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GOVERNING COUNCIL

Thirty-fifth session

SUMMARY RECORD OF THE FIRST PART \*/ OF THE 29TH MEETING

Held at the Palais des Nations, Geneva,  
on Wednesday, 22 June 1988, at 3 p.m.

President:	Mr. MANGWAZU	(Malawi)
later:	Mr. BRODODININGRAT	(Indonesia)
later:	Mr. SALAZAR-SANCISI	(Ecuador)

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\*/ The summary record of the second part of the meeting appears as document DP/1988/SR.29/Add.1.

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The meeting was called to order at 3.05 p.m.

PROGRAMME IMPLEMENTATION (agenda item 4) (continued)

(g) EXPERIENCE IN HUMAN RESOURCES DEVELOPMENT SINCE 1970 (DP/1988/62)

1. Mr. HIRONO (Director for Programme Policy and Evaluation), introducing the Administrator's report on the subitem (DP/1988/62), said that it responded to Council decision 86/L4 requesting the Administrator to undertake a critical analysis of UNDP's experience in human resources development. UNDP's long-standing work on the subject was well known and the global meeting of senior experts held in the spring of 1986 had been an important stage in a continuing dialogue to articulate practical action programmes.
2. There had been increasing recognition in recent years of the critical role of human resources in development, but it had been accorded a relatively low priority in official development assistance. Considerable work had been done on assessing manpower requirements, but effective plans of action were still urgently needed at the national and international levels to help developing and developed countries to maximize the formation and utilization of human capital. The time was overdue for the new ideas to improve the use of the human factor in development and make it an integral part of social and economic development planning, including the allocation of the necessary financial resources.
3. The human factor was critical for effective economic management and for successful adjustment with growth and equity. Development had no sense if it did not serve people but expert discussion centred round development expressed exclusively in economic and financial terms, far removed from the problem of how people could change their lives and use their talents to better their personal existence.
4. It was hoped that the two-year evaluation of UNDP's work in human resources development would contribute to the broadening of the Programme's technical assistance perspectives so that human beings could finally become the principal object and subject of development. It was encouraging that the human dimension was to be a focus in the international development strategy for the 1990s.
5. Mr. RASHEED (Economic Commission for Africa), speaking on the Khartoum Declaration, said it had been realized that the human crisis in Africa was the fall-out of the economic crisis and of the attempts to deal with it. The Khartoum International Conference had brought together 200 participants - policy- and decision-makers and experts from African countries together with representatives of the United Nations system and of bilateral and multilateral donor organizations. The discussions and the Declaration manifested a convergence of thinking about the analysis of the situation and the action required to ameliorate it.
6. Over the previous decade, the human condition of most Africans had deteriorated calamitously in every respect. The Conference had recognized that, although that situation had been precipitated by the economic crisis, its origins lay in structural, social and economic weaknesses. Nevertheless, some of the structural adjustment measures adopted by African countries had aggravated the situation, partly because they had too short a time perspective.

. The Conference had welcomed the concern for the human dimension expressed in economic studies, particularly by the World Bank and the International Monetary Fund, but there was often a wide gap between the expression of concern and actual programmes. The human element had been added as an afterthought rather than being an integral part of the programme and covered the direct victims of programmes rather than all the vulnerable groups.

. The Conference had adopted a series of recommendations for action at all levels in three main areas, namely taking account of the human factor in the recovery and the process of structural adjustment; paying special attention to the social sector and the vulnerable groups; and manpower development and utilization for the long term.

. There was a consensus that structural adjustment programmes in Africa should be designed to be compatible with the long-term goals and priorities of African development, and that those goals should themselves emphasize improvement in the human condition as their ultimate objective. The Conference had called on the World Bank and the International Monetary Fund to build adequate safeguards in that respect into structural adjustment programmes from the very outset. The Conference had also called on UNDP and the World Bank to pay full attention to the human dimension in consultative group meetings and round-table discussions and established important requirements in respect of vulnerable groups and investment priorities. Recognizing the potential of human resources for long-term development, the Conference had made a number of recommendations to strengthen the capability of African countries to develop and utilize human resources adequately by expanding the human resource base, avoiding waste through brain drain and improving agricultural productivity.

