resources, it could also be effective in other fields. Moreover, the proposal by the UNDP Governing Council concerning a joint study on the provision of special advisory services in other fields would not prevent the Secretary-General from continuing his efforts to make the special natural resources advisory services operational as soon as possible. Clearly there were problems on the administrative side that would have to be dealt with, preferably at the outset, in order to ensure that the arrangements adopted were effective. On the other hand, if the services were made operational, it might be possible to solve the difficulties as they arose. The joint report would be available in January 1972. Only limited experience of the special natural resources advisory services could be gained in the meantime. However, the experience acquired would provide a useful basis for the more complete study

that was to be undertaken jointly by the Secretary-General of the United Nations and the UNDP Administrator.

27. The question of the supplementary credits that would be required to finance travel and subsistence costs for experts was clearly a sensitive one which needed further thought, not because of the amounts themselves, which would be small, but because it raised a question of principle. For the time being his delegation wished to reserve its position on the subject and would suggest that it should be approached with the greatest possible flexibility. Until the next report of the Governing Council was available, those costs might perhaps be met from the regular programme of technical assistance.

28. In short, his delegation was prepared to support draft resolution E/L.1439, but it shared the doubts expressed by other delegations about the wording and would support any amendment to improve it. It considered that it was essential to delete, in particular, anything that might convey the impression that there was some kind of confrontation between the Governing Council and the Economic and Social Council and to seek, on the contrary, to reconcile the decisions taken by the two organs.

29. With regard to the United Nations Volunteers programme, his delegation thought that it was still too soon to make detailed comments; it had appreciated the explanations given by the programme Co-ordinator (1788th meeting) and thought that the statement by the Secretary-General of the United Nations summed up what could be expected of the United Nations Volunteers programme.

30. Mr. CHAMMAS (Lebanon) said he considered the effectiveness of the United Nations development system would be the crucial element in determining the success or failure of the Organization in the economic, social and cultural spheres. The recent developments in UNDP, including the changes it had just undergone, were therefore very encouraging. At the start of the Second Development Decade, the report of the UNDP Governing Council on its twelfth session (E/5043) conveyed an impression of optimism, which had been confirmed by the UNDP Deputy Administrator's statement (1788th meeting). The Lebanese delegation, which had, from the very beginning of the sixties, been among those in favour of regrouping all forms of development aid, welcomed the results set out in the report and shared the hope of the Deputy Administrator that the level of contributions would reach at least \$500 million by the middle of the Second Decade.

31. Certain sections of the report, however, called for comment. Concerning the assignment of senior agricultural advisers/FAO country representatives to countries where there were UNDP field offices, the Lebanese delegation supported the proposed arrangements and the proposal to bring the total number of posts of senior agricultural advisers up to sixty-two. The Lebanese Government, which maintained close co-operation with FAO had, for its part, greatly benefited from the joint experience of the two organizations.

32. As regards the special natural resources advisory services, the Lebanese delegation shared the concern ex-

³ *Ibid.*, Fiftieth Session, 1764th meeting.

⁴ DP/L.191.

pressed by the Kenyan representative and understood the purpose of draft resolution E/L.1439, which was merely aimed at speeding up the implementation of Economic and Social Council resolution 1572 (L), and was not a criticism of UNDP as some had suggested. The Lebanese delegation had accepted the decision taken by the Governing Council at its twelfth session because it had been convinced by the argument that it would lead to increased effectiveness and, particularly, because it had noted the assurance given in sub-paragraph (c) of the Governing Council's decision (E/5043, para. 259). It was, therefore, generally in favour of draft resolution E/L.1439, provided that the wording was modified to meet the wishes expressed by delegations.

33. As for the proposals submitted by Indonesia and the Philippines for increased participation of Member States in the UNDP Governing Council (E/5043, annex V), the Lebanese delegation was, in principle, in favour of such increased participation, but shared the opinion expressed by the Yugoslav representative (1788th meeting) concerning the actual number. It was a question, however, which could be negotiated. As the Deputy Administrator had stated, Governments should realize that the effectiveness of the Governing Council, which must be a vigorous and representative body, would not be diminished as the result of greater participation on the part of the developing countries.

