

**UNITED NATIONS AND ECONOMIC DEVELOPMENT ;
A CASE STUDY OF UNDP'S FUNCTIONS IN 1970'S**

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CERTIFICATE

Certified that the Dissertation entitled "UNITED NATIONS AND ECONOMIC DEVELOPMENT: A CASE STUDY OF UNDP'S FUNCTIONS IN THE 1970'S" submitted by NABHI UMA SUNDARI in partial fulfillment of the award of the Degree of Master of Philosophy (M. PHIL) in Jawaharlal Nehru University, is a product of her own work, carried out by her under my supervision and guidance.

It is hereby certified that this work has not been presented for the award of any other Degree or Diploma by any University in India and may be forwarded to the examiners for evaluation.


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PREFACE

The United Nations has been playing a very significant role on the political field in spite of the fact that more than 80 percent of its resources are spent on economic and social activities. The present study is an emphasis on the fact that the United Nations is something more than a political institution.

Today, the United Nations Development programme is the largest source of multilateral assistance in the fields of technology and pre-investment. Its activities are spread in nearly a hundred and fifty countries and territories.

The first chapter of the present study focusses attention on a very important function of the United Nations, that is, the economic development of the developing countries and discusses how far the United Nations is successful in creating the atmosphere for the promotion of the economic development of the Developing Countries.

The second chapter discusses the origin and objectives of the UNDP, the most important organization of the UN which is looking after its technical assistance to developing countries. It discusses under what circumstances the Expanded Programme of Technical Assistance and the Special Fund merged to form UNDP.

III

The third chapter focusses attention on the scope, functions and structural organisation of UNDP. It further deals with the finances of the UNDP.

The fourth chapter deals with the role of UNDP in the 70's which is treated as a water shed in the life of United Nations Development Programme. The UNDP's activities are spread over in nearly a hundred and fifty countries and territories. To study its world wide activities in a meaningful way is beyond the scope of the present study. That is why I have chosen the 70's as the main focus of my study. The seventies is the most important period in the history of UNDP because it marks the end of the first cycle (1972-76) and the beginning of the second.

The UNDP has been a dynamic and many faceted institution. It has been developing and changing over the years and working for the promotion and realization of the interests of the Developing Countries.

The basic materials and data for this study was secured from the UNDP Governing Council Records, from the Administrators Reports and from Project Documents.

The present study could not have been completed but for the help and guidance of my supervisor, Prof Sumitra Chishti, School of International Studies. I am extremely grateful to her.

The present work was mainly carried out in the libraries of Jawaharlal Nehru University, Indian Council of World Affairs and the United Nations Information Centre, New Delhi. I acknowledge with thanks the co-operation and assistance of the staff of these institutions.

I am also extremely thankful to my friend Manua, Jagdish bhai for their help and co-operation. Again I would like to express my gratitude and thanks to my revered parents for their support and encouragement.

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LIST OF ABBREVIATIONS

- ACABQ - The Advisory Committee on Administrative and Budgetary Questions.
- EPTA- Expanded Programme of Technical Assistance.
- ESCOR - Economic and Social Council Official Records.
- ECOSOC- Economic and Social Council.
- FAO - Food and Agriculture Organization of the United Nations.
- GA - General Assembly.
- GAOR - General Assembly Official Records.
- IBRD - International Bank for Reconstruction and Development.
- ICAO - International Civil Aviation Organization.
- ITU - International Telecommunication Union.
- IGMCO- Inter-Governmental Maritime Consultative Organization.
- IAEA - International Atomic Energy Agency.
- IACB- Inter Agency Consultative Board.
- ILO- International Labour Organization.
- IMF - International Monetary Fund.
- SF - Special Fund.
- SUNFED - Special United Nations Fund for Economic Development.
- TAB - Technical Assistance Board.
- UNESCO - United Nations Educational, Scientific and Cultural Organization.
- UNDP - United Nations Development Programme.
- UPU - Universal Postal Union.
- UNIDO - United Nations Industrial Development Organization.

FIRST CHAPTER

ROLE OF THE UNITED NATIONS
IN THE
ECONOMIC DEVELOPMENT OF THE DEVELOPING COUNTRIES

Assisting the economic and social development of the developing countries has become the first priority of the United Nations activity in the economic and social field. In spite of what has been done under the UN and other multilateral and bilateral programmes the relative condition of developing countries has not improved. In the words of the Pearson Report, "the widening gap between the developed and the developing countries has become a central issue of our time".¹ Much of the shape of future world development will depend on the future of these countries, on how the developed states structure their relations with them. The vital interests of further world development require the creation of a climate that not only does nothing to hinder but on the contrary, helps strengthen in every way the sovereignty of the developing countries and promote their economic and social progress.

As the developing countries are drawn ever deeper and more rapidly into international exchanges, the need for such a climate becomes even more urgent. In 1970, exports made up roughly 15 percent of the aggregate GNP of these countries, where-ever in the mid 1980s this figure exceeded 26 percent². So more than one quarter of their gross

1. Lestor Pearson, Partners in Development: Report of the Commission on International Development (New York : 1969), p. 3.

2. UN Report on the World Social Situation, (New York, 1985), P. 11.

product is already being put to the test of the world market. And on that market, in the system of the world capitalist economy as a whole, these countries find themselves in a vulnerable and most inequitable position. Two questions arise at the outset - what do the terms, 'developing countries and economic development' means? It is not easy to define a developing economy. The term developing countries usually refers to countries or regions with levels of real income and capital perhead of population which are low by the standards of North America Western Europe and Australia.³ This definition though it focuses attention on a very important characteristic of underdevelopment, viz, poverty, can by no means be considered adequate. A country may be poor and yet not under developed in relation to its resources if the resources happen to be scanty or inadequate. it may have fully developed its resources and yet be among the poorest countries on the world. Most of the countries of Asia, Africa and Latin America are separated from the developed countries by a wide gulf, whether one considers income perhead, social conditions, demographic characteristics or the structure of production.⁴

3. P.T. Bauer B.S. Yamey. The Economics of under developed countries (Cambridge, 1960), P.3.

4. The Report of the Commission on International Development. n. p.8.

Economic development is defined as a sustainable increase in living standards that encompass material consumption education health and environmental protection ⁵ Economic development is not ordinarily thought of as an end in itself but rather as a means to other objectives or goals. Further, economic development is defined as the process whereby the people of a country or region come to utilize the resources available to bring about a sustained increase in percapita production of goods and services ⁶. The question of development is the most important challenge facing by the developing countries. Despite the vast opportunities created by the technological revolution of the 20th century. More than 1 billion people 1/5 of world's population live on less than one dollar a day - a standard of living that Western Europe and the United States attained two hundred years ago.

The task is daunting but by no means hopeless. Many countries have achieved progress at an impressive pace many have achieved striking gains in health and education. So rapid and sustained development is no hopeless dream but an achievable reality. Development in a broader sense includes equality of opportunity political freedom and civil

5. World Bank, World Development Report, 1991 . p.7-8.

6. Harold F. Williamson and John Buttrick ed, Economic Development Principles and Patterns. (New Delhi, 1964)

liberties. The overall goal of development is therefore to increase the economic, political and civil rights of all people across gender, ethnic groups, religions, races, regions and countries. Economists have considered an increase in percapita income to be a good proxy for other attributes of development.

Why have country experiences been so different? What must developing countries do if the productivity and well being of their people are to increase rapidly during the next decade? What can the international community do to spurn development and alleviate poverty? These questions are all the more pressing because nearly 95 % of the income in the world's labour force during the next five years will occur in the developing world.

The challenge of development in the broadest sense, is to improve the quality of life, especially in the world's poor countries, a better quality of life generally calls for higher incomes but it involves much more. It encompasses as ends in themselves better education, higher standards of health and nutrition less poverty, a cleaner environment, more equality of opportunity, greater individual freedom and a richer cultural life.

The concept of development as used in reference to the developing countries is not a simple concept. It is not only economic growth, but it is a product of changes in various related fields. This 'development' is not only

economic growth, or political modernization or social transformation. Development is all these components combined and perhaps even more. It is growth plus change and change in social and cultural, psychological and economic, qualitative as well as quantitative⁷."

The developing countries of today have become actually aware of the need for their development and have grown increasingly determined to reduce, the widening gap between themselves and the developed countries. Their awareness and determination in turn are largely a product of the exposure of these countries to the economic achievement of the industrialized world. An important aspect of this widening gap has been the limited development of technology in these countries. "As the ability to analyze scientific, technical, and managerial problems and propose new solutions has grown in industrial countries, low incoming countries have become increasingly dependent on a technology, conceived and produced outside their borders and without reference to their special needs."⁸ Further economic development through foreign aid has become an ideology by which the transfer of money and services from one government to another is rationalized and justified. Not only through aid which is used

7. Report of the Secretary General, "United Nations Development Decade: Proposals for Action", 'UNDOC, 'E/3613, PP, 2-3.

8. Partners in Development, n. p.66.

for political purposes, but also through investments by multinational corporations the developed countries continue to exploit the third world. In most cases the foreign aid is conditional or "tied". The recipient country is required to sell its raw materials to the donor and to buy certain machines and other materials from it. Further it is also asked to invite experts from the donor country whose emoluments it has to pay out of the aid received. As a result, a large part of the foreign aid goes back to the donor country.⁹

In all negotiations on economic matters like aid, trade and money and finance, the developed countries have tended to resort to certain techniques for browbeating the developing countries. The fight of developing countries for economic betterment has mostly contained the idea of cooperation among themselves though this idea was remained largely inoperative due to several factors like wars and conflicts between and among them, their poverty, lack of understanding and the attempts of rich countries to keep the developing countries constantly divided and the most important aspect is their rising population. All these factors are compel-

9. A.K. Das Gupta " The Problem of International Economic Order." International Studies (New Delhi) Vol. 1, 16, no, 6, July, 1977, pp. 200-202.

ling the developing countries to concentrate more and more on the help and aid provided by the international organizations rather than taking help from the developed countries.

The idea of mediating and administering aid through international bodies such as the UN, instead of through bilateral arrangements is both new and offers the only sure way of advance in a world where poverty of resources so often goes hand in hand with an urgent and better yearning for independence.

It is a fact that bilateral donors allocate resources for political and economic reasons. The selectivity of bilateral donors seems to be a principal factor which makes multilateral assistance more favorable to the beneficiaries. The United Nations family, it has been agreed is ideally suited to administer multilateral aid. The developing countries have often indicated their preference to receive aid through the United Nations because they consider it to be superior to bilateral agencies and more so since they are supposed to be administered without political, commercial and military motives.

It is only against this background that we can better appreciate the significance and importance of United Nations as a channel of aid, whether financial or technical to developing countries. By playing a role of intermediary and a channel between developed and developing coun-

tries, international organizations do much to endow development assistance with the character of a truly international effort reducing any overtones of charity and interventionism.

UN Secretary General Dag Hammerskjold once said "In the field of economic and social policy and of guidance and assistance to developing countries the United Nations is in first place an international administrative body complementing the national administration" ¹⁰.

The pressing problems of the developing countries have been elevated to the international level not because they involve international transactions, but because they are common to a large number of countries, because these countries individually and collectively lack the resources to solve them and because failure to solve them -- or at least to move energetically and perceptibly in the direction of solutions - is widely believed to threaten the peace and security of the world as a whole." ¹¹

10. Quoted by Edwin Martin, "The UN system and review of the second development decade strategy, "International Development Review, Vol.14, June 1972, P.10.

11. Asher Robert E. United Nations and Economic and Social Cooperation (Washington: The Brookings Institutions, 1957), p. 250.

"The United Nations and the specialized agencies have an unparalleled opportunity to assist developing countries to take advantage of modern techniques and so to help them to achieve for themselves the material and social benefit of sound balanced economic development", said UN Secretary General Trygve Lie in 1949.

12

The UN and Economic development.

The UN's preoccupation with development is rooted in the sharp division of its membership between rich and poor nations, a division that has frequently been characterized as a leading long term threat to world peace and security.

The international community was not slow to recognize the political and economic dangers inherent in such an imbalance of national wealth. As early as 1946, when "recovery " rather than "development" dominated UN thinking on economic matters the General Assembly requested ECOSOC to study ways and means of furnishing advice to nations desiring help in developing their resources. As a result the UN, in cooperation with the specialized agencies of the UN system began its programmes of technical assistance.

12. United Nations Development Programme Annual Report
1989, p.6.

Since its beginning the United Nations has been deeply involved in questions of economic development of the developing countries. Article 55 of the Charter, on international economic and social cooperation calls on the UN to promote higher standards of living, full employment and conditions of economic and social progress and development. The fostering of economic and social development however was only one of several objectives specified in the charter and no special emphasis was accorded to it.

Chapter 1 enumerates among the aims of international cooperation the efforts to solve international problems of an economic character. Chapter IX maps out the programme envisaged including the promotion of higher standards of living, full employment, conditions of economic and social progress and development and the solution of international economic problems, all these measures as part of a larger programme which considers social, health and related problems in the spirit of freedom without distinction as to race, sex, language or religion. Art 60 of chapter IX places the responsibility for implementation of this programme on the Economic and Social Council under the authority of the General Assembly.

The establishment by ECOSOC of the regional economic commissions have provided a means by which the consideration of many aspects of economic development could

be under taken extensively and effectively. Through the commissions regional groupings of members of the UN are able jointly to take practical action for economic development within the general framework of UN policies and to complement the work of local organs in their field.

The five regional economic commissions - serving Europe, Asia and the Pacific, Latin America, Africa and Western Asia - were established by ECOSOC in recognition of the fact that many economic problems are best approached at the regional level. The commissions work to raise the level of economic activity in their respective regions, as well as to maintain and strengthen economic relations among countries within and outside regions. All actions taken by the commissions are intended to fit within the frame work of overall UN economic and social policies. The commissions are also empowered with the agreement of the governments concerned, to make recommendations directly to member govts and to specialized agencies.