0. In conclusion, he drew attention to the recommendation in paragraph 39 (2) of the Declaration in which the Conference endorsed the UNDP proposal to establish an Inter-Agency Task Force for the assessment of Africa's human-resources needs and the development of an appropriate United Nations system-wide programme of action in the field of human resources and development.

1. Mr. Brotodiningrat (Indonesia) took the Chair.

2. Mr. ARNOLD (Economic and Social Commission for Asia and the Pacific) said that the modern ESCAP differed markedly from the original ESCAPE: currently, more than half of all mankind was represented in the Commission through 8 affiliated countries and territories. Many of ESCAP's developing member countries had made impressive economic progress but there were also 11 least developed countries in the region, four more than in 1980. The great development needs of those countries and of the small Pacific island countries deserved continued attention from the donor community.

3. Besides serving as the sole region-wide intergovernmental forum, ESCAP provided a range of services relating to research, training, information and technical assistance. Since 1980, it had also operated as an executing agency, receiving extra-budgetary support from both bilateral and multilateral sources, which had amounted to \$US 41 million for the biennium 1986-1987. About half of that amount had come from the United Nations family, UNDP being the major funding agency.

14. ESCAP was executing 34 projects in UNDP's inter-country programme for Asia and the Pacific, with almost \$US 40 million of UNDP financing. Of those projects, 16 were completely new and included the formation by the major cities of the region of a network to tackle common urban problems, the setting up of a regional network of research and training centres on desertification control and a regional network for agricultural machinery.

15. The concept of human resources development might be aptly summed up in the Chinese proverb: "Give a man a fish, and he will eat for a day. Teach him how to fish, and he will eat for the rest of his life". Human resources development was not new since it was the essence of both bilateral and multilateral technical assistance programmes. However, the widening technological gap between North and South, differing development tempos among developing countries and the rapid population growth and low-living standards in most Asian countries made the need for action increasingly urgent. The challenge was to raise the productivity of the region's 2.7 billion people.

16. ESCAP's current priorities had emerged from several years work on related issues. In 1984, the Commission had adopted the Tokyo Programme of Technology for Development, which recognized that the people's absorptive capacities were a key element in technological development. In 1986, the theme study for the Commission's session had been "Human Resources Development - its technological dimensions". One of the findings had been that, while developing countries had often been able to create high-level technical manpower, there was a conspicuous shortage of people in mid-level skill categories. In 1987, the Commission had discussed the theme topic of "Human resources development - its social aspects". In 1988, the Commission had adopted the Jakarta Plan of Action on Human Resources Development for the ESCAP region, copies of which had been distributed.

17. The three main sections of the Plan dealt with employment and manpower development, science and technology and quality of life. The Plan contained 33 broad policy recommendations and 106 specific proposals for action. It constituted a policy framework within which Governments and institutions could formulate and execute specific programmes. The recommendations and proposals fell into six categories, namely, formulation of policies and planning of HRD at the national level; strengthening of HRD institutions and national co-ordination mechanisms; upgrading of education and training; strengthening of research and analysis on HRD; development of HRD information systems; and assisting Governments with monitoring and evaluation of HRD.

18. The chief aims of the Plan were to assist the region to cope with the massive unemployment that was expected to help developing member countries take advantage of advances in science and technology and to speed up overdue improvements in the region's quality of life. The member Governments recognized that they must take the lead at the national level, but it was intended that regional supportive action would draw on the resources of a range of bilateral and multilateral programmes.

19. The Governments were well aware of the help that UNDP and others could render and had made a specific call for the relevant United Nations and other intergovernmental bodies to extend support. It was ESCAP's hope that its drive for the betterment of the majority of mankind would receive the Governing Council's favourable consideration.

20. Mr. OGAWA (Japan) said that his Government was a strong supporter of human resources development as the essence of technical co-operation. HRD should be conducted so as to respond to the changing needs of developing countries. It would encourage UNDP to continue to give priority to new activities related to privatization and high technology (DP/1988/62, paras. 31 and 32). It strongly endorsed the objectives and principles of the Jakarta Plan of Action of which it had been a sponsor. The adoption of the Plan, which provided valuable guidelines on HRD, shared the determination of the countries of the region to pursue a prudent development path, and his Government would extend full support to its implementation.