34. As regards the United Nations Volunteers programme, in which the Lebanese Government was particularly interested, he welcomed the progress made and hoped that the programme Co-ordinator would succeed in interesting young people all over the world in development programmes and in convincing them of the need for collective action. As a first step, the Lebanese Government had decided to make a token contribution of \$1,000 to the United Nations Volunteers.

35. Despite the Lebanese Government's admiration for the work done by the Administrator of UNDP, his delegation wished to associate itself with the comments made by the USSR representative at the previous meeting concerning UNDP assistance in the field of electronics, for example which should in no case be given when it could serve to support States engaged in wars of aggression.

36. In that connexion, it would remind the Council of its resolution 1565 (L), not for the sake of opening a political debate but in connexion with the present discussion, the third preambular paragraph of which recalled General Assembly resolution 2728 (XXV), urging "all organizations of the United Nations system to study ways by which they might assist the Agency [UNRWA] or undertake activities helpful to the refugees which would lessen the financial burden of the Agency, to the maximum extent possible" (it would be recalled that the Agency had at that time been in difficulties). In view of the fact that, in operative paragraph 5 of the same resolution (1565 (L)) the Council requested, *inter alia*, the Administrator of UNDP to continue to consider appropriate ways and means of rendering all possible assistance to the Palestine refugees, and that the twelfth session of the UNDP Governing Council had taken place shortly after the adoption of the

resolution by the Economic and Social Council, there was every reason to ask the Administrator if he had been able to study ways of assisting the Palestine refugees. If he had been able to do so, the Lebanese Government would like to know what the ways were, and if not, it hoped the Administrator would soon provide an answer in keeping with the aim of the resolution and not one based on the pretext that UNDP could only intervene at the request of Governments. In the latter case, indeed, the Lebanese Government itself might very well ask UNDP to make a study, which it felt to be essential, of effective measures to assist the Palestinian refugees, in the context of Economic and Social Council resolution 1565 (L).

37. Mr. MARTOHADINEGORO (Indonesia) said that, as the Deputy Administrator of UNDP had pointed out (1788th meeting), the programme approved by the Governing Council at its twelfth session was the largest to have been adopted so far and proved that UNDP could handle bigger programmes provided it was given enough resources. It was, therefore, regrettable that the financial contributions had fallen so far short of minimum expectations. If UNDP resources made available to the developing countries did not double in the next few years, not only would the development efforts of those countries be frustrated, but the effectiveness of UNDP itself would be undermined. Although projects for Indonesia had always so far been approved and implemented rapidly, the Indonesian Government could not rest content with that, since it hoped with the assistance of UNDP to achieve more rapid development, particularly since it possessed abundant natural and human resources which were far from being fully utilized.

38. Without wishing to repeat the arguments it had put forward at the Governing Council's twelfth session, the Indonesian delegation would like to draw the attention of the Economic and Social Council to the proposal it had submitted jointly with the Philippines delegation for increased participation of Member States in the UNDP Governing Council (E/5043, annex V). The Indonesian delegation hoped that the Economic and Social Council would take a decision on that matter. It could, for instance, recommend in one way or another that the General Assembly should consider the question at its twenty-sixth session.

39. Concerning the draft resolution which was the subject of document E/L.1439, of which his delegation was a sponsor, he stressed that its intention was not to criticize the decision of the Governing Council given in paragraph 259 of the report (E/5043), but merely to express its concern at the delay in implementing Economic and Social Council resolution 1572 (L). While fully understanding the difficulties facing the Governing Council, he believed that the special natural resources advisory services were of great importance for the developing countries. It was in order that the efforts made in the Committee on Natural Resources and in drawing up resolution 1572 (L) should not have been in vain that the Indonesian delegation had co-sponsored the draft resolution before the Council. It would welcome any constructive suggestions for improving the text.

40. Mr. PATIMARAJAH (Ceylon) said that in general his delegation supported the administrative re-organization of UNDP. The principle of State sovereignty led naturally to country programming, which should be fully in accordance with the country's development objectives. Each programme should therefore be formulated by the Government of the recipient country in co-operation with the representatives of the United Nations system under the leadership of the UNDP resident representative. In his delegation's view the United Nations regional economic commissions should play a more direct role in the formulation of country programmes. The regional commissions had a crucial role in promoting regional economic co-operation and defining a regional development strategy. They should be strengthened and more powers should be delegated to them. The re-organization of UNDP involved among other things setting up four regional bureaux with enlarged responsibilities. The bureaux would provide a direct link between the field and the Administrator. There was no objection in principle to the changes but they should not affect or reduce the status and responsibilities of the regional commissions.