The Commissions are subsidiary organs of ECOSOC to which they report annually. An important part of the work of all the regional commissions is the preparation of regional studies and surveys, particularly annual economic and social surveys which are published at the headquarters of each commissioner. Supplementing these are bulletins and periodicals covering a wide range of subjects - agriculture, population, transport and communications, energy, industry, housing and building - which are widely used as

sources of information by governments, business and industry, educational institutions, other UN organs and the press.

Dr. Reedman has grouped the activities of the UN bearing directly on the problems of economic development under three heads, according to the nature of the actions involved. The three types of actions are, first, actions by which the study of a problem is the immediate and chief aim, second, action by which governments are called upon to take certain measures, thirdly, action by which the UN or the specialized agencies are empowered to undertake operative programmes of direct assistance to government.

It has been widely recognized by the United Nations that for their rapid progress the developing countries have need, in one way or other, of assistance which can for the most part be provided only by the more developed countries. They need capital to enable them to achieve a rate of investment greater than they could achieve from their own resources. They also need technical advice and expert skills and assistance in training. It is for the provision of these needs that the various operational programmes under the aegis of the UN have been established. UN programmes of technical cooperation may be grouped in three categories (1) the UN regular programme of technical cooperation which includes activities financed under the portion of the UN regular budget set aside for technical cooperation activities (2) activities funded by the UN development

programme and (3) extra budgetary activities, which include projects financed by multilateral funding within or outside the UN system other than UNDP and by unilateral or bilateral contributions from governments and non-governmental organizations.

UN technical cooperation programmes and projects help governments establish a more effective framework for growth by aiding in preparing comprehensive plans to ensure balanced economic and social development and the best use of available financial, physical and human resources, in investigating and making maximum use of natural resources such as water minerals and energy supplies in modernizing and expanding transport facilities. The UN Development Decades recognizes that technical cooperation makes an essential contribution to the efforts of developing countries to achieve self-reliance through its broad role of facilitating and supporting investment research and training among otherthings.

In 1949, the General Assembly adopted the Expanded programme of Technical Assistance which provided for cooperation with the United Nations and the specialized agencies in carrying out a more ambitious programme financed by voluntary grants ¹³. In 1958 the General Assembly set up

13. Quoted in Leland M Goodrich's book The United Nations in the changing World (London : Cambridge University Press, 1974), p-223.

the special fund for financing pre-investment projects to be administered and financed in a similar manner ¹⁴. The United Nations and the specialized agencies have an unparalleled opportunity to assist the developing countries to take advantage of modern techniques and so to help them to achieve for themselves the material and social benefits of sound balanced economic development, " said UN Secretary General Trygve Lie in 1949 ¹⁵.

14. Ibid, p.224.

15. UNDP Annual Report 1989 P.5.

At its 20th session in 1965 the General Assembly combined the two of its major assistance programmes into UNDP ¹⁶. It makes available to the developing countries the combined knowledge and experience of the United Nations family of agencies in the field of agriculture, health labour, education, industry etc. So from the beginning the United Nations is considering the ways and means of assisting the economic and social development of countries with low standards of living. It has emphasised in making available to these countries the benefit of the technology possessed by the more advanced countries. Under the UN's regular technical assistance programme and the expanded programme of technical assistance adopted in 1949, technical experts were made available on terms worked out between the receiving country and the United Nations. With the establishment of the special fund in 1958 provision was made for the financing of preinvestment projects and substantial part of this aid has been devoted to research and training programmes enabling receiving countries to develop the kind of technology appropriate to their particular circumstances and adopted to meet their special needs.

16. General Assembly Res. 2029 (xx) Nov. 22, 1965.

CHAPTER SECOND

ORIGIN AND OBJECTIVES

OF THE

UNITED NATIONS DEVELOPMENT PROGRAMME

In this chapter an attempt has been made to trace the events which led to the establishment of the EPTA (Expanded Programme of Technical Assistant) in 1949 and how the programme expanded and finally merged with the UN special fund in 1965 to form the UNDP.

Technical Assistance - the term "technical assistance" came into general use in United Nations circles to describe a variety of services available from or through international agencies. Moreover, the available services - offered initially to developed and developing countries alike - came to be identified more exclusively as aid to developing countries. Maurice Domergue defines technical assistance as the method used by certain countries or groups of countries to provide developing countries with the knowledge or experience they lack in subjects that are relevant to the maximum development of their natural resources and particularly the maximum use of investment possibilities.¹ The basic purpose of technical assistance is to help the recipients to help themselves. It is not an end in itself but a means of providing ideas, methods and skills which can be put to constructive use in the developing countries both during and after the termination of

1. Maurice Domergue, Technical Assistance : Definition and aims, ways, and means condition and limits, (Paris, 1961)

P. 19.

project missions. ² Technical assistance policy aims at national self-sufficiency in training all kinds of skilled personnel for every aspect of the country's economic life; administration, planning and programming education, pure and applied research, fuel and power, agriculture industry and handicrafts, internal and external trade, tourism and transport. It further includes visits by experts, training in other countries and international meetings.

It is generally recognized that the developing countries have been held back in their quest for development not only by the shortage of capital, but also by their lack of trained personnel. Capital is valuable only when there are trained people to put it into productive use. Thus in the last two decades attention has been focussed on the importance of technical assistance and the role it can play in the development of the developing countries.

Pre-investment surveys and studies - The other component of the UNDP is the Special Fund under which pre-investment surveys and studies are carried out. The developing countries are not only held up in their quest for development by lack of trained personnel but also by short-

2. Quoted in Karl Muthiasen III, 'Multilateral Technical Assistance in Richard N Gardner and Max F Millikan eds., The Global Partnership International Agencies and Economic Development, P. 205.

age of capital to finance their development programmes. Though the UNDP does not provide capital directly to the developing countries it helps in various preparatory activities which are necessary for laying the basis for subsequent economic development by attracting capital, both domestic and foreign. These activities include survey of a country's natural resources, the building of institutions, improving development planning and training industrial and agricultural workers.

Many of the developing countries are not yet aware of these natural resources. The problem of natural resources observed B.W. Hodder, " is not that they are especially poor or inadequate in tropical countries but rather that the facts about these resources are little known and their significance for economic development in any specific area is not fully understood. ³ The purpose of pre-investment project is to undertake extensive survey of the developing countries in order to discover their latent wealth. One of the main purposes of pre-investment is to decide carefully whether a particular project should be carried out or not. As capital is scarce in most of the developing countries, it is important to prevent unsound use of scarce capital.

3. B.W. Hodder, "Natural Resources and Tropical Development", in A.B. Mounjoy, ed, Developing the underdeveloped countries (London, 1971), p.74

UNITED NATIONS AND TECHNICAL ASSISTANCE

Although international co-operation on the economic and social field began with public international unions in the 19th Century and expanded during the League of Nations period, it took the most shocking and brutal war in the history of mankind, with all its unprecedented physical and moral deterioration to arouse an intense interest in the functional approach to peace through international organization.⁴ This approach was highlighted as early as 1945 when the statesman who gathered at the San Francisco Conference incorporated into the Charter of the UN articles placing greater emphasis than ever before on the interdependence between "saving succeeding generations from the scourge of war" and "social programme and better standards of life in larger freedom",⁵ "The framers of the Charter recognized

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4. Paul S. Reinsch, Public International Unions; Their work and organization (Boston: World Peace Foundation, 1911, Martin Hill. The Economic and Financial Organization of the League of Nations : A Survey of 25 year experience, (Washington; Carnegie, Endowment for International Peace, 1945), Ernest Hass, Beyond the Nation State, Functionalism and International Organisation" (Stanford, California, Stanford University Press, 1964).
 5. Charter of the United Nations, Preamble, p10

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that if the UN were to maintain international peace and security, it must concern itself not only with preventing military conflicts and with settling political and legal disputes, but also with "the promotion of the economic and social advancement of all people." 6

One of the main purposes of the UN is "to achieve international co-operation in solving problems of an economic, social, cultural or humanitarian character" 7 with a view to establishing "conditions of stability and well being which are necessary for peaceful and friendly relations among nations" 8. More specifically, "all members pledge themselves to take joint and separate action in co-operation with the organisation to promote higher standards of living, full employment and conditions of economic and social progress and development, solutions of international economic social, health and related problems, and international cultural and educational cooperation" 9.

6. *ibid*, p.12

7. *ibid*, P.23.

8. *ibid*, p.24

9. *ibid*, p.28

In the post-war years the United Nations and the specialized agencies which are closely associated with it, have devoted a greater international effort than has ever been made before to raising standards of living. Yet never has there been so general a recognition and concern at the disparity of levels of economic development between different parts of the world, a disparity which causes the expectation of life in many parts of Asia and Africa to be only half that in Northern America and Western Europe. The wide extension of air communications has dramatized the contrast, and in considerable areas of the world, the govts of the newly independent nations have been faced by insistent public demand that the gap between the living standards of economically developed area and those of under developed areas be substantially reduced.

The Governments and the international organisations which planned the Expanded Programme for Technical Assistance in 1948-49 knew from their experiences that on raising the living standards of under developed areas, no rapid progress could be expected by piecemeal methods. In over populated countries, improved health techniques which reduced mortality could be of doubtful benefit if not accompanied by techniques for increased agricultural or industrial production.

The resolutions of the Economic and Social Council and the General Assembly, of 1949, therefore, caused a fund to be constituted for an Expanded Programme of Technical As-

sistance to developing areas which should be drawn upon not only by the United Nations but by six of the specialized agencies International labour organization, the Food and Agriculture Organization of the UN, UNESCO and the World Health Organisation, with a wide combined range of technical competence. The resolution also created a Technical Assistance Board through which the efforts of these and other international agencies engaged in economic development, such as International Monetary Fund, International Bank for Reconstruction and Development could be closely co-ordinated.

ESTABLISHMENT OF EPTA

The situation of the United Nations systems, in so far as its handling of the problems of the developing countries was concerned, appeared at the end of 1948 as follows: 1. As the problems of the war devastated Europe were overcome or moved outside the framework of the United Nations, the special problems of the developing countries filled the incipient vacuum both in the United Nations itself and in the related World wide agencies.

The most generally recognised problem was the need for expert advice, for demonstrations of new techniques, for scholarships and training facilities for technical literature, and statistical data. So the potentialities of technical assistance were revealed and a "regular" programme of technical assistance for economic development was inaugurated.

ed in 1948.

By and large, development was envisaged as an economic problem. Further, there was a tendency to think of development as synonymous with industrialization. Disappointment was voiced because capital was not forthcoming in larger volume to build the steel mills and mammoth manufacturing plants that the developing countries hoped to establish. It was however, developing an appreciation of their problems, building a staff to cope with them and acquiring a reputation for soundness among potential providers of capital on the industrialized nations.

The first real opportunity to expand the worldwide effort on behalf of the developing countries came out of the inaugural address of January 20, 1949, when Harry S. Truman called for assistance to the economic and social advancement of the developing countries through a "bold new programme" which should be a cooperative enterprise in which all nations work together through the United Nations and its specialized agencies for the achievement of peace, plenty and freedom. " 10

In President Truman's formulation the stress was laid on technical knowledge and the fostering of capital

10. US Congressional Record, 81st Cong, 1st Sess, 1949, part 1, pp 478.

investment¹¹. He urged that it be undertaken as "a cooperative enterprise in which all nations work together through the United Nations and its specialized agencies wherever practicable." 12

The prospect of an expanded programme of technical assistance fired the imagination and evoked the enthusiasm not only of government officials but of peoples as well. Although apparently involving only the transfer of know-how not suppliers and equipment, it seemed to the developing countries to presage a marshalling for their benefit of the resources of the richest country in the world, with its unparalleled record of successful accomplishment.

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11. David Blelloch, "Bold New Programme: Review of United Nations Technical Assistance," International affairs, (London) Vol.33, No. 1 1964, P-47.
 12. As quoted in Asher Robert and others The United Nations and Economic and Social cooperation (Washington the Brookings institutions, 1957).

In preparation for the proposed larger role of the United Nations in the field of economic development, the Economic and Social Council early in 1949 - On the initiative of the United States delegation - asked the Secretary General, in consultation with the specialized agencies to formulate " a comprehensive plan for an expanded cooperative programme of technical assistance for economic development through the United Nations and its specialized agencies, paying due attention to questions of a social nature which directly condition economic development 13." Difference of opinion promptly arose between the United Nations organization and the specialized agencies regarding the method of financing.¹⁴

SECRETARY GENERAL'S PROPOSALS

In his proposals for an expanded programme of technical assistance the Secretary General reminded the Economic and Social Council that the concept of economic development was

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13. As quoted in the UN and Economic and Social cooperation Res 180 (VIII), March 4, 1949.
 14. United Nations Technical Assistance for Economic Development: Plan for an Expanded cooperative programme through the UN and the specialized agencies Doc E/1327/Add.1 (May 1949), P.40.

not subject to precise definition. Development was a continuing process nowhere complete and nowhere totally absent. It involved not only economic but social change and the two were closely related. The Secretary General warned that the character of the development of a country must be determined by the inhabitants of the country itself. It could not be patterned solely on the experience of other more developed countries, and that development programmes must be carried on primarily with local capital and resources including human resources.

Social change would result from economic change and social impediments would to some extent inhibit economic change. The magnitude of the social problems was thus more clearly appreciated in this report from the Secretary General than in any earlier studies prepared by the United Nations. In addition, proposals were made regarding sectors in which work might be undertaken, the forms that assistance might assume and the methods of organizing and financing the programme.

ACTION BY ECONOMIC AND SOCIAL COUNCIL

Following the extensive discussion of the Secretary General's report, the Economic and Social Council - in high hopes - adopted a momentous resolution on technical assistance. The resolution recommended the organization of a Technical Assistance Board and a Technical Assistance Committee : called for a conference of which all members of the United Nations and all other Governments belonging to

any specialized agency participating in the programme would ~~pledge~~ contributions to the new, expanded programme, proposed an allocation of funds among the participating organizations, and included basic observations and guiding principles to govern the programme. These principles still rule. They fall into five categories : those of general nature, those governing standards of work and personnel, the participation of requesting governments, the co-ordination of efforts and the selection of projects.