21. Mr. INKIRIWANG (Indonesia) said it was widely acknowledged that human resources development was an integral part of all economic development. His delegation noted the useful information on UNDP experience in that field contained in the Administrator's report (DP/1988/62) and hoped that UNDP and the executing agencies would draw lessons from it.

22. The representative of ESCAP had described the Jakarta Plan of Action on Human Resources Development which had recently been adopted and had called upon the relevant United Nations organizations to extend effective support to the implementation of the Plan, a call that his delegation fully endorsed. It noted with satisfaction that the United Nations Department of Technical Co-operation for Development had already taken the Plan into account in its programme of work.

23. In conclusion, he would recall the remark of his country's Minister for Foreign Affairs at the forty-fourth session of ESCAP to the effect that population could be a potent asset in the development process if its potential were realized so as to make it more productive and economically viable: in that connection, as had already been stated in the discussion on UNFPA, the link between population and human resources development was most relevant.

24. Mrs. SENECA (Canada) said that her delegation would welcome clarification of the exact thrust of the analysis in the Administrator's report (DP/1988/62). On the one hand, the report stated that virtually all UNDP-supported projects included a human resources development aspect. On the other, it stressed that the analysis referred basically to education and training. Finally, some of the conclusions which had been drawn, particularly those in paragraph 55, appeared to have broadened the concept to cover the viability of public planning institutions and macro-economic management. It was not at all clear to her delegation whether the report was concerned with education and training or with institutional development.

25. UNDP seemed to have adapted with flexibility to changing trends and was currently relying more on short-term experts, making more frequent use of national experts, and stressing trainer training, support programmes such as TOKTEN, and technical co-operation among developing countries.

26. The report recognized that obstacles to institutional viability had not been overcome even although UNDP was placing more emphasis on liaison and management support rather than on planning and programming. In that connection, it might well be asked why no mention had been made of the NatCAPs.

27. The report, although interesting, was too general and her delegation would have preferred it to have examined such crucial aspects as the contributions and performance of the specialized agencies. It barely scratched the surface in its evaluation of the real impact of UNDP programmes on people's welfare and dynamic force and, instead, had referred to difficulties in establishing links between the institutions supported and the sectors of the population targeted. In the view of her delegation, the ultimate objective of institutional development should be the welfare of the population. Despite those reservations, however, her delegation subscribed to the findings set out in the last paragraph of the report.

28. In conclusion, she greatly regretted that the report made no reference to women, whose role in the planning and implementation of UNDP activities had been neglected in the past.

29. Ms. WESTPHALEN (Finland), speaking on behalf of the Nordic countries, said that the findings of the Administrator's report (DP/1988/62) were not new and had pointed to difficulties and obstacles with which the members of the Governing Council were familiar.

30. While the Nordic countries welcomed the progress made in the development of the concept of human resources, they considered that there was still room for improvement in terms of developing a general policy framework for human resources development which could be used as a planning tool by Governments.

31. The document provided a basis for future action in that it had rightly pointed out that the concept of human resources development still needed additional refinement. The Nordic countries supported the Secretariat's view that development should include training at all levels and sectors as well as the utilization of trained human capabilities. The evaluation of UNDP-funded projects showed that such linkage had not been used sufficiently when planning authorities and sectoral ministries were allocating resources for development purposes. That was particularly true of support activities for peasant farmers, small business, health and education systems and the environment.

32. Building up the capacity of institutions on a sustainable basis and the use of trained manpower was a long-term process. For those countries which had achieved a certain level of development of human resources, it was sad when the public and private sectors were unable to utilize the available resources fully, making unemployment a primary domestic concern. The Nordic delegations were also aware of the difficulties involved in planning technical and capital assistance inputs for large-scale programmes in such a way that they supplemented each other. Timing and management were often poor.

33. UNDP was trying to deal with those problems through devices such as the NatCAPs, TOKTEN and SAPAM and the proposed management facility. All those measures complemented the regular country programming procedures and, to some extent, the round-table process.

34. The Nordic countries considered UNDP's proposed closer association with the NGOs to be correct in that it would provide an important vehicle to reach neglected elements of society, including the utilization of the full potential of women.