41. With regard to the setting up of the Asian Centre for Development Administration (E/5043, para. 16 (f)), the Ceylonese delegation was happy to say that its Government continued to be most interested in providing the facilities for the Centre at Colombo and hoped that the Governing Council would soon finalize the project.

42. He also supported the proposal by Indonesia and the Philippines to increase the membership of the Governing Council and hoped that the Economic and Social Council would adopt the proposal and transmit it to the General Assembly.

43. He noted with satisfaction the progress made since the start of the United Nations Volunteers programme and hoped that the scheme would soon be fully operational.

44. Mr. AKRAM (Pakistan) thanked the Deputy Administrator of UNDP and the Commissioner for Technical Co-operation for introducing at the previous meeting the report of the Governing Council and the report on technical co-operation activities respectively. He congratulated Mr. Sadry on his appointment as Co-ordinator of the United Nations Volunteers.

45. The consensus adopted by the Governing Council at its tenth session on the restructuring of UNDP was meant to enable UNDP to handle a programme double the present size. However, the report by Sir Robert Jackson, *A Study of the Capacity of the United Nations Development System*,⁵ clearly recommended that there should be no substantial increase in the resources available to UNDP until it had the capacity to utilize the additional resources.

46. Amongst the changes made in the structure of UNDP and its activities, the country programming approach and the concomitant decisions concerning the more important role of the resident representatives and the setting of indicative planning figures was fundamentally important.

Decentralization was another important change. Setting up four regional bureaux would make programming quicker and more relevant. The over-all authority of the Administrator would be maintained through the Bureau for Programme Co-ordination and the Bureau for Programme Analysis and Policy Planning.

47. Country programming would make the United Nations aid system considerably more cohesive. In that connexion, it was important that recommendations by UNDP and by the Inter-Agency Consultative Board should not infringe upon the prerogatives of Governments. It was encouraging to find that twenty countries would be able to submit their country programmes by the following year.

48. The question of indicative planning figures greatly interested the Pakistan delegation, which would continue to help work out criteria for determining them. However, the criteria should be interpreted flexibly and pragmatically, taking into account all the relevant factors, one of which was identification of the least developed countries.

49. The Governing Council had also adopted improvements in its methods of work, in particular by increasing the responsibilities of the Administrator and of the resident representatives and by setting up a Budgetary and Finance Committee.

50. His delegation had noted with interest the draft resolution submitted by Indonesia and the Philippines to expand the membership of the Governing Council to forty-five. Their reasons were very similar to the reasons adduced by Pakistan in favour of expanding the Economic and Social Council. He hoped the draft resolution would be supported by the Economic and Social Council and given due consideration at the next sessions of the General Assembly and Governing Council.

51. The Governing Council had not taken any decisions on other important matters such as the role of UNDP in follow-up investment, the finalization of the UNDP statute and increased recruitment for developing countries for development aid and a more equitable distribution of sub-contracts and procurement of equipment.

52. He regretted that the developed countries had not abided by the assurances given to developing countries at the time when the Capacity Study had been undertaken and had not increased their contributions by the figure of 9.6 per cent fixed in the consensus adopted at the tenth session. The increase had been only 8.4 per cent in 1970 and in 1971 would apparently not exceed 6.1 per cent.

53. With regard to the United Nations Volunteers programme, it had been welcomed with an enthusiasm fully justifying the proposal made by the Government of Iran in 1968. However, as the Secretary-General said in his report (E/5028) and as the Co-ordinator had confirmed (1788th meeting), the success of the programme depended on the support of Governments. With regard to the participation of volunteers from developing countries, the General Assembly had considered in its resolution 2659 (XXV) that they should be financed from a special fund. His delegation had noted with interest the appeal by the Administrator of UNDP for voluntary contributions.

⁵ United Nations publication, Sales No. E.70.I.10.