The most important general principle was that the primary objective of participating organizations should be to help developing countries strengthen their national economies. This was to be accomplished through the development of their industries and agriculture with a view to promoting their economic and political independence in the spirit of the charter of the United Nations, and to ensuring the attachment of higher levels of economic and social welfare for their entire populations. Distinctions arising from the political structure of the country requesting, assistance, or from the race or religion of its population were to be avoided. The kinds of services rendered to a country were to be decided by the government concerned and aid was to be given only to or through governments.

The principles governing standards of work and personnel were designed to help obtain employees of the highest professional competence and personal integrity. It was recommended that in addition, the experts be chosen "

for their sympathetic understanding of the cultural background and specific needs of the countries to be assisted and for their capacity to adapt methods of work to local condition.*16

Although technical assistance had been a feature of international co-operation from the beginning the launching of the expanded programme gave it a new significance. The rendering of technical assistance now became a major operational activity, the first such function to be undertaken by the United Nations Organization on a long term assignment. Designed to help meet the most generally recognized special problems of the developing countries the lack of knowledge permitting them to break through their circle of poverty dependence and stagnation, the programme gave a fresh priority and importance to raising living standards where they were lowest. It added a new dimension to the work of the United Nations - the ability to get to the grassroots and to shape assistance to the specific needs of an area.

The inauguration of the expanded programme provided a unique opportunity for co-ordinating the activities of the United Nations and the specialized agencies. Similarly, it provided an opportunity to fuse the economic and social aims of the United Nations system, bringing both to bear in

16. ECOSOC Res 222 A (IX), Aug 14 and 15, 1949 Annex 1, Standards of Work and Personnel, para. 2

a coordinated manner on the problems of particular areas. Initially, concerned on a method of imparting to the under-developed countries knowledge and experience gained in the highly developed countries, it soon revealed also the great possibilities of mutual aid among developing countries. In achieving these ends the EPTA is guided by the following principles.

Technical assistance for economic development of developing countries shall be rendered by the participating organisations only in agreement with the governments concerned and on the basis of requests received from them.

The kinds of services to be rendered to each country shall be decided by the government concerned. Technical assistance furnished shall

- (a) Not be a means of foreign economic and political interference in the internal affairs of the country concerned.
- (b) Be given only to or through governments
- (c) Be designed to meet the needs of the country concerned.
- (d) Be provided as far as possible in the form which that country desires.

The significance of these principles is considerable, for they not only clarify the fundamental nature of the programme and the spirit in which it is to be understood, but they outline the working relations to prevail between the UN and its related agencies, on the one hand and the

requesting countries on the other and help to differentiate between multilateral and bilateral technical assistance programmes.

THE PARTICIPATING ORGANIZATIONS

The participating organizations in the EPTA, which include the UN and ten of its related agencies serve as a resource of the skill and experience needed to help the developing countries prepare to contribute toward the progress of their own peoples.

When the programme was first created the participating organizations consisted only of the UN, the ILO, FAO, UNESCO, ICAO, and WHO, but at their request the ITU and the WMO were brought into the EPTA in 1951 to be followed by the IAEA in 1959, the UPU in 1962 and the IMGOC in 1964. Each of these organizations is bound by the charter of the UN, by any appropriate resolutions of the GA and the ECOSOC, and by EPTA's founding legislation in full filling such functions as : advising and assisting recipient governments in the technical planning of projects and in carrying them out once they are approved, recruiting and briefing experts and providing them with the necessary technical and administrative support and guidance, selecting and placing fellows and rendering various services connected with the fellowship programme.

Each participating organization fulfills these responsibilities within its own area of competence in order to facilitate the integration of such activities with its normal operation under its regular programme. In those cases where the activities involved do not fall within the particular province of any organization "such as certain aspects of industrial development manufacturing mining, power and land and water transport, " the work is undertaken by the Secretary General of the United Nations¹⁷.

While technical assistance projects are undertaken separately by the individual organizations involved, the EPTA is also a joint venture. That is programmes are expected to be planned in relation to each other, particularly when requests for assistance fall within the sphere of two or more organizations. Moreover, not only do the organizations themselves co-ordinate their operations, but various programmes which are not part of the EPTA cooperate closely with it.

FINANCING THE EPTA

While the regular programmes are financed from the general budgets of the organizations concerned, the operating funds of the EPTA come from annual voluntary contributions from members of the UN or of its related agencies, plus costs assumed by recipient countries. The accounts of

17. ECOSOC Res, 222 A(IX) Op. Cit Annex, " Coordination of Efforts, para 4 .

these voluntary contributions, which are to be "made without limitations as to use by a specific agency or in a specific agency or in a specific country or for a specific project"¹⁸ are normally established for the following fiscal year at a pledging conference held at the UN Headquarters toward the end of the session of the General Assembly.

The voluntary contributions of donor governments plus the financial obligations of recipient countries - the total funds available for the programme's operational and administrative costs are pooled in a "Special Account" set aside by the Secretary General of the UN and administered by the office of the Controller. The greatest portion of these funds is transferred to the accounts of the participating organization and the remainder is maintained as a "Working capital and Reserve Fund" to be utilized as a continuing operating reserve for emergencies and special projects which may arise during the implementation of the programme.

The inauguration of EPTA was "perhaps the most outstanding example of programme innovation"¹⁹ but, it failed to satisfy the developing countries, which very strongly felt that the shortage of capital was the main obstacle to their economic development and wished to see the United Nations play a greater role in this sphere. The

18. ECOSOC Reg 2224 (IX) Op. cct par. 9(a)

19. General Assembly Res. 304 (IV), 6 Nov, 1949.

representative of India, Mr. B.R. Sen in the Eighth session of ESCOR said India "noted with astonishment that the United States sponsored resolution limited its aim to technical assistance and made no reference to measures for encouraging the investment of capital 20."

THE SPECIAL FUND

Though the International Bank of Reconstruction and Development was making available more funds to the developing countries, the amounts involved seemed small to the developing countries which also considered 'the hard loan policy' of the bank as unsuited to their needs and disliked the fact that their influence on the Bank was limited by its system of the weighted voting. Throughout the fifties the developing countries have canvassed the idea of a capital Development Fund, which would make grants and soft loans on a large scale and replace much of the aid that was provided bilaterally. The major potential financing countries of the West were strongly opposed to the idea of such a Fund. The obvious reason for this opposition was the reluctance on their part to turn over to the UN agencies considerable funds especially in view of the prevailing 'one state - one vote' control pattern and the rising voice of the third world.

20. ESCOR sess 8, plen mtg 28 Feb 1949 P.339. (Economic and Social Council official Record).

The major economic battles at the United Nations have been fought over the issue of the establishment of the special United Nations Fund for Economic Development. (SUNFED)

In recognition of the fact that "production and productivity in the low-income countries cannot be raised without substantial investment" and that "investment will move freely and adequately when the potentials of its effective use are revealed or created through preinvestment work", ²¹ the General Assembly, in Resolution 1240 B (XIII) of October 14, 1959, established the United Nations Special Fund. This programme, which began operations on Jan 1, 1959, is indeed an imaginative response of the world community to the urgent needs of developing countries. Through it the UN and its related agencies have entered a new phase of activities which "go just beyond pure technical assistance but stop short of investment in market production or capital installations that is financing "preinvestment" type of projects or "need" projects aimed at creating conditions in requesting country which will make new capital investment either feasible or more effective, and thereby help prepare it for economic take off".

21. UN. The priorities of programme (New York: UN Publications, 1961), P.4

22. Johan Kaufman, "From concept to reality, " Extending Aid Activity in the Developing Lands (New York :UN Publications, 1960), P.8.

The Special Fund was the result of a compromise between two proposals which were debated at 19 meetings of the second (Economic and Financial Committee) during the twelfth session of the General Assembly²³. The first of these proposals was on eleven members²⁴ draft resolution, based on the recommendations of the Scheyven Committee²⁵, to establish a Special Fund for Economic Development (SUN-FED). The second was a united states proposal to increase the financial resources of the Expanded Programme of Technical Assistance (EPTA) and to establish within it a Special Projects Fund which would be used to widen the scope of EPTA's activities.

The United States delegation contended that its government had always supported the idea of an international

23. Reported in "A New Step to Aid Economic Development," United Nations Review, Jan, 1958 (Vol. 4, No.7) PP, 8-10.

24. The eleven countries were Argentina ceylon, Chile, Egypt, Greece, India, Indonesia, Mexico, the Netherlands, Venezuela, Yugoslavia.

25. The Scheyven Committee provided SUNFED with the most funds on a sufficient scale. The United States proposal was complete and concrete statement it ever received.

development fund, but circumstances made its establishment impracticable because countries were not prepared to provide funds on a sufficient scale. The United States proposal was considered more realistic in terms of the support that could be expected from countries over the next several years.

As a representative of the United States, Mr Paul Hoffman, the Managing Director of the Special Fund had been criticized for arguing that the establishment of SUNFED was "Premature".²⁶ In his reply to the criticism, Mr Hoffman stated this was not the case. He believed that "before we become involved in the question of how to finance a programme, whether bilaterally or multilaterally, it seems clear that there is need for a carefully conceived and realistic programme or programmes for preinvestment. Two or three of the underdeveloped countries do have such a programme today, others do not. Therefore, in my opinion, both the United States and the United Nations should concentrate on helping these countries in the development of such programmes"²⁷.

Supporting the United States proposal in the Second Committee, the representative of the United Kingdom, agreed that under present circumstances there was not enough capital to meet all requests. Therefore, it was

26. Christian Century, February 13, 1957, p.188.

27. "A New Step to Aid Economic Development", United Nations Review, Jan, 1958 (Vol.4, No.7), p.9

better to approach the problem sector by sector, beginning with a special fund for technical assistance, rather than to suggest a sweeping, universal solution. The French representative also supported the establishment of a special fund. The representative of the Soviet Union suggested that the concept of a multilateral fund was not popular with the United States because it reflected the dis-satisfaction of the developing countries with their dependence on loans and credits from the World Bank, the Export-Import Bank and other United States Banks. The Yugoslavian representative wondered why the United States proposal had not been made previously in the session when the Expanded Program was being discussed.

The Mexican representative wanted to go ahead without the support of the three Western powers claiming that the time element was favourable since the fund could not be started before 1960.

From these divergent points of views emerged a consensus and a compromise resolution was drawn up and adopted in the second committee two days before its consideration at the final plenary meeting of the General Assembly. On Dec 14, 1957, the General Assembly unanimously decided to establish a special fund for technical assistance instead of a capital development fund. A preparatory committee met from March 11 to April 15, 1958 to prepare a final draft resolution. On October 14, 1958, a resolution

28 establishing the special fund was adopted by a vote of 77 in favour none opposed with one abstention and on Jan 1, 1959, the United Nations Special Fund opened its doors. It was to be financed by voluntary contributions from governments, members of specialized agencies and also from non-governmental sources. The overall aim of the special fund was summarised as follows : provide systematic and sustained assistance in fields essential to the integrated technical, economic and social development of the less developing countries:

The Special Fund was to enlarge, the scope of technical assistance and concentrate, on relatively large projects - involving specific pre-investment work like Survey, promotion of expanded facilities for research etc - which would lead to early results. Assistance was provided, unlike EPTA, on project by project basis rather than on specific country targets and were of comparatively longer duration.

The Fund's Operations are intended to be of immediate significance in speeding the development of developing countries and it is hoped, will facilitate new capital investments of all types by creating conditions, making such investments either feasible or more effective.

28. General Assembly Res. 1240 (XIII) UN DOC A/C, 2/L, 364
or amended.

Membership is open to all members of the UN or members of the specialized agencies or of the International Atomic Energy Agency.

The fund is financed from voluntary contributions by Govts. It may also receive donations from non-governmental sources.

The management principles of the Special Fund represented the highest degree of centralisation of policy control. A Governing Council in which developed and developing countries were legally represented and elected by the ECOSOC, established broad policies for the programme. A single Managing Director was to administer the programme in a more direct and centralised manner. He was responsible for the interpretation of the policies of the council, for recommending appraisal of projects and for selecting the implementing organizations.

MERGER OF EPTA AND THE SPECIAL FUND

The close relationship between the EPTA and the Special Fund had been foreseen from the very beginning. Infact, the Executive Chairman of TAB was to be represented on the consultative Board of the Special Fund. In order to bring the two operational activities of the UN into a more harmonious relationship the ECOSOC decided to set up a committee on questions relating to special fund and EPTA pursuant to its resolution 692 (XXVI). It was felt that in view of the growing importance of these programmes and the

close relationship between their work a periodic review of their relationship would serve a useful purpose.

The Committee on question relating to special fund and EPTA submitted its report to the ECOSOC's 32nd session. During the debate on the merger of the two programmes, doubts were raised on the practicality of the move. The representative of Brazil, Eurico Penteado expressed his fears that:

Since the two programmes dealt with the same basic problem in the some areas of the world, their unification seemed an obvious goal, but he feared that the first consequence of such a unification would be the undesirable one of a decrease in contributions.

The council nevertheless agreed that the feasibility of the merger between Special Fund and EPTA should be further probed. By 1961, ECOSOC decided to set up an Adhoc Committee of eight for this purpose. The committee is to report to the 34th session of the ECOSOC on the feasibility of the proposed merger.

The 34th session of ECOSOC did not take any final action on the future of EPTA and the Special Fund. The Adhoc Committee was asked to continue its work and submit a final report to the 38th session of ECOSOC.

The Adhoc committee presented its report to the ECOSOC. The question of the proposed merger between EPTA and the Special Fund evoked keen interest. The USSR had various reservations on the proposed merger and opposed it. Japan and Australia were prepared to support the proposed merger on the understanding that the Governing council of the consolidated programme would be composed of an equal number of members from the economically advanced and backward countries as was the case under the Governing Council of the Special Fund ²⁹. Algeria voted for the resolution on merger on the understanding that the merger would not prejudice the chances of the Special Fund of being transformed into a Capital Development Fund. Taking all these reservations into view, the ECOSOC adopted resolution 1020 (XXXVII) on the proposed merger and recommended it to the General Assembly for similar activity.