35. The rapidly changing economic environment had placed a heavy burden on the as yet undeveloped human resources of the developing countries. Managerial bottlenecks caused particular concern when the funds available had to be carefully programmed and used to the maximum extent possible.

36. Against that background, the Nordic countries had reached the following conclusions, namely: that all agreed that the development of human resources was a key factor for sustainable development; that many devices were addressing the current problematic situation; that there was room for further refinement; that UNDP should concentrate and co-ordinate its own machinery so that it would become a part of its regular programming procedure; and that the Secretariat should present proposals to that effect prior to the preparation of the fifth programming cycle.

37. Mr. PARK (Republic of Korea) said that, through human resources development, the individual productivity of manpower could be enhanced by way of technical training and vocational education. It was of prime importance for the developing countries to set up comprehensive training programmes and to emphasize development education in their general education process. In the formulation of national policy, special attention should be devoted to the potential of rural manpower with a view to avoiding over-centralization and unbalanced development of the national economy.

38. Further co-ordination was needed in the fields of the exchange and dissemination of relevant information, the sharing of training facilities, the establishment of regional machinery and co-ordinated systems for the exchange of experts. UNDP, in co-operation with other international bodies, was expected to play a constructive role in that regard.

39. His delegation called for a positive response from the international community to the suggestions for action in the Administrators's report (DP/1988/62), particularly the proposals pertaining to the global level. The existing UNDP technical training programme should be expanded considerably to meet the requirements of the developing countries. His delegation also welcomed the suggestion that UNDP assistance programmes should be devoted to the upgrading or establishment of training facilities for industrialization in the developing countries.

40. His delegation strongly supported the Jakarta Plan of Action on Human Resources Development in the ESCAP region, which had reaffirmed the importance of such development as a vital aspect of integrated national development efforts and had recognized the need for informed and concerted national and regional action in that area.

41. The specific needs and priority fields for training varied from country to country, depending on the level of development of each. Such emerging advanced technologies as genetic engineering and biotechnology and micro-electronics should be given greater attention in training programmes. The co-operation of developed countries and UNDP activities in those fields required strengthening.

42. His country, though endowed with limited natural resources, had been fortunate enough to be blessed with an abundance of highly educated manpower. The Government had placed high priority on cultivating those human



resources and such efforts had been one of the most important factors in enabling the Republic of Korea to become one of the fastest growing countries in terms of economic and social development. Since the mid-1960's, his Government had been conducting technical training programmes for trainees from other developing countries. To date, more than 7,000 trainees from 80 developing countries had been invited to Korea for technical training in such fields as agriculture, fisheries, health, education and trade promotion.

43. Mr. EL ZUBAIR (Sudan), having welcomed the comments of the representative of the Economic Commission for Africa, said that in their efforts to develop balanced infrastructures, the developing countries had hitherto neglected the importance of the human factor and its potential impact on their productive capacity. His delegation therefore strongly supported the suggestions for future UNDP activities contained in the Administrator's report (DP/1988/62) in so far as they would contribute to the intensified development of human resources, thus meeting the needs of individuals and increasing productive capacity.

44. He thoroughly agreed with the statement made by the representative of Finland on behalf of the Nordic countries. The concept of human resources development must be broadened with a view to covering the potential capacity of individuals, which was essential for development.

45. Mr. ALOM (Bangladesh) said that his Government had always placed great emphasis on the use of local talent and expertise and on the desirability of introducing a more rational system for the selection of expatriate consultants through open competition and the active participation of the host Government. It welcomed the recent initiatives by UNDP to utilize local experts on a greater scale. The Administrator's report (DP/1988/62) showed, however, that much remained to be done. The current system of highly differentiated remuneration between expatriate consultants and locally recruited staff discouraged an adequate response from local experts. Remuneration should be comparable and compensation the same in the case of consultants selected on the basis of international bids, irrespective of nationality. If technical assistance programmes could promote an effective demand for local expertise, the brain drain would be reversed.

46. The current procedure for the selection of foreign consultants lacked sufficient transparency and objectivity. The host country had very little say in the selection of an expatriate consultant. The current selection procedures should thus be carefully reviewed, in consultation with the executing agencies and host Governments.