54. Mr. BRILLANTES (Observer for the Philippines), speaking under rule 75 of the rules of procedure, said that his country had co-sponsored, together with Indonesia, the draft resolution on increased participation of Member States in the UNDP Governing Council (E/5043, annex V). Since the number of developing countries in the United Nations was increasing, the number in the Governing Council should increase too. The Governing Council would then be more aware of their needs. It had been objected that there should also be an increase in the representation of developed countries. There seemed to be no grounds for that view, since the number of developed countries had not changed. Increased participation of the developing countries would also have the advantage of making the Governing Council more interested in finalizing the UNDP statute. He hoped that the Council would adopt the draft resolution.

55. Concerning the United Nations Volunteers, since young people made up an increasing proportion of the population, it was only fair that they should participate more in building a safer world where life would have more meaning.

56. Mr. MILTON (United Kingdom) said that at the last two sessions of the UNDP Governing Council progress had been made in applying the reforms suggested by Sir Robert Jackson in his Capacity Study. He mentioned in that connexion the establishment of four regional bureaux, a Bureau for Programme Co-ordination, a Bureau for Programme Analysis and Policy Planning, and a Budgetary and Finance Committee under the Governing Council. As against that, he regretted the fact that at its twelfth session the Governing Council had taken decisions with budgetary implications for 1972. Those decisions had been taken prematurely.

57. There were other matters which had not been settled at the twelfth session, notably, the study of criteria for determining indicative planning figures, which had been mentioned at the 1788th meeting by the Deputy Administrator of UNDP. When the Administrator submitted indicative planning figures at the next session of the Governing Council, he should take into account the recommendations of the Committee for Development Planning concerning a list of the least developed among the developing countries (E/4990, chap. II).

58. Another matter still outstanding related to the procedure for approval of projects which did not come within the framework of country programming. The Administrator should be given wider powers in respect of those projects.

59. Regarding other matters which had not been dealt with (notably follow-up investment and the development support information service), he hoped that at its next session, the Governing Council would take note of the comments made in the Economic and Social Council.

60. After congratulating Mr. Sadry on his appointment to the post of Co-ordinator of the United Nations Volunteers programme, he noted that the Governing Council had so far only submitted a progress report on the programme. The Governing Council would resume its examination of the

subject early in 1972, and it would then take into account the questions which had just been raised, in particular by the French representative. He was pleased to note that provision had already been made for sending volunteers to six countries.

61. Turning to the draft resolution on special advisory services on natural resources (E/L.1439), he said that the United Kingdom had not been able to support Council resolution 1572 B (L) on that subject, because the UNDP Governing Council had not stated its views. At its twelfth session, the Governing Council had had before it a report on that question by the Administrator of UNDP and the Secretary-General of the United Nations.⁶ Many delegations had, it seemed, expressed doubts on the methods proposed in that document. The Economic and Social Council should wait until the UNDP Governing Council had examined the question more deeply before it took a decision itself, particularly since the decision would have major financial implications for UNDP. At the twelfth session of the Governing Council, the question of how those services were to be financed had been left uncertain. The possibility had been mooted of drawing on the Programme reserve (the United Kingdom was against that idea) or the regular budget of the United Nations. The uncertainty on that point confirmed the Governing Council's view that the question needed further study. Moreover, the Administrator of UNDP had stated that, pending a decision on those services, existing arrangements for sending experts on short-term missions would be maintained.

62. An expansion of the Governing Council had been requested by the delegations of the Philippines and Indonesia, which advocated that account should be taken of that reform in the drafting of an omnibus statute for UNDP. He felt that the drafting of the statute should not be allowed to serve as an excuse for changes; rather, the statute should codify existing legislation. The proposal of those two delegations had not received enough support, and it would be necessary to wait until the Governing Council had studied the question more thoroughly.

63. Mr. de AZEVEDO BRITO (Brazil) said that UNDP had now reached the last phases of its reform programme. Considerable progress had been accomplished; the Governing Council and the Administrator were to be congratulated on the manner in which they had carried out that task.

64. Among the various changes introduced, country programming would make it easier for UNDP to integrate its contribution into development plans, which were clearly a national affair. Another reform, decentralization, with the establishment of regional bureaux, would bring UNDP and Governments much closer together. With that delegation of authority, countries' requests could be met more quickly.