In spite of the general support various clauses of resolution 1020 (XXXVII) were criticized. The size of the new Governing Council proved controversial. The composition of the council was also controversial. The economically developed countries demanded parity in representation between the donors and the recipient, the developing countries on the other hand, opposed it. They advocated equitable geographical distribution. Finally, the views of the developed countries prevailed. Another cause for conflict

29. ESCOR, Session 37, Plen mtg, 21st July, 1964, p.70

between the developed and developing countries related to the voting procedure to be adopted in the Governing Council. The developed countries wanted decisions to be taken by 2/3 majority. The developing countries were in favour of a simple majority. Finally, the latter view prevailed. The General Assembly finally adopted resolution 2029 (XX) on 22 Nov 1965 by 98 votes in favour and 9 abstentions. The resolution stated : the General Assembly

1. Decides to combine the EPTA and the special fund in a programme to be known as the UNDP, it being understood that the special character and operations of the programmes as well as two separate funds will be maintained.

2. Reaffirms the principles procedures and provisions governing the Expanded programme of Technical Assistance and the Special Fund not inconsistent with the present resolution and declares that they shall continue to apply to relevant activities within the United Nations Development programme.

The UNDP was composed of a deliberative body - the Governing Council - which took over the management of the two programmes, an Inter-Agency Consultative Board (IACB) which was to consist of the heads of the secretariat of the specialized agencies, the President of IBRD and IMF and constituted co-ordinating and directive body at the highest level and finally there was to be an Administrator (the former Managing Director of the Special Fund) and a Co-

administrator (the former Executive Chairman of TAB) assisted by a Secretariat. In order to bring about further coordination and centralisation, the position of the resident representative was also improved.

The merger of the EPTA and the Special Fund into UNDP was intended to broaden the scope and hasten the tempo of technical assistance activities of the United Nations. It was hoped that the merger would lead to an improvement in overall operations by simplifying procedures that it would permit a reduction in the administrative expenses and strengthen the impact of United Nations Development Aid.

The merger of the EPTA and the Special Fund marked a milestone in the United Nations efforts to help the developing countries in their quest for development. The story of UNDP does not end here. The UNDP is a living institution, which grows and changes with every passing year, in order to serve the interests of the developing countries more effectively.

30. GAOR, session 20, 1965 Supplement no. 14 A/6014) Res. no. 2029(XX) "Consolidation of the Special Fund and the Expanded Programme of Technical Assistance in UNDP", p.20.

THIRD CHAPTER

SCOPE FUNCTIONS AND FINANCES OF THE UNDP

The UNDP has been a dynamic institution because it has been developing and changing over the years. The development process is itself dynamic and many faceted.

The main reason for the consolidation of the EPTA and the Special Fund in the 'new' UNDP, as proclaimed in the preamble of General Assembly Resolution 2029 (XX), was that, "it would go a long way in streamlining the activities and accordingly would give the United Nations, the means to respond more efficiently, more speedily and more economically, to the practical needs of the developing countries."¹

This chapter deals with the structural organisation of the UNDP. It also examines the type of assistance which the UNDP provides and how its functions had changed during the year in order to correspond more closely with the emerging needs of the developing world.

THE STRUCTURAL ORGANIZATION

Governing Council - The Governing Council of the UNDP is at the apex of the administrative hierarchy. It is an inter-governmental body composed of both developing and developed countries. Twenty seven seats are filled by developing countries and twenty one seats by the economically more advanced countries. The members are elected for a period of three years and retiring members are eligible for re-election.

1. General Assembly Res. 2029(xx), 7 Nov, 1965.

The Governing Council is given the responsibility of providing general policy guidance and directive for the UNDP. It is also responsible for approval of projects and allocations of funds.

The Inter Agency Consultative Board (IACB) - The ICAB was created to give the specialized agencies a say in the decision-making process. It consists of the Secretary-General of the United Nations, the executive heads of the specialized agencies and the administrator of the UNDP. The executive directors of UNICEF, WFP and UNITAR can also participate on the meetings of the Board when appropriate. The IACB is consulted on all major decisions of the programme. The unanimous recommendations of the Board do exercise a very strong influence on the decisions of the Governing Council.

The programme is headed by an administrator assisted by a co-administrator and secretariat staff. He is mainly responsible for the operations of the programme. He is appointed by the United Nations Secretary General in Consultation with the Governing Council of the UNDP subject to confirmation by the General Assembly. Generally, the Administrator is appointed for a period of four years and is eligible for re-election. Paul Hoffman¹ the first administrator of the UNDP, held office for 6 years (1966-72) and his successor Rudolf A. Peterson for a period of 4 years (1972-76), Bradford Morse succeeded him in Jan, 1976. All of them belonged to United States.

The field officers, consisting of experts and secretarial staff, and headed by Resident Representatives, are responsible for implementing the decisions taken at the Headquarters in New York, at the field level. The main responsibility for project preparation rests in the field with Resident Representatives with appropriate inputs from the agency and Headquarters UNDP's field officers also perform a growing variety of non-project related development activities which are nonetheless of considerable importance to UNDP's goals and to the needs of its national partners. These services, financed through administrative support and agency overhead costs, include development planning advice, both at national and sectoral levels, by UNDP Resident Representatives and field office staffs, technical advice and general problem solving, frequently at the request of the sectoral ministry concerned, by senior agricultural and industrial development advisers and other agency personnel within field offices, follow up investment advice and services, use of the field offices as a focal point for government needs in the event of emergencies caused by natural or man-made disasters; assistance in the formulation, management and evaluation of country programmes themselves.

Resident Representatives - Resident Representatives, heading field offices, function as field level leaders of

the UN development system. They are responsible for seeing the UNDP assisted country programmes and their projects are carried out as effectively and efficiently as possible. They act as Chief Liaison Officers between government planning authorities and the executing agencies; help blueprint all activities from formulation to follow up, and are responsible for ensuring that personal equipment, and facilities are utilized to best advantage. In a growing number of countries, they also help governments co-ordinate and from all sources and plan over all development activities.

Regional Bureaus - Regional bureaus located at headquarters, cover Africa Asia, Latin America and the Arab States. The bureaus serve as the administrator's principal links with the field. Together with the specialized divisions for programme policy, technical advice, and finance and administration, they also furnish the UNDP's resident representatives with day-to-day operational support.

PROCEDURAL RULES

The UNDP is primarily a financing, overall programming and monitoring organization. The responsibility of giving central direction and co-ordination rests with the UNDP and its organs.

The activities of UNDP are financed from voluntary contributions made by developed as well as developing countries. A pledging conference is convened annually during the General Assembly session, when the members pledge their

contributions to the programme to cover the operations of the following calendar year. The contributing countries are free to pledge either to the programme as a whole, or to the two components - Technical Assistance and Special Fund² of the programme separately. Contributions can either be made in US dollars or in national currencies.

Individuals and non-governmental organizations can also contribute to the Governing Council by the Administrator.

The annual contributions of members states to UNDP and its two predecessor organizations increased more than ten-fold within two decades. For 1959, 82 countries pledged 55 million; for 1978, 123 countries have pledged over \$ 577 million.³

Almost all projects with UNDP funding are carried out in the field by the United Nations Office of Technical co-operation or one or more of 25 UN associated agencies: FAO, UNESO, ILO, UNIDO, WHO, World Bank, etc. UNDP also executes a limited number of projects directly, while a small number are implemented by the Governments concerned.

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2. United Nations Development Programme : Regional Bureau for Asia and the Far East: procedure for project Appraisals and Approval (DP/RBAFE/74/1ADD.4), p.1.
 3. Every One's United Nations, 9th edition, (New-York, 1979), p. 138

UNDP support five projects : surveying and assessing development assets such as formlands, forests, rivers, mineral deposits, fuel reserves and potentials for manufacturing commerce and export; stimulating capital investment to exploit those assets, training for a wide range of professional skills, adopting and applying modern technologies, with appropriate environment of safeguards, and economic and social planning with emphasis on the least developed countries and on technical cooperation among developing countries.

In 1971, UNDP replaced its old system, under which projects were generally proposed and acted upon individually, by the country programming method. In cooperation with the UNDP Resident Representative, the government of each country formulates a programme for which assistance might be available that harmonizes with national development plans and objectives. UNDP gives an advance estimate of each country's share of UNDP resources over a five year programming cycle in the form of indicative planning figures (IPFS) and makes every effort to help governments coordinate all assistance from the United Nations system at the country level.

The Administrator of UNDP is responsible to a 48 nation Governing Council, which represents all major regions and both donor and recipient countries. The Governing Council reports to the General Assembly through the Economic and Social Council. In addition to setting policy guidelines,

the Governing council must approve the volume of assistance allocated to each country in successive five year cycle and all country programmes.⁴

Recipient governments have the ultimate responsibility for determining priorities for UNDP assistance. Requests for assistance will be submitted by the governments through the Resident Representatives to the UNDP, with copies to the participating agencies concerned, giving all the required information, including cost estimates. The agencies will communicate the results to UNDP headquarters. Although the right of initiation and formulation of requests for assistance belongs to governments, UNDP has a reactive role. The UNDP meets all the costs directly incurred by the executing agencies for services, equipment, facilities and other assistance necessary for the implementation of the projects. Thus, the assistance provided by UNDP is based on the concept of tripartite partnership between participating governments, UNDP and the agencies.

The UNDP projects are in reality the projects of the recipient countries. However, before the UNDP - approves a project certain conditions have to be fulfilled. The Project has to be within the general policy guide lines laid down by the Governing Council. The criteria for selection of a project qualifying for UNDP assistance is spelt out in detail in UN document entitled "Assistance for Economic and

4. Ibid, p.140.

Social Development Available from the United Nations Systems: A handbook of Criteria and procedures."

The UNDP gives help only at the request of the governments, and they must reflect the countries priority needs in keeping with its overall development efforts. The projects would have a direct influence on a country's economic and social development.

GOVERNING COUNCIL AND ITS FUNCTIONS

It is the body which is responsible for giving general policy guidance to the UNDP as a whole. Although in theory UNDP is a subsidiary organ of the General Assembly and its policies are subject to review by ECOSOC and then the General Assembly⁵, the advent of the new Governing Council in 1966 resulted in the domination of its control over the UNDP.

The Council is composed of economically more developed countries on the one hand and developing countries on the other. The strength of the developing countries in the council (27 in a 48 member council) gives them a built in majority. The pattern of influence determining UNDP policy is different, from the World Bank (which is based on weighted voting) because it is based on 'on-state one-vote princi-

5. Policies and Procedural Manual, n.51, p.1.

ple' and is ultimately responsible to General Assembly. Moreover, in view of the provision that decisions in the Governing Council are to be made by a simple majority it can be said that the developing states will be able to obtain the passage of any decision which they want.⁶ The bulk of the UNDP funds are provided, as voluntary grants, by the developed countries. So it is only superficially true that developing countries can take any decision they like. "The donor countries have the power to withhold contributions and also to allocate them in such a manner as they are fit."⁷ The Council is not a legislative body. The Council's power extend only to the 'supervision' management and application of the amount's contributed. So the policies of the individual donor countries, regarding their contributions to UNDP, will greatly influence the councils decisions. But all decisions in the Governing council have been adopted by consensus, and no votes have been taken. The Council instead of following the traditional system of decision making by adopting formal resolutions, has functioned without substantive voting, "the consensus of the council." - a procedure that has worked out satisfactorily, despite the widely divergent views experienced directly through discussion, on many aspects of its cooperations. An effort is;

6. G.A. Brenna 'The United Nations Development Programme, 'Year Book of World Affairs (London, 1970), p.164.

7. ibid., p.167.

however, to study the major decisions, which can be considered as turning points in the history of the UNDP.

THE NEW UNDP

It may be recalled that the creation of the UNDP was headed as marking a milestone in UN efforts to help the developing countries in their quest for development.

The first administrator of the UNDP Mr. Paul Hoffman stressed the importance and key role of the Governing Council which can mould UNDP into an ever more responsive and effective instrument to give development assistance.⁸ The first three sessions were dominated by the major policy issue - the scope and future activities of the UNDP. Many developing countries do consider the extension of UNDP activities to the field as investment proper and in their context brought to the attention of the council the relevant General Assembly resolution⁹ as well as recommendations by the United Nations conference on Trade and Development (UNCTAD). The latter had recommended the gradual transformation of special Fund into a UN Capital development fund, to promote pre-investment and investment activities.

The second and third sessions of the Governing Council had the subject as a separate item in their agenda. The

8. Report of the Governing Council of UNDP sess1, DP/SR 1st mtg., 11 Jan 1966, pp. 1-2.

9. General Assembly Res. 2042 (xx), 8 Dec., 1965.

developing countries felt that the limits of pre-investment were arbitrary, and it was necessary to follow the dictates of need and experience. The Western industrialized countries, while agreeing in principle that activities of the UNDP could include investment, cautioned that such a step would require greater financial commitments and would also duplicate the work of other multilateral financial institutions, which were increasingly objecting to the needs of developing countries. A Canadian delegate stressed the importance of the role of the UNDP in pre-investment and expressed fears that an extension of the programme in future in the field of investment might jeopardise UNDP's valuable pre-investment work taxing its already scarce resources.¹⁰

Norway had serious doubts as to the advisability of making any change in general policies of the programme, in view of domestic difficulties faced by donor countries in general.¹¹

The developing countries while regretting the little thought being given to the subject, believed that the case of small proportion of total resources of the UNDP for such purposes would not adversely affect its pre-investment operations but instead would broaden the terms of reference

10. DP/SR.Session 2, 33 mtg., pp.262

11. *ibid.*, p.264.

of UNDP and add to its flexibility while responding to the constant call by developing countries for a capital development fund.¹² They disagreed with the view that the extension of the scope of UNDP activities would necessarily duplicate the work of existing institutions. The final decision was taken in the third session, when the administrator drew attention of the council to a separate fund which was created for the purpose.¹³ The arguments of the developing countries in favour of capital investment by the UNDP had done nothing to change the developed countries opposition. Especially, the United States had expressed, its 'hope', even before the new Governing Council started functioning that the council would not allow itself to be drawn into fruitless discussions on the subject.¹⁴

Thus the prospect of UNDP entering the capital assistance area seemed to be more remote especially in view of the fact that the subject, as a separate item was never again occurred in the agenda of the Governing Council.