65. Generally speaking, the consensus approved by the Governing Council at its tenth session, regarding future organization, methods and procedures, should not remain static. The object was to make UNDP more efficient, not to petrify it. For example, no real reforms had yet been instituted as regards inter-country programmes.

⁶ DP/L.191.

66. At the eleventh session of the Governing Council, it had been suggested that indicative planning figures should be established at the regional level; he hoped that proposal would be followed up, since it would make it easier to co-ordinate regional programmes with national plans.

67. Another step forward was the increase in the share of global projects, which must be linked with the idea of a wider role for UNDP in the transfer of technology. Global projects would indeed facilitate such transfers. His delegation had already expressed similar views on the transfer of technology in the UNDP Governing Council, and wished to reiterate them.

68. Indicative planning figures should be reasonably certain so that each country could be assured of a share of projects — a “quota” — on which it could rely. If the figures were compiled on an annual basis, that would defeat their very purpose. It was therefore to be hoped that they would cover longer periods.

69. UNDP should assign a larger place to industrial development, notably in global projects. In the draft resolution submitted by Brazil, Kenya, Pakistan, the USSR and Yugoslavia (E/L.1444), it was proposed that the Economic and Social Council should request the Administrator of UNDP to give special attention to requests of developing countries in the field of industrial development, and to present to the Governing Council at its June sessions a progress report on the approval and implementation of projects in the field of industrial development.

70. Turning to the question of contributions, he said that they would largely determine the future of UNDP. The last Pledging Conference had been a disappointment: the increase had been less than in the previous year, and well below the target of 9.6 per cent. When the consensus of the tenth session had been approved, the planned increase in the capacity of UNDP had been some 15-16 per cent. The 9.6 per cent increase in contributions would permit no more than a 10 per cent expansion in activities, which would leave a large part of UNDP's capacity unused. The result was a paradoxical and disappointing situation: while the aim had been to increase the capacity of UNDP, inadequate contributions made it impossible to utilize that capacity.

71. In his view, the technical assistance component of the programme was vital and should be expanded. All countries should be able to benefit from it without discrimination, and adequate provision should be made for industrial development.

72. The contributions to the United Nations Capital Development Fund were also disappointing. He hoped that, in accordance with General Assembly resolution 2690 (XXV), suggestions would be made for strengthening the Fund, so that there could be a thorough discussion on the subject at the twenty-sixth session of the Assembly.

73. Mr. HAMID (Sudan) associated himself with the praise addressed to the UNDP Governing Council on the achievements of its twelfth session. Its reports, which gave encouraging figures for the number and cost of technical assistance projects approved for 1970, augured well for the

Programme's future activities even though the number of projects approved was far below the number of requests for assistance.

74. His country was pleased with the increase in the number of Special Fund projects and with the expansion of United Nations technical co-operation activities, and noted with satisfaction that at the twelfth session of the Governing Council some delegations had endorsed the Administrator's suggestion that the least developed of the developing countries and those which had not had enough UNDP assistance should be the first to benefit from any increase in the over-all volume of assistance. Some delegations had stated that, even on the basis of current resources, certain of those countries required supplementary measures to enable them to benefit to the fullest possible extent from UNDP assistance; they had also recognized that a greater share of the resources should be devoted to the least developed countries and that that should be reflected in the indicative planning figures.

75. It was clear that the United Nations system of development assistance had had many shortcomings in the past, such as the lack of any link between technical assistance programmes and the national development plans of the recipient countries and the duplication of efforts by many organizations and agencies concerned with the financing of development aid. It was a step forward that those problems had been taken into consideration in the Programme's new mode of operation.

76. The UNDP Administration quite rightly felt that the Programme's new regional structure would permit a permanent dialogue with the developing countries and enable UNDP to adapt its work more closely to the needs and priorities of the countries and regions concerned. Before asking international agencies for aid, however, the developing countries should evaluate their own resources and possibilities. A healthy sign in that connexion was that the developing countries were contributing to a greater extent to the over-all cost of Special Fund projects.