12. Report of the Governing Council of UNDP, Sess.2, June 1966, UN Doc.E.4219, p.63.

13. United Nations Capital Development Fund has been established but the potential donors have not contributed to it. Moreover they have completely dissociated themselves from its discussion.

14. GAOR, Second Committee, 980th mtg., p.145.

The compromise arrived at however, expressed the desire of many members to expand the activities of the UNDP in the field of pilot and demonstration plans at the sometime they felt that resources of the programme should continue to be allocated in accordance with the requests of Government.¹⁵

Although there was general support for increase in UNDP work in the industrial field, fixing a specific percentage of allocation for such projects by the UNDP was opposed by many members. According to one member, it would be determined by the recipient governments and consequently the Governing council cannot call upon the Administrator to increase the share of pilot project.¹⁶

The Bulgarian draft which requested the Administrator to grant priority to pilot projects was consequently opposed by many members. Because of the widely divergent views expressed in the council on the subject of pilot projects, the final decision merely invited, the Administrator, to draw the 'attention' of the recipient, governments to the availability of this type of assistance from the UNDP.

In short, one could observe from the above reference that the scope of the newly created UNDP did not extend further than its predecessor programme. It continued to

15. Report of the Governing Council of UNDP sess.3, Jan, 1967, UNDOC E/4297, p.12.

16. Report of the Governing Council of UNDP, sess3, Jan., 1967, UNDOC E/4297 p.5.

function more or less on the same policies and directives which already existed in EPTA and the Special Fund.

In the newly created UNDP, the need for Central Policy guidance which would help the programme to provide "the full gamut of field services requested by the governments, without any artificial distinctions in the administration of this continuous range of assistance," was recognised.

A UNIFIED PROGRAMME

The merger was confined only to inter-governmental, inter-agency and managerial levels and was not extended to the programme. The Special Fund, concentrated on surveys, research and training and demonstration projects which were implemented by the provision of experts, equipment and supplies and fellowship. Whereas the technical assistance component provided experts, fellowships and equipment, based on country allocations. The retention of the "best practices" of both components was expected to produce maximum concentrative effects." Assistance was rendered on project - by - project basis and was of longer duration. Each component was continued to be administered as before, with its own funds, own methods and procedures. But the fact remained that both the components were actually providing the same type of assistance with the only difference that the Special Fund Component was giving this assistance more selectively. The two component UNDP was an example of the kind of compromises that have been all too common in UN family of institutions.

In the late sixties, certain changes were introduced in the two components which made whatever little difference they had, illogical and invisible. In 1969, the technical assistance component adopted project programming and project budgeting and the Special Fund component took up what it called 'mini projects' which were of shorter duration. During the Sixth Session of the Governing Council, many members doubted the wisdom of keeping the distinction between the two components. Closer relationship and more complete fusion of the two were considered desirable. Technical Assistance activities, it was said, should be geared inter-alia to facilitate pre-investment work.¹⁷

JACKSON REPORT - THE CAPACITY STUDY

After consideration by IACB and upon the recommendation of the Administrator, the Governing Council, at its Sixth Session appointed a Committee under the Chairmanship of Sir Robert Jackson of the United Kingdom, in year 1968 to prepare a report on the capacity of the UN system to suggest ways and means of handling the resources made available by the UNDP.

The purpose of the committee was explained by Robert Jackson to the ninth session of the Governing Council thus :

17. Report of the Governing Council of UNDP, sess.6, June, 1968, UNDOC, E/4545, p.31.

The very dynamic growth of the UNDP which owed as much to the Administrator, had inevitably strained the framework and functioning of a structure which had not originally been designed for an operational task of such magnitude. The main objective of his study therefore, was to stimulate growth by designing mechanisms which would allow it to continue untrammelled.¹⁸

The Committee presented a report to the tenth session of the Governing Council and found many shortcomings in the administrative set up of the UNDP and recommended far reaching changes in the system. The study recommended that the whole system had to be drastically overhauled, so as to integrate and rationalize UN efforts. The main recommendation of the Report was that the UN development system, under the leadership of the UNDP, would programme its assistance at the country level. The report mentioned the absence of a central policy guidance and control. "I have looked for the brain which guides the policies and operation"¹⁹. The search has been in vain.

18. Report of the Governing Council of UNDP, sess 9, Jan, 1970, UNDOC E/4782 p.5.

19. Study of the capacity of the UN Development System, Geneva, United Nations, 1969, vol.1, p.13.

The remedy was to combine "greater control at the Centre with the maximum decentralization at the field level.²⁰

According to Jackson, the present programming procedures of the UN development system don't adequately reflect the real needs of the developing countries nor is there any form of integrated approach to the problems of each country. Projects are the results of agencies "salesmanship" rather than a response to priority needs and this is encouraged by the "project by project" approach adopted for the Special Fund component.

In the field of execution difficulties stem largely from the heavy operational burdens which have devolved so suddenly on the specialized agencies and surpass the present capacity. This leads not only to delays in delivery but also to a decline in quality.

Briefly, the capacity study advocated more centralising decision making, based on future and better information analysis. The central theme of the study was related to those dealing with an integrated country approach - programming procedures to the specific needs and requirements of individual countries in recognition of their particular stage of development.

20. *ibid.*, p.23

The first reaction of the UNDP administration and of most of the participating specialized agencies was that Jackson had exaggerated negative elements and neglected the rapid growth and positive accomplishments of the programme.

The negative reactions of the UNDP administration is attributed not only to a difference of opinion with Jackson or to the balance between favourable and less favourable features of the UNDP as they have evolved but also to the strong language used in the first volume of the report.

The detailed analysis and recommendations contained in the 500 page second volume are not exclusively negative. Studies of the Jackson report prepared by the UNDP management and the agencies indicated that they agreed only partly with Jackson's analysis but that they agreed with many of his recommendations. For example, the comments of the Interagency Consultative Board of the UNDP on the Jackson report come to the defense of the UN and the agencies:

"The organisations of the system have themselves played a vital role, catalyzing the inter change of 'knowledge and skills. They constitute a priceless asset in the international community providing services for which there is no substitute in the world of today - nor in the world of tomorrow."²¹

21. UN Document DP/6, Paragraph 11 comments on the Inter Agency Consultative Board.

The criticized become the criticizes : " The capacity study in some respects been failed to measure, accurately the true 'capacity' of the system because it underestimates in some respects the dynamic character.²²

In the system prepared by Jackson the specialised agencies would remain advisers on sectoral and technical matters, and executing agents. While the recipient government would be consulted by the UNDP administrator or to the mode of execution of the project the priority station of UN agencies would no doubt make itself felt in the stage of project formulation and execution.

Contrary to present practices projects would no longer be formulated in isolation but as part of a country programme. A country programme "would describe the economic and social objectives to which, by mutual agreement, co-operation from the United Nations development system was to be directed and state in general terms, the inputs required to attain these objectives. The country programme should be prepared in partnership by the national authorities on the one hand and on the other, by representatives of as many as possible of the components of the UN development system having individual inputs - i.e. UNDP, UNICEF, WFP, and agencies with operational programmer financed from their regular budgets and/or other funds - under the leadership of the Resident Representative.

22. Ibid., para 12.

As in any multi actor decision making system the relative role of the actors, the government of the recipient country, the resident representative, the UNDP Central management, and the specialized agencies 'cannot be determined beforehand. The great advantage of the Jackson system, as it has emerged in the Governing Council consensus, is no doubt that it has a better build in potential for good performance than the previous system did.

THE CONSENSUS

The Jackson report was subjected to intensive consideration within the UNDP and led to fruitful discussions in January, March, and June, 1970 session of the Governing Council. Governments have generally reacted favourably to the recommendations of the Jackson report. However, reservations and doubts were also expressed regarding the scope and main findings of the study. At the March, 1970 session and at the June, 1970 session of the UNDP Governing Council governments (North and South, East and West) on one side were aligned against the UNDP administration and the specialized agencies on the other.

According to the Indian representative, co-ordination of UNDP assistance with other bilateral and multilateral sources, as well as the choice of agencies should rest with the governments concerned.,²³

23. DP/SR Special Session of Governing Council of UNDP, March, 1970, 198th mtg., vol.1, p.167.

Many developing countries were of the opinion that the study did not focus on the lack of adequate financial resources. These developing countries were critical of one Jackson report recommendation, namely, that a certain proportion of total resources be set aside for regional or global projects. To them, in the past such projects often reflected a donor bias on the part of certain specialized agencies rather than the real needs of the area involved.

Some developed countries took the view that zealous basic reforms along the lines of Jackson recommendations were going to be adopted, contributions to the UNDP (pledged annually) should not be increased or should even be decreased. However, there was broad agreement on the introduction of the system of country programming, which was the central theme of the study.

The Governing Council at last in its June, 1970 session adopted a compromise discussion known as 'Consensus', which incorporated the proposals that the council found acceptable. It was endorsed by the General Assembly in the same year, translated into organizational and procedural changes in 1971 and brought substantially into effect during the next few years. So the pivotal change was the introduction of "Country programming" - the programming of UNDP assistance at the country level for periods up to five years ahead, involving the identification of the role and phasing of UNDP inputs in specified areas within each country's development objectives. The country-programme was to be

based on the national development plan, priorities and objectives, determined by government itself and on indicative planning figures provided to the government by UNDP, not as a commitment but rather as a reasonably firm indication, for the purpose of forward planning of the UNDP resources, expected to be available to the country, over a given period of years.²⁴

At its eleventh session in Jan, 1971, the Governing Council approved a major rec-organization of the UNDP in accordance with the consensus and that was administrative reform. The most important change has involved a substantial shift of power and responsibility for effective technical cooperation at all stages away from headquarters and into the field, where the government look to the UNDP resident representatives for leadership of the UN Development System at the country level. In fact under the restructuring of the UN development system mandated by the General Assembly, most UNDP resident representatives have been designated as resident coordinators for all development activities and it has further established four regional bureau to be responsible for the administration of UNDP programmes and projects in their respective regions, including appraisal, implementation and evaluation.

24. GAOR Sess. 25, Supplement no. 3, Report of Economic and Social Council UN DOC, A/8003, Chapter-10, para.402, p.60.

The consensus marked a major change and a turning point in the history of the UNDP. The capacity study while revealed a number of structural and functional shortcomings at the same time, also had its own political dimensions. The concerns with capacity, seemed to be at least, just as much motivated by a desire to control the expansion of the financial resources of the programme as by a genuine effort to improve performance.

The impact of the consensus on the UNDP, was a major one. What was attempted by the consensus was a move from donor centred approach to a real recipient - country approach, which was embodied in the concept of country - allocations and country-programming. The centre of Gravity was transferred to the Developing Countries. The project by project approach was replaced by a programme approach.

FINANCES OF THE UNITED NATIONS DEVELOPMENT PROGRAMME

Programmes assisted by the United Nations Development Programme (UNDP) are financed by voluntary contributions of countries members of the United Nations and/or the specialized agencies and the International Atomic Energy Agency.

At the General Assembly's 20th session in 1965 the question of the future level of finances for the UNDP was considered. The Assembly's second committee received a draft resolution sponsored by Algeria, Argentina, Ghana,

Norway the Philippines, Sweden and the United Republic of Tanzania which were later joined by Colombia, India, Iraq, Jordan, Libya, Nigeria, Tunisia, by which the Assembly recalling a statement made by the Secretary General on 16 Nov 1964 said that the target of pledges for the Expanded Programme of Technical Assistance and the UN Special Fund should be raised to \$ 200 million in the light of Development Decade, requirement and asked members of the UN and members of the specialized agencies to review their contributions to the UNDP so that its annual financial resources might reach that of \$ 200 million target in the future. The draft was adopted as modified by the second committee on Nov 1965, meeting 984, by 73 voters to 0, with 7 abstentions.²⁵

On 20 Dec 1965 the text recommended by the second committee was adopted at a plenary meeting of the Assembly as a resolution 2093 (XX), by a vote of 95 to 0, with 8 abstentions.²⁶

The Governing Council at its second session in June, 1966, established a UNDP revolving fund of \$ 7.5 million.. The revolving fund was intended to provide a means for interim financing for urgently needed UNDP activities in the form of (a) technical assistance contingencies under established criteria (\$ 4.5 millions) (b) Preliminary operations of the

25. GAOR, Second Committee, 984 mtg., p.185.

26. GAOR, Second Committee, 1404 mtg, p.265.

Special Fund Projects pending formal review and approval by the Governing Council (\$ 210 million). (c) Preparatory assistance (\$ 1.0 million). 27

The Programme (UNDP) came into existence on 1 Jan 1966, following a General Assembly decision of 22 Nov 1965 to combine two existing assistance programmes of the United Nations : the EPTA and the UNSF. The UNDP Governing Council established a Programme Reserve from 1 Jan 1972 at an annual level of \$ 9 million to finance unanticipated projects, particularly Special Industrial Services Projects and Investment Feasibility Studies. During 1972, \$ 3.8 million was spent for Special Industrial Services, \$ 0.9 million for Investment Studies, \$ 1.4 million for disaster related projects and \$ 0.3 million for other activities.

In 1972, the Governing Council decided that an amount of \$ 12 million for the period of 1973-76 should be set aside from the Programme Reserve to go to the least developing countries. The Reserve expenditures for 1972-76 were \$ 38.1 million.

Another source of funding was cost-sharing, whereby recipient Governments contributed additional funds to meet a portion of UNDP Project costs. The first cost sharing arrangement occurred in 1973 and since then this method of funding steadily increased.

27. Report of the Governing Council of UNDP, Sess.2, June, 1966.

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FOURTH CHAPTER

UNDP's ROLE IN THE 70's

THE SEVENTIES

The UNDP's activities are spread out in nearly a hundred and fifty countries and territories. To study its world wide activities in a meaningful way is beyond the scope of this study. That is why the main focus of my study in this chapter is on UNDP's role in 1970s, which is the most important period in the history of United Nations Development Programme because it marks the end of the first cycle of country programming and the beginning of the second. Thus, 1970s could be treated as a watershed in the life of the United Nations Development Programme, for by this year this institution had gained sufficient experience and knowledge to embark on a bolder programme.

The consensus which brought about a major restructuring^{US} and a new approach to the programming of UNDP activities, represented an important landmark, in the history of the UNDP. According to the consensus, the country programming was seen as a means of achieving the most rational and efficient utilization of resources at the disposal of UNDP for its activities, in order to have the maximum impact on the economic and social development of the country concerned.

COUNTRY PROGRAMMING

Briefly speaking, country programming is the programming of UNDP assistance at the country level for a period of five years involving the identification of the role and phasing of UNDP inputs in specific areas within each country's development objectives. Such assistance does not

necessarily begin or end within the time covered by that programme. The time frame of UNDP assisted projects is not a priori determined by the duration of a country programme. New projects may be added or projects already included in the country programme may be withdrawn. Thus, it is a continuous programme.

The purpose of a country programme is to enable the government concerned to select in advance, in the light of UNDP resources likely to be available over a specified period, those development objectives towards the achievement or furtherance of which it wishes to direct technical cooperation efforts with UNDP support.¹

THE UN DEVELOPMENT COOPERATION CYCLE :

By the consensus the Governing Council adopted the Jackson proposal for a United Nations Development Cooperation cycle. The main provisions of the UNDP country programming and the policies that governed the UN Development cooperation cycle are : UNDP field officers and the governments are primarily concerned with country programming exercises. Under this system of programming, each country would formulate national development plans or where these did not exist national development priorities and objectives. The programming of UNDP assistance would be carried

1. Policies and Procedures Manual, n.51, "Country Programming Concept," 3210 - 3211.

out in each country within the framework of indicative planning figures (IPF), constituting an order of magnitude of the resources expected to be available during the programme period from UNDP. IPFs were to be based on the application of systematic and objective criteria. On the basis of these indicative planning figures, each government would decide on the projects it wished to undertake.

Formulation of a country programme, containing a summary of each country's development objectives and technical assistance and preinvestment needs and a preliminary lists of projects, would be formulated by the government of the recipient countries in cooperation with representatives of the United Nations system, under the leadership of the Resident Representatives.²

Each UNDP country programme, formulated by the governments concerned in cooperation, at an appropriate stage, with representatives of the United Nations system, would be subject to approval by the Governing Council. The resources to be devoted to country programming would be a specified percentage of the total resources for the current year, projected over a given period of time and including a rate of growth per annum over that period. Authority to approve detailed proposals for specific projects within country programming was delegated to the Administrator and

2. General Assembly Res. 2688, 11 Dec., 1970, Annex.

to the UNDP Resident Representatives, in the country concerned for projects involving less than \$ 100,000.

Country programming formulation - in which the UNDP's resident representatives and locally based officers of other UN agencies usually participate - takes a number of factors into account. Among these are a country's overall development plans, the domestic resources it can call on for carrying out those plans, and the assistance expected from external resources other than UNDP. Each country programming is then submitted to the Governing Council for approval.

Once the country programming were approved by the Governing Council, they were implemented by UNDP with the help of executive agencies.

In order to grant the projects a certain amount of flexibility within the broad policy framework, there has to be no dividing line between the provision of expert fellowship and equipment. The solution stated :

"Since there is no set formula for the proportions of international personnel, fellowship and equipment for a particular project and no ceiling on the ratio of the value of the equipment on relation to the total cost of a project, program preinvestment assistance should be sufficiently flexible, so that in appropriate cases it may consist of the supply of equipment alone or part of an integrated preinvestment project".³ In the latter case, particular atten-

3. GAOR, sess 25, Resolution No 2688 (xxv) "The Capacity of the United Nations Development System", p. 61.

tion should be given to the availability of personnel qualified to use the equipment or to train personnel qualified to use the equipment or to train personnel in its use in recipient countries.

Four regional bureaux were established for Africa, Asia and Far East, Latin America and Europe, the Mediterranean and the Middle East. Each bureau was headed by an assistance administrator. The Regional Bureaux were provided with adequate technical services would carry out appraisals of various projects. The schedule for the country programming exercise requires the endorsement of these Bureaux, in order to ensure their consideration by the Governing Council.

The Regional Bureaux were to maintain close consultations with regional and subregional organizations in the UN system, would help in the evaluation and fellowship of projects. The annual reports of the administrator enlightened the Governing Council about the operational activities and enabled it to formulate the overall policies which were to govern the operational activities of UNDP. Moreover, the Governing Council also agreed to make full use of IACB to advice UNDP in order to develop maximum coherence and coordination in the operational level.

COUNTRY PROGRAMMING IN PRACTICE

In accordance with the consensus, the Governing Council is responsible for the consideration and approval of country programmes submitted to it by the Administrator, together with his recommendations. The consensus in short, envisaged

greater coherence, more responsiveness to developing countries needs, and more integrated approach." One has to differentiate between two things, the country level programming as a general principle and the particular branch of country-programming procedures as have evolved eventually. The most complicated task was to set up a whole series of targets for each individual country and territory receiving assistance from UNDP. The Governing Council devoted several meetings to determine the criteria to be followed in calculating the indicative planning figures.

The Governing Council, at its fourteenth session, reviewed criteria to be followed in calculating indicative planning figures (IPFS) and the president observed that the fourteenth session could be deemed a success if it were able to come to grips with the review of criteria to be followed in calculating indicative planning figures.⁴ The Assistant Administrator suggest that future IPFs should be based on a new general scheme designed to achieve an equitable distribution of resources available to the programme. Recognizing that economic and social conditions in the developing countries were complex and diverse, the Administrator recognized in establishing future individual country IPFs on the basis of a simple formula using very few variables and emphasized that future IPFs should subject the need to ensure a certain

4. UNDP Governing Council Report 14th Session DP/L.240, 1972, 23rd June.

degree of continuity and universality in programme activities.⁵

It was generally considered that the review of criteria for establishing IPFs was the most important issue before the council. Several members stated that a basic objective of the recalculation of IPFs was to provide increased assistance to the least developed countries since the inequities in the present system were more marked for the least developed countries. It was generally regarded as perfectly reasonable that the basic variables to be adopted, and given primary importance in a new general scheme for IPFs, should be population and per capita income. Several members considered that the per capita income variable should be taken as the more important element and population more as a supplementary criterion. Several members urged that, the relationship between the population of a country and its IPF should be strengthened in favour of countries with large populations and some member expressed concern with the suggestion in for the use of a special ceiling to limit future IPFs of countries with large populations.

According to some members, in calculating IPFs account should be taken of other criteria in addition to population per capita income. These other elements are : countries which had made a considerable effort at development with the assistance of all levels of population, which had attained

5. UNDP Governing Council Report, sess 14, para. 3, p.1, DP/L.248/Add.5.

social transformation through land reform income re-redistribution and a strengthening of social services, which had shown a willingness to participate in multinational projects and which had fully used UNDP resources should get additional UNDP assistance. Some members have attached importance to a country's absorptive capacity for technical assistance, the level of its economic and social infrastructure and the level of its industrial activity.

The council considered the concept of continuity in country activities, which was the basis for the proposal by the Administrator for the use of floor and 'ceilings' on the extent of change between a country's IPF in 1972-76 and 1977-81. It has also considered the concept of universality of the programme as it related to the determination of future IPFs. UNDP, a United Nations activity, should render economic assistance to countries in all geographic regions and irrespective of their different political and economic systems.

The council also considered the applications of criteria suggested as a basis for establishing IPFs for 1977-81. It was stated by several members that whereas criteria for IPFs should be determined by the council the application of these criteria should be a matter left to the Administrator. It was suggested that it was too early in the first Development Cycle (1972-76) to decide in detail what should be done in the second cycle of 1977-81.

At its 324th meeting, the Governing Council established a *working group for suggestions on the basic criteria to be adopted for the establishment of IPFs and supplementary criteria to be applied by the Administrator in his implementation of the basic criteria.

At the 338th meeting of the council, the Chairman of the working Group submitted its recommendations proposed by the working Group.

The Council adopted the following consensus :

The Governing Council considers that future IPFs applicable from 1977 should be determined according to a new general scheme, which should be as simple as possible and the fundamental criteria to be employed should be per-capita income and the population of each country.⁶

In calculating Country IPFs, the Administrator shall have the discretion to adjust an individual country's IPF up to 20 per cent taking into account the supplementary criteria and he shall have available for this purpose upto 7.5 percent of total resources available for country IPFs. The supplementary criteria are: (1) The Special needs of newly independent countries, land locked countries, (2) Magnitude of the country's development efforts, (3) A country's cumulative debt burden and overall balance of payments deficit,

6. Administrator's Report on Working Group on Review of Criteria to be followed in calculating IPFs, DP/L.248/Add.5 p.19, June 23, 1972.

(4) The difficulties of a country in participating in regional/subregional development activities, (5) The effort being made to coordinate UNDP resources with the country's national development plans and/or priorities.⁷

In the Fourteenth Session of the Governing Council, the Administrator proposed a system of "rolling" indicative planning figures - i.e. each year the Council would approve a new set of IPFs which would cover the subsequent five year period.⁸ He stressed that the main advantage of this system would coincide in time with its own development plan and which would be based on an approved IPF figure covering the full duration of the country programme period. And the proposed system would provide the Administration with a tool for the rational and effective management of the program's finances.

The Governing Council approved 23 country programmes in its 15th session, each of which was accompanied by a note by the Administrator. The note by the Administrator covering each country programme also described the nature of the programming exercise, the relation of the country programme to the development plan or development objectives of the

7. Indicative Planning Figures: Actual for 1972-76 and some calculations for 1977-81 By Country. DP/L.259 Annex. page.3..

8. Report of the Governing Council to the 53rd Session of the ECOSOC Sess 14,, 23 June, 1972.

Government the utilization of UNDP inputs over the programming period and the special development problems and needs of the country.

After consideration of individual country programmes in private meetings the approval of 23 country programmes was introduced in meeting. The council at its eleventh session had approved indicative planning figures for 1972-76,

Collaboration between the UNDP and the participating organizations is required in different degrees and different forms at each phase of the development cycle and with wide variations among countries according to their own competence in development planning, project selection and technical expertise. At its fifteenth session the Governing Council considered the question of arrangements for providing advice and support to Resident Representatives in sectoral fields within the United Nations system.⁹ The Administrator and the heads of the organizations have agreed that this question should not be viewed in the narrow perspective suggested by the label of "advice and support for Resident Representatives" but as part of the wider responsibilities of the organizations, including those of giving advice to individual Govts. and also to UNDP Headquarters in respect of overall sectoral activities.

9. Report by the Administrator for 1973. Sectoral Support and Advice for Residence Representatives, DP/19.

In 1979, the ECOSOC has undertaken, at its 57th session, the first comprehensive policy review of operational activities throughout the United Nations. For this, the Governing Council of the UNDP has been invited to submit a concise report on the manner in which the operational activities undertaken by the programme can further promote the objectives of the International Development strategy. This report was submitted by the Administrator which was intended to provide the basis for the Governing Council's own report to the ECOSOC. The preamble of the strategy declares that "the ultimate objective of development must be to bring about sustained improvement in the well-being of the individuals and bestow benefits on all."¹⁰ Moreover, while designating the 1970s as the second United Nations Development Decade, the Governments pledge themselves, individually and collectively to pursue policies designed to create a more just and rational world economic and social order in which equality of opportunities should be as much a prerogative of nations as of individuals within nations.¹¹

However, IPFs were determined, and for the first time in 1972, assistance was delivered within the context of IPFs for the period of 1972-76, the first programming cycle.

Again the unanimous approval of a country programme by the Governing Council also calls for a comment. The country

10. General Assembly Res. 2626 (xx6) of 24 Oct, 1970, Preamble, para.7.

11. *ibid*, para.12.

programmes are approved unanimously and automatically in practice. The unanimity in the Governing Council while approving country programmes seems to be more a measure of its helplessness, rather than a conviction about the qualitative excellence of the projects involved therein. Because the Governing Council being a political body, will not be able to scrutinize the programmes thoroughly, from purely technical point of view. On the other hand, it depends heavily, on the secretariat and IACB for views, opinions and recommendations. Moreover, once a country programme is approved, a great deal depends on the Administration, which is given the responsibility of administering the guidelines provided by the Governing Council and on the executive agencies which have the responsibility of executing the projects. In 1973, a critical year, in terms of shift to country programming, there were pressing considerations demanding further action concern was expressed on various tendencies in country programming like frontline loading, under-costing of projects and according to many members these tendencies were due to inadequate IPF resources.¹²

During the 1974 session of the Governing Council, several members expressed serious concern regarding programme's delivery rate which had fallen below expectation.