77. His country realized that UNDP assistance to the developing countries would be greatly enhanced by the establishment of indicative planning figures for a number of years. In applying the country programming method, those countries had first to identify their needs, bearing in mind their objectives in the different sectors, and then accurately determine the aid to be sought from national resources, from UNDP and from other United Nations bodies. In order to establish the list of projects to be entrusted to UNDP, they needed information and advice from the resident representatives concerning the scope, nature, purpose, role and types of co-operation and assistance available from UNDP and the United Nations system. Governments relied heavily on the assistance of the resident representatives, particularly with regard to the co-ordination of technical advice from the United Nations agencies and the establishment of priorities for the projects included in the country programmes to be submitted to UNDP.

78. His Government was quite prepared to apply the country programming method and to co-operate fully with

the UNDP resident representative, particularly by supplying indicative planning figures, on the understanding that those figures were not binding. It was also satisfied to note from the report of the Governing Council on its twelfth session that the administration of UNDP had always endeavoured to recruit the most highly qualified people to serve as resident representatives (E/5043, para. 139).

79. In view of the expanded role of the new system of development assistance, relations between the resident representative, the Government and UNDP headquarters should be considerably strengthened. It was clear that a new situation and new opportunities would be opened up by the adoption of country programming and the attribution to resident representatives of greater responsibility in all aspects of the formulation and implementation of projects and follow-up activities. Naturally, the resident representative should not encroach on the prerogatives of Governments, since the leading role in planning belonged to the recipient country.

80. His delegation had read with great interest the Secretary-General's report on the United Nations Volunteers (E/5028), and wished to reaffirm its support for that programme. It had no objection to the French proposal that the headquarters of the Volunteers should be transferred to Geneva, provided that the move would create no difficulties for the UNDP Administration.

81. There was little to say regarding the United Nations Capital Development Fund; its lack of success was undoubtedly due to insufficient contributions, and it was to be hoped that those countries that could do so would increase their contributions and show greater faith in the Fund's objectives.

82. His country welcomed the appointment of agricultural advisers to work with the resident representatives; their assistance would certainly prove invaluable.

83. With regard to the draft resolution concerning increased participation of Member States in the UNDP Governing Council, his delegation considered that it would be desirable to make the Council more representative, in view of the prospect of doubling the Programme's resources by 1975. The matter should be thoroughly examined by the Council and submitted for decision to the General Assembly at its twenty-sixth session.

84. He also hoped that draft resolution E/L.1439 would be given favourable consideration by the Council.

85. As to draft resolution E/L.1444, his country had no objection to UNDP giving special attention to strengthening assistance for industrial development, on the understanding, however, that activities in other sectors did not suffer in consequence. At present, the Sudan, like other developing countries, was concentrating on agriculture and, while recognizing the importance of industrial development, did not wish to overestimate it.

86. Mr. WIELAND ALZAMORA (Peru) said it was vital that UNDP should have enough resources to carry out its tasks during the initial phase of the Second Development Decade, and expressed his concern at the decline in pledges for 1970 as compared with the figures for the previous

year. The General Assembly's adoption of the International Development Strategy certainly reflected a new political will on the part of all Members of the United Nations, but it was essential that the Economic and Social Council should resolutely support the decisions relating to finance mentioned in paragraphs 67-71 of the Governing Council's report on its eleventh session (E/4954), if the programme was to play its proper role.

87. The expansion of the Governing Council should ensure better representation of the interests of both the developing and the developed countries, bearing in mind the present membership of the United Nations, and should facilitate the participation of all States in the Programme's activities.

88. Mr. NARASIMHAN (Deputy Administrator, United Nations Development Programme) associated himself with the tributes paid to Mr. Santa Cruz, president of the Governing Council of UNDP by various delegations and expressed his satisfaction with the results achieved at the eleventh session of the Council, and still more so at the twelfth session held at Santiago which had for the first time given representatives an opportunity of directly observing development activities in a country of the third world. The conditions in which that session had been held augured well for the success of the third session of the United Nations Conference on Trade and Development, also to be held at Santiago in April 1972.

89. Mr. Santa Cruz had been quite right to draw attention to the need to provide more resources for UNDP, particularly since at present it was lack of resources rather than lack of capacity which hampered the development of assistance.