12. Report of the Governing Council of UNDP Sess.15, Jan, 1973, UNDOC, E/5256 and corr..1, p.12.

Many members during the 19th session in Jan, 1975, expressed concern for the gap between approvals and expenditure, pointing out that project implementation had been only half as fast as project approvals.¹³

The Administrator's proposal¹⁴ presented to the Governing Council during June, 1972 session which sought to strengthen relations with potential investors, whether local or foreign multilateral or bilateral, private or public, was welcomed by many members as useful to increase the chance that investment would follow. The Western countries were particularly interested in improving the methods of information, that would allow the private sector to become aware of the investment opportunities discovered during the execution of UNDP assistance projects.¹⁵

While many members expressed their interest in securing UNDP assistance to mobilize private sources of finance for projects, some developing countries doubted whether UNDP should promote private investment and some openly opposed UNDP's closer cooperation with the World Bank, of which they were not members. The developing countries especially had

13. Report of the Governing Council of UNDP Sess. 19, Jan., 1975, UNDOC E/5646, p.9.

14. The Role of UNDP in Promoting Investment follow-up, 'Note by the Administrator', DOC. DP/L, 241, 1972.

15. Report of the Governing Council of UNDP June, 1972, Sess.14, DOC, E5185/Revol. , p.41.

strong reservations regarding the idea that UNDP should forge links with trans-national corporations whose impact they considered, to be highly harmful and that it would be premature for UNDP to establish any links with them.¹⁶

The procedures adopted in practice to carry out the country programming policies have often given rise to serious questions and reservations. The role of UNDP in follow up investment, and the role of Governing Council on the subject of programme inputs, has been helpless, because it has not responded to the call, on the part of the developing countries, for equitable distribution of subcontracts, in spite of various imperfections and loopholes it has suffered, country programming, as provided in the consensus is widely regarded as the best method of extending multilateral technical assistance.

During the 20th session, in June, 1975, the Council, considering the Administrators' report on the country programming experience particularly endorsed the conclusion that the country programming system based on 1970 consensus was basically sound, and marked a major advance over the earlier approach and had demonstrated its usefulness.¹⁷

16. Report of the Governing Council of UNDP Sess. 20, June, 1975 UNDOC, E/5703/Rev.1, p.9.

17. Report of the Governing Council of UNDP, Sess. 20 June, 1975, UNDOC, E/5703, Revol. p.26.

There was a general agreement that the basic principles covering the existing country-programming system did not need to be changed.¹⁸

NEW DIMENSIONS IN TECHNICAL COOPERATION

At its twentieth session in June, 1975, the Governing Council adopted the Administrator's proposal for UNDP's future role in World Development entitled "New Dimensions in Technical Cooperation." The Governing Council decided at the same session to undertake periodic reviews of progress in the application of these new dimensions as a part of the continuing and overall efforts to improve the quality and efficiency of the United Nations Development Programme.

In 1975, UNDP engaged itself fully in economic restructuring, at the national and international levels because its own restructuring against needs as identified at the time of the capacity study of 1970, was complete. Over the years, step by step, the recommendations of the capacity study had been carried out. In 1971, guidelines for country programmes had been formulated; projected resources allocated on the basis of indicative planning figures for each country; a system of Regional Bureaux established for the delegation of authority towards the field, the Resident Repre-

18. Report of the Governing Council of UNDP, Sess. 18, June, 1974, UNDOC, E/5543/Rev.2, p.27.

vidually and collectively to pursue their development¹⁹ The Words accord fully with UNDP's current role and objectives and in particular with its recently adopted New Dimensions framework for technical cooperation.

UNDP's new Dimensions²⁰ were approved by the Governing Council in June, 1975. The Governing Council's decision expanded the programme's mandate in the following respects :

- emphasis on technical cooperation in terms of building self-reliance.
- ~~INCREASED~~ USE OF NATIONAL capability. In contrast to past emphasis on inputs technical cooperation should be seen in terms of output or the results to be achieved.
- The use of local resources through subcontracts and the hiring of locally available consultants. In this sense the proposals for new dimensions in technical cooperation suggest the increased utilization of national capability through the involvement of Govt or private institutions and other available expertise in the country concerned. Here, UNDP should provide equipment and material resources and adopt a more liberal policy towards local cost-financing and be flexible in requirements for counterpart personnel.

19. General Assembly Resn. 3201 and 3202, 1 May, 1974.

20. The Future Role of UNDP in World Development in the CONTEXT OF THE PREPARATIONS FOR THE SEVENTH SPECIAL SESSION OF THE GENERAL ASSEMBLY: New Dimensions in Technical Co-operation (DP/114).

- UNDP should diversify the sources of its supply, to enable it to mobilize promptly and efficiently all available human and material resources for technical cooperation.
- It should give increased support to programmes of technical cooperation among developing countries.
- Govts and institutions in recipient countries should increasingly assume responsibility for executing UNDP assisted projects.

These New Dimensions in UNDP technical cooperation are designed to liberate the programme's joint planning with Governments from the traditional project 'package' of foreign experts, fellowships, equipment and Govt Personnel. New Dimensions are therefore, primarily concerned with ways and means of providing assistance, making it more responsive to new and emerging requirements, with an attempt to break away from stereotyped formula, and with being more responsive to the varied needs of countries in diverse stages of development. In short, they stress innovative methods of designing and delivering UNDP assistance. It is a more result oriented approach in technical cooperation.

Without a doubt, New Dimensions have appealed strongly to Governments and field officers alike, emerging just in time for the second round of country programme preparation. According to field office reports, however, the actual application of New Dimensions may be delayed because of the resources constraint which put a stop to meeting new UNDP financed activities. UNDP, does not, however, see New

Dimensions as merely a convenient recourse to "cheaper assistance". The new policies seek out the most effective ways of providing UNDP assistance that draws upon and enhances national capability. Some field officers report that New Dimensions will particularly be appropriate for relatively advanced developing countries. Others feel that they are better suited to "less-sophisticated" developing countries. The truth lies in the basic purpose of New Dimensions to increase the relevance and focus on the thrust of UNDP assistance to development needs under all circumstances, towards the goal of self-reliance. Field Offices in Least Developed Countries particularly welcome New Dimensions as a means of overcoming constraints caused by lack of local financial resources. UNDP has during the past several years agreed, to assume responsibility for the financing local cost inputs in certain UNDP assisted projects. This applied in particular to the Least Developed countries and included each items as the operation and maintenance of project vehicles and equipment travel costs of national project staff stipends for local trainees and in some instances, the cost of building materials or modest construction. Among more advanced developing countries, the emphasis in UNDP assistance is on equipment. In terms of application throughout the programme, early reactions from the field indicate, first, that no overwhelming change in programme implementation can be expected in the immediate future, mainly to the financial situation. Second, some aspects of New Dimensions need further study. Third, even

more programming stress will be placed on the promotion of self-reliance and on the importance of reaching the poorest and the most vulnerable sections of society. Fourth, technical cooperation among developing countries, and programming UNDP assistance jointly with other external assistance - or linked with national investment programmes - are sure to receive close attention in the new programming cycle.

Four important unresolved issues faced by the programme in 1975. First, during the first four years of the first programme cycle, the programme had veered from under implementation to over implementation to a degree which called for more effective resource and programme management. With the second programming cycle set to begin in 1977, the need to refine systems for financial monitoring, control and continuous adjustment became urgent. Second, problems of coordination within the United Nations development system and at the field level persisted. Third, the programme faced a new challenge in its efforts to reconcile certain global priorities being set for development by the United Nations system and, inter alia, entrusted to UNDP, with the national priorities of the developing countries in their own country programmes. Finally, UNDP faced in greater severity than at any previous time the need to mobilize additional resources for its development work.

The revised policies and procedures introduced by UNDP in its twenty first session of the Governing Council for country programming entail some modifications of the content and coverage of the country programme document. The council, in reviewing the experience with country programming invited the Administrator to examine and report on ways and means of streamlining and simplifying the present procedures for the consideration and approval of country programmes by the Governing Council. Under these new procedures, country programmes will be based mainly on an identification of technical assistance requirements to help attain selected national development objectives and targets.²¹ Accordingly, the country programme document will chiefly be concerned with a description of the selected development objectives and related targets, the main constraints to their achievement, and in broad terms, the activities to be undertaken with UNDP assistance designed to help achieve these objectives.

TECHNICAL COOPERATION AMONG DEVELOPING COUNTRIES

In terms of technical cooperation, interest focussed increasingly on the capacity of developing countries for self sustained progress. This concept seemed to fit the particular circumstances of developing countries in 1975.

21. Report of the Administrator Rationalization of the procedures for the Consideration and approval of country programmes. Dec. 1976 DP/157.

Greater self-reliance meant an end to lingering dependency in a dawning era of increasingly demanded real interdependence. It called for struggle to build an indigenous capacity for self-help and self-sustained progress, for mutual assistance and cooperation with other developing countries, and for contributing to a stronger, a more resilient and expanding, genuinely global economy. In this sense, 1975 marked a watershed year in the determination of developing countries to seize and shape the future for themselves.

As the World's most broadly based development cooperation organization UNDP was reflecting that determination. In June, the programme's 48 nation governing body, composed of poor and rich countries alike, specifically, defined UNDP's role in terms of the year's main theme. "The basic purpose of technical cooperation should be the promotion of self-reliance in developing countries, by building up, inter alia, their productive capability and their indigenous resources-by increasing the availability of the managerial, technical, administrative and research capabilities required in the development process.

UNDP has long stressed the building of self-reliance as a basic goal of its technical cooperation activities. The entire country process must be regarded as an instrument for self-generating development.

One indicator encompasses projects designed to strengthen planning capabilities, including industrial planning and programming, development and planning of education, general economic and social policy and planning, employment and man power planning and natural resources development planning and policy. A second indicator includes all training projects under such subsectors as school development and teacher training and soon. A third is institution building through such varied activities as the strengthening of agricultural institutions, health services, industrial services and institutions, and science and technology. And the fourth indicator embraces projects designed to promote international trade. These indicators taken together so present a general picture of those UNDP supported efforts most strikingly to be claimed as meeting developing country needs for greater self-reliance.

RESOURCE BASE OF UNDP

As the responsibilities and activities of the UNDP grows, the financial base of the programme should expand accordingly. The UNDP established 9.6 per cent per annum as the rate of increase in over all resources, as being necessary during the first programming cycle (1972-76). This was the figure on which the UNDP Governing Council boxed its IPF calculations. A programme reserve was also established annually from 1 Jan 1972 at a figure of \$ 9 million to meet unforeseen expenses. However, many developing countries

expressed concern over fixing 9.6 percent as the annual rate of increase. Many members felt that any rate of increase in voluntary contributions must be seen against the background of inflationary conditions. During the June, 1971 session of the Governing Council many developing countries expressed the view that the prescribed 9.6 per cent rate of increase would result in stagnation of the programme, when seen with the back ground of inflationary conditions. This was echoed in ECOSOC resolution in 1971 - and was later was later endorsed by the General Assembly.²²

Although UNDP had been authorized by the Governing Council to base its planning for the next five years on the assumption that pledges would rise by at least 9.6 per cent per annum, pledges for 1971, had shown an increase of only 6.1 per cent over those of 1970. With the capability of project expenditure increasing rapidly, it was ironic that contributions were not meeting even the nominal expectations.²³

The contributions for 1972 would have important effects of a long range character to move UNDP towards the goal of doubling of its resources. In 1973, at its 15th session, the attention of the Governing Council was called to the projected deficit, through the reports of Budgetary and

22. General Assembly Resn. 2811 xxvi, 14 Dec. 1971.

23. Statement by Mr. C.V. Narasimham Assistant Administrator of UNDP 22 July, 1971 at ECOSOC, 1788th mtg, sess.51, ESCOR, Sess.51, p.143.

Finance Committee of UNDP. The World wide inflation coupled with the forward planning approach of the new country programming, and the lower increase in contributions of members, created concern. The developing countries favoured the attack on the deficit, through increase in contributions while the advanced countries opposed by saying that such a proposal is not realistic and practicable. Thus although the problems of general inflationary trends and its impact on UNDP country programmes were discussed, inflationary adjustments by mobilizing resources was given up.

The extremely serious financial situation was referred to by the Administrator, in his note, of June, 1975²⁴ which brought forth the updated assessment of the latest resources situation. In view of the extremely tight liquidity situation expected at the end of 1975 and continuing into 1976, governments were urged to respond to the crisis by increasing their pledges and paying all outstanding amounts.

It would appear from the above discussion on resource base of the UNDP, that the "unwillingness" to pay has been a much greater committing factor in the expansion of resources than the 'ability' to do so. When the needs are compared with the combined requisites of 'ability and willingness'

24. .Financial outlook through 1976 and Comprehensive Report on Financial Activities during 1974, "Note by the Administrator UNDOC.DP/130, and Add.1

then dichotomy between the former and the latter is not on the decrease.²⁵

Because of the UNDP's financial difficulties, there had been a delay in launching many new projects and consequently, there was little opportunity to introduce new Dimensions approved by the Governing Council in 1975. For example, there was an overall drop in the share of inputs drawn from developing countries in the year 1970, which was not in accord with the spirit of new Dimensions.

The financial difficulties faced by the programme in the years 1975-77 and their consequences were really tragic in the sense that it had come at a time when the UNDP "considerably expanded its operational capability began providing assistance with the framework of country programmes, had pioneered many new approach to technical cooperation through New Dimensions policies.

The policies governing the programme seemed to have changed according to the changing circumstances and perspectives, mainly, due to unpredictable resources and an inflationary spiral. It was stated that the international economic situation was even more uncertain than on the year 1976 and conditions did not justify unqualified optimism.²⁶

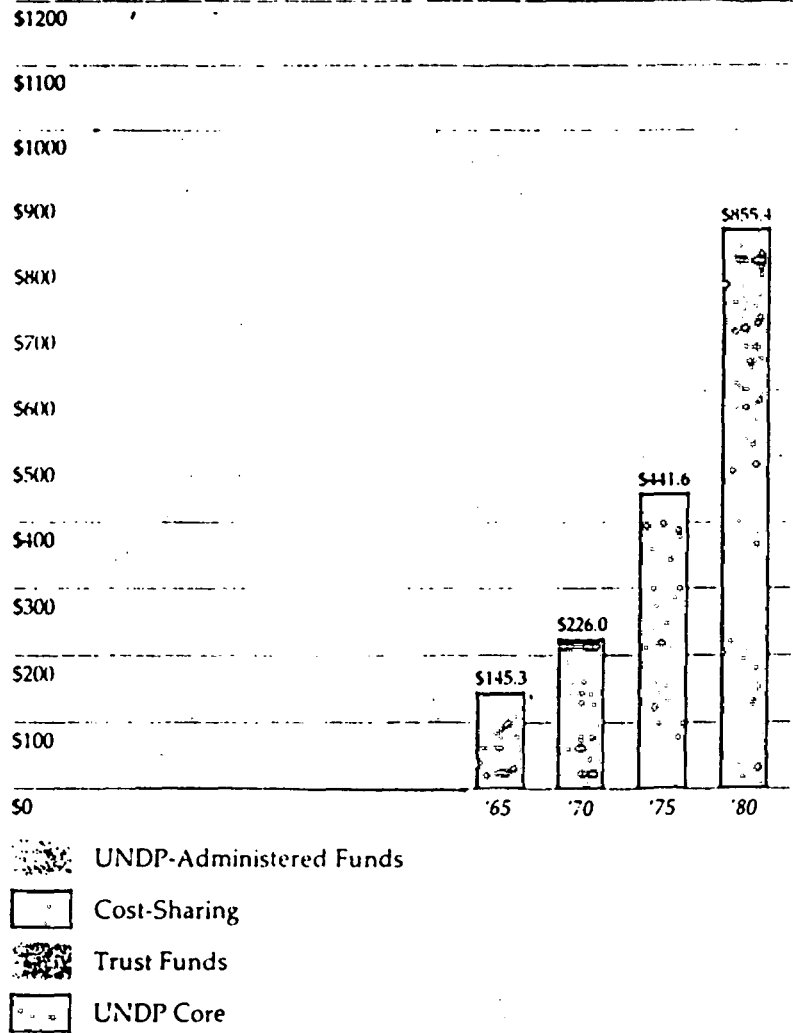
25. Elmand Mahdi, The United Nations System: An Analysis (London: Faber and Faber, 1973; p.225.

26. Governing Council Report, 1979, UN DOC.E/1979/40, p.38. Financing of the Projects by the UNDP during the 70's.

FINANCING OF THE PROJECTS BY THE UNDP DURING THE 70'S

Table 1

Voluntary Contributions to UNDP during 1965-80 in Million US \$



1965	145.3
1970	226.0
1975	441.6
1980	855.4

Total	1668.3

Source : UNDP, Annual Report, 1989, p.24.

The above figures include UNDP administered funds, cost sharing, trust funds and UNDP code. As seen in the above Table the funds of the UNDP grew during the decades of 70's. But in real terms the growth has been less than anticipated because of high inflation.

IMPLEMENTATION OF UNDP PROGRAMMES DURING THE

AN OVERVIEW

70s

Table II

The UNDP resources spent on Projects in the 70's
(In US \$ Thousands)

First Cycle (1972-1976)	1,544.989
Second Cycle (1977-1981)	2,462.366

Total amount distributed	4,004.355

Source: UNDP Annual report, 1989, p. 40.

In UNDP spent on projects in 1970's there was slight improvement between the first and the second cycle. The growth in real terms however was small as seen in Table II including IPFs.

Table III

Regional Distribution of Funds on Projects

Region	First Cycle (1972-76)	%age Share	Second Cycle (1977-81)	%age Share
Africa	378,423	29.10	675,978	33.20
Asia Pacific	337,375	25.95	717,213	35.23
Latin America and Caribbean	275,011	21.15	307,915	15.12
Arab States and Europe	309,500	23.80	334,950	16.45
	----- 1300.309 -----		----- 2036,056 -----	

Source: Ibid p.25

It gives regional distribution of funds allotted under the two cycles (excluding IPFs). It can be seen that while in the first cycle the region of Africa got maximum share of funds, in the second cycle the region of Asia Pacific got the maximum funds.

Table IV

Participating Agencies in the Decade of Seventies

FIRST CYCLE PROJECT EXPENDITURE: 1972-1976
(in millions of US dollars)

Participating and executing agency	1972-1976*
United Nations	264.3
International Labour Organisation	166.0
Food and Agriculture Organization of the United Nations	471.2
United Nations Educational, Scientific and Cultural Organization	200.5
World Health Organization	82.2
International Bank for Reconstruction and Development	68.8
International Civil Aviation Organization	57.3
Universal Postal Union	7.3
International Telecommunication Union	61.2
World Meteorological Organization	30.5
Inter-Governmental Maritime Consultative Organization	8.5
International Atomic Energy Agency	14.1
United Nations Industrial Development Organization	119.1
United Nations Conference on Trade and Development	29.5
Asian Development Bank	4.4
International Development Bank	4.1
United Nations Development Programme	63.7
Subtotal	1,654.7
Cost sharing	22.8
Government cash counterpart expenditures	49.0
Total	1,726.5

*Provisional

Source: UN Year Book, 1976, P. 368

It is significant to see that a large number of international agencies participated in the UNDP programme. Table IV gives the nature and the financial contributions of agencies in the first cycle. It can be seen that apart from the UN, the ILO and WHO had been the leading agencies.

Table V

Participating Agencies in the Decade of Seventies

Participating and executing agency	Field programme costs*	Overhead costs	Total
United Nations	51.0	6.8	57.8
International Labour Organisation	25.8	3.6	29.4
Food and Agriculture Organization of the United Nations	88.4	12.4	100.8
United Nations Educational, Scientific and Cultural Organi- zation	29.5	4.0	33.5
World Health Organization	14.9	2.1	17.0
International Bank for Reconstruc- tion and Development (World Bank)	11.4	1.2	12.6
International Civil Aviation Organization	15.1	2.2	17.3
Universal Postal Union	0.6	0.3	0.9
International Telecommunication Union	12.5	1.7	14.2
World Meteorological Organization	6.6	1.5	8.1
Inter-Governmental Maritime Consultative Organization	2.1	0.4	2.5
International Atomic Energy Agency	2.8	0.4	3.2
United Nations Conference on Trade and Development	8.1	1.4	9.5
United Nations Development Programme	25.0	2.1	27.1
United Nations Industrial Develop- ment Organization	33.7	4.7	38.4
Asian Development Bank	0.4	—	0.4
Arab Fund for Economic and Social Development	0.9	0.1	1.0
Inter-American Development Bank	0.3	—	0.3
Economic and Social Commission for Asia and the Pacific	1.8	0.3	2.1
Economic Commission for Africa	0.9	0.1	1.0
Economic Commission for Western Asia	0.1	—	0.1
Governmental	0.2	—	0.2
Total	332.1	45.3	377.4

* Includes all sources of funds and cost sharing.

Source: *Ibid*, 1977, p 468

Similar trend continued in the second Cycle as seen in the Table V for 1977.

Table VI

Sector wise Distribution of UNDP Assistance

SECTORAL DISTRIBUTION OF PROJECT EXPENDITURES: 1972-1976

ECONOMIC AND SOCIAL SECTOR	PERCENTAGES OF TOTAL PROJECT EXPENDITURES				
	1972	1973	1974	1975	1976*
Agriculture, forestry, fisheries	29.3	27.5	25.9	27.4	27.8
Cultural, social and human sciences	0.7	0.6	0.6	0.5	0.8
Education	8.5	8.0	6.9	6.9	6.8
General economic and social policy planning	10.4	10.4	11.8	12.1	13.1
Health	5.3	5.7	5.7	5.8	5.8
Industry	15.8	14.5	15.7	16.3	15.7
International trade	1.6	1.8	1.8	2.2	2.1
Labour, management and employment	3.5	3.5	3.7	3.7	3.9
Natural resources	4.8	5.1	5.0	5.3	4.8
Population	0.3	0.2	0.1	0.1	—
Relief activities	0.3	0.1	0.6	0.6	0.3
Science and technology	6.9	6.7	7.0	5.8	4.6
Social security and other social services	2.3	2.1	1.8	2.0	2.0
Transport and communications	10.4	13.6	13.4	11.4	12.4

*Provisional.

Source: UN Year Book, 1976, 369

As seen in the Table VI we found agriculture, forests, fisheries industry, health was the bulk of the expenditure. Transport and communication, general economic and social policy planning had also occupied an important place in the bulk of its expenditure.

Table VII

Distribution of Project Expenditure

PROJECT EXPENDITURES BY COMPONENT: 1972-1976

COMPONENT	PERCENTAGES OF TOTAL PROJECT EXPENDITURES				
	1972	1973	1974	1975	1976*
Project personnel	64.7	64.3	61.1	61.0	62.0
Subcontracts	11.8	12.9	12.6	11.8	11.4
Training	7.6	8.2	8.7	7.4	8.1
Equipment	12.8	11.5	14.6	17.6	15.9
Miscellaneous	3.1	3.1	3.0	2.2	2.8

*Provisional.

Source: Ibid, p 370

One of the major features of UNDP expenditure is the lions share of the personnel costs. It is seen in Table VII, the Project personnel cost within the first cycle was as high as 60% and above.

CONCLUSION

The United Nations since its establishment has been concerned about the economic development of the developing countries. It also believed that economic progress is essential for maintaining peace. This recognition has been reflected in Article 55, 60 of Chapter IX and Chapter I of the Charter of the United Nations. Article 55 calls on the United Nations to promote higher standards of living, full employment and conditions of economic and social progress and development. Chapter I emphasizes on the solution of international economic problems through international co-operation. Article 60 places the responsibility of solving the international economic problems on the Economic and Social Council under the authority of the General Assembly. The powers of the ECOSOC has been set forth in Chapter X. Five regional economic commissions were established by ECOSOC in recognition of the fact that many economic problems are best approached at the regional level.

Immediately after the Second World War international co-operation was increasingly based on inter-governmental assistance. President Truman of the United States considered that the most important requirement for promoting development is the technical assistance. Hence in his Point Four Programme of technical assistance he declared the commitment of the United States for international technical assistance supported by the governments. This message was also carried effectively by the United States representative in the UN to the UN fora also. Thus focus of assistance of

the UN was technical assistance programme. Thus the UN engaged in itself in providing technical assistance to developing countries in a bid to promote their economic development.

A critical weakness of the early development co-operation effort was a failure to recognize that capital assistance and the creation of physical infrastructure were not enough for self-sustaining development. Investments in people and institutions had to follow, or development efforts would collapse. The Expanded Programme constituted the first modest attempt to fill that gap in 1949. David Owen United Nations Assistant Secretary General in charge of economic affairs, became the first Director of EPTA. An important step in the Expanded Programme's early months was the creation of the field office system - a professionally staffed network of development service centre. The offices would provide a continuous exchange of information on specific development needs for each country.

Various schemes were introduced for technical assistance under the EPTA. Thus a large number of developing countries became beneficiaries of the assistance.

It was appreciated that the developing countries needed technical assistance. Yet, it was felt by a large number of developing countries that they needed capital alongwith technical assistance. But the World Bank and its affiliates were the only multilateral institutions to provide financial assistance. The developing countries were not happy with

this arrangement for two reasons. Firstly, a number of them were not members. Secondly, World Bank's weighted voting system of decision making process was such that the US and other developed countries had the final say in allocation of resources. The developing countries had extremely limited say. So they wanted a UN authority to undertake financial assistance programmes for most of the developing countries were the members of the UN and the decision making was based on one country one vote. The United States and other developed countries opposed it. The United States and other developed countries also did not support the establishment of any special fund for investment purposes under the UN, for the World Bank and its affiliates were expected to undertake the task. Infact, when the demand for special fund became loud in the UN, the developed countries created new affiliates of the World Bank. The establishment of (IDA) International Development Agency in 1961 under the World Bank is one such major attempt. The major reason for the developed countries to prevent UN taking any increased role in financing operations of the developing countries were two fold. Firstly, in the World Bank and in the institutional set up of the World Bank as seen already the decision making provides provisions for weighted voting which is linked with the economic strength of the member countries. Consequently for a long time US has infact a veto power in these institutions. Unlike this in the UN the decision making provides for one country one vote. This threatened the US and other developed countries

power in influencing decisions. Secondly, the Soviet Union and its allies were looking forward to a situation in the UN wherein they can also join the developing countries in the pursuit of increased role of the UN. This was not appreciated by the developed countries led by the United States. So a compromise was struck i.e. a United Nations Special Fund was established. This was to undertake a series of preinvestment surveys, once again a technical assistance programme.

So the most important step in the evolution of UN development assistance was the creation in 1959 of the Special Fund, a new institution paralleling and enlarging the work of the Expanded Programme and during the early years of UN technical assistance, the Expanded Programme and the Special Fund placed strong emphasis on preinvestment studies and technical assistance to oversee capital investment projects. With time, this stress placed on capital formation gave way to investments in human capital - education, training, skill formation and manpower planning.

In 1966, the EPTA and the Special Fund were merged to create the United Nations Development Programme. The advantages were a pooling of resources, simplification of procedures, improvement in planning, and a general strengthening of UN development aid. UNDP has emerged as the world's largest multilateral source of grant of technical assistance.

In order to achieve maximum return the UNDP innovated various schemes to promote development of the developing

countries.

UNDP also envisages the participation of various international institutions in its activities thus it triggered various preinvestment surveys which were beneficial to developing countries.

In the decade of 70s the most important decade, for in this decade the UNDP has evolved its activities and financing mechanisms. At the same time UNDP experienced limitations arising out of finances. The decade of 70s also witnessed financial crisis to cope with the enlarged task of the UNDP.

The singular limitation of UNDP has been its inability to provide funds for investments. It is a reflection of the inability of UN to take on more effective responsibility of multilateral economic co-operation. Yet another limitations of UNDP programme is the bulk of the expenditure went on the project personnel constituting more than 50 percent giving rise to doubts regarding the effective utilization of the resources for the benefit of the developing countries for in all most all the cases the project , personnel were from the developed countries. Despite these limitations UNDP Programme has helped in its own way to build the technical infrastructure in the developing countries.

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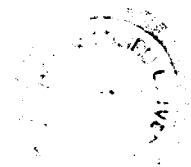
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