90. Brazil, the Soviet Union and other countries had emphasized the need to strengthen activities aimed at promoting industrial development and had expressed the view that UNIDO should take part in more projects. Those comments had been carefully noted by the UNDP Administration. However, as the Sudanese representative had pointed out, projects and priorities were decided primarily by the recipient Governments.

91. If a country considered that in the first stage priority should be given to the agricultural sector and indicated a preference for a certain executing agency, UNDP had to take account of that opinion, just as it did when a Government decided to apply to UNIDO.

92. He said that, without wishing to encroach on the prerogatives of the Council, he would suggest a slight change in the text of draft resolution E/L.1444: in paragraphs 1 and 2 the words "Decides to request" and "Further decides to request" should be replaced by the words "Requests" and "Further requests" as the text was in fact a request to the Administrator of UNDP.

93. Replying to questions on the progress of country programming, he said that UNDP hoped to complete the preparation of the various country programmes by June 1973. After that date, the Programme could be carried out in a co-ordinated manner, taking into account the decisions of Governments.

94. The Administration of UNDP thanked the delegations which had expressed their satisfaction with the United Nations Volunteers programme. It thanked in particular Pakistan and Lebanon, which had announced their intention of contributing to the programme, and the Friends World Committee for Consultation, which had already done so.

95. Referring to the advisory services on natural resources, he repeated the assurances given in paragraph 258 of the Report of the Governing Council (E/5043). Whatever decision might be taken in the matter, UNDP was resolved to take an active part in operations in that field.

96. Turning next to the Lebanese representative's question on the action which the Administration of UNDP proposed to take to give effect to the Council resolution 1565 (L) on emergency assistance to Palestine refugees, he pointed out that the resolution had been adopted in May 1971, when the programme of UNDP had already been drawn up. But the Administration had had tripartite discussions with UNRWA and its own Regional Bureau for Europe, Mediterranean and the Middle East and had envisaged putting into effect one or more projects in that field. As soon as he returned to New York, he would find out about the matter and reply in greater detail to the Lebanese representative.

97. The project concerning an Asian Centre for Development Administration, referred to by the representative of Ceylon, had been approved in June, as stated in annex III to report E/5043.

98. Lastly, the Administration of UNDP would take the greatest notice of the comments concerning the information service when it studied proposals on that subject.

99. Mr. SANTA CRUZ (Observer for Chile), President of the Governing Council of the United Nations Development Programme, said that the twelfth session of the Governing Council had shown how useful it was for the bodies concerned with development to meet from time to time in a developing country so as to have more direct contact with the realities of the economic and social situation in those countries.

100. The discussions in the Economic and Social Council had been both interesting and stimulating. He had been particularly impressed by the comments of the French and Sudanese representatives about the importance of pro-

gramming; that was certainly a difficult task and would require the help of resident representatives and the specialized agencies. The Governing Council of UNDP attached very great importance to the quality of resident representatives and to the preparation of the specialized agencies for their very difficult task.

101. The clash between the Administration and the Governing Council, referred to by the French representative, should not cause too much concern, as it was a feature of a transitional period during which the Administration had to re-organize its structure and undertake greater tasks than hitherto. That was the sole cause of the shortcomings noted in the basic documents. In some cases, the Governing Council had endeavoured to correct those shortcomings and it had perhaps gone too far into administrative detail. When the situation returned to normal, a balance could be restored between the administrative functions of the Administration and the decision-making functions of the Council.

AGENDA ITEM 17

Measures to improve the organization of the work of the Council (*continued*)*

STATEMENT BY THE PRESIDENT

102. The PRESIDENT invited representatives to reflect on two suggestions, put forward by the Tunisian delegation, for strengthening the Council and making its activities more effective: firstly, it would seem a good idea to organize every three years conferences of member countries of the Economic and Social Council at the ministerial level so that those who were responsible for government policy could examine more directly the issues discussed by their representatives over the years. Secondly, the Council should arrange for representatives of the specialized agencies to take part in its discussions and for its own representatives to take part in those of the specialized agencies, as provided for by Article 70 of the United Nations Charter, so that those agencies might be more directly informed about the matters of concern to the Council and its thinking.

The meeting rose at 6.20 p.m.

* Resumed from the 1784th meeting.