47. His delegation was somewhat disappointed to learn that little headway had been made on the proposals for standard modalities for technical co-operation and looked forward to the report which was to be prepared by the full-time consultant hired for the purpose.

48. His delegation endorsed the agency accountability measures for ensuring quality in the implementation of technical assistance programmes and expressed the hope that UNDP would continue to attach a high priority to that aspect of its work.

49. Mr. POUSINE (Union of Soviet Socialist Republic) said that his delegation had noted with satisfaction that the work done in training experts in developing countries in the fields of health, agriculture and industry had had a favourable impact on the development of technical assistance programmes. The critical assessment of that work must look at the planning aspects and the potential advantages which might result from the creation of co-ordination centres. Training and the labour market must be linked.

50. His delegation supported the findings contained in the Administrator's report (DP/1988/62), particularly on the issue of national system training. As that process developed, UNDP would be in a position to devote greater attention to the practical aspects of development, such as the training of experts.

51. His delegation viewed UNDP activities positively. There was, however, a need for a greater use of the socialist countries in the training of personnel from the developing countries and in the provision of experts.

52. Mr. Salazar-Sancisi (Ecuador) took the Chair.

53. Ms. CLARKE (Ghana) said that the development process in many developing countries had been hampered by the lack of a pool of dynamic managers, administrators and technicians to plan and manage development programmes. UNDP must not only assist national Governments to meet their short-term manpower needs but, more importantly, must contribute to the long-term objective of developing the capacity of developing countries to manage their economies on a sustainable basis.

54. The Administrator's report had identified some of the factors inhibiting the manpower development of many developing countries such as the lack of data for planning, the emphasis on degree equivalencies and standardized testing, inappropriate curricula and inadequate incentive structures. In the past, UNDP had helped to rectify some of those shortcomings, but more needed to be done in the face of the persistence of the problem, particularly with regard to the impact of retrenchment associated with structural adjustment programmes.

55. Training remained a priority item for many developing countries, particularly in sub-Saharan Africa. The emphasis should however be on training in local, subregional and regional institutions. That would require the strengthening of existing institutions and the establishment of new ones in areas where special needs had been identified. The curricula of many institutions would require revision to suit them to the changing needs of the countries or subregion concerned. Technical skills must be matched by managerial skills. The sharing of experience and knowledge could broaden the outlook of trainees and it would therefore be useful periodically to send personnel abroad to attend carefully selected courses or seminars, particularly in areas of critical need where local facilities were inadequate or non-existent.

56. Experience had shown that inadequate incentive structures had made it extremely difficult to retain highly skilled personnel, who were either lost to the private sector or emigrated abroad, thus undermining the Government's capacity to plan and manage the economy.

57. UNDP must devote greater resources to finding a solution to such problems and, in that connection, the proposed management facility would be an important element.

58. Mr. DE BEER (Netherlands) said he welcomed the realistic analysis of UNDP experience in human resources development since 1970 contained in the Administrator's report (DP/1988/62). His delegation would have liked to have seen a greater stress laid on relating past experience to the future as that could be of assistance in the formulation of policies.

59. Special attention should be devoted to sub-Saharan Africa and, in that connection, he attached importance to the projected report on education in the region.

60. Manpower training in institutions clearly required strengthening, and he welcomed UNDP's comments in that regard. Topics which must be addressed by UNDP included: the attitude of donor countries, networks, regional management institutes and finance for the collection of manpower-related data. Support should in particular be given to training institutions which had real practical relevance. UNDP should limit the number of human resource development projects, but lengthen the period covered by those projects to 10-12 years. That recommendation was based on his own country's experience.

61. His delegation had been impressed by the statement made by the representative of the Economic and Social Commission for Asia and the Pacific and, in particular, by his references to the Jakarta plan of action. He would like to receive more information regarding the experience and plans of ESCAP at the national level and which countries had asked ESCAP for assistance and within what time-frame.

62. Mrs. DUDIK-GAYOSO (United States of America) said that her delegation was somewhat disappointed that the Administrator's report (DP/1988/62) did not present a critical analysis of UNDP experience in human resources development over the previous 18 years. It was more theoretical than analytical, and did not relate to its future plans what UNDP had shown it was able to accomplish.

63. The document was, however, a very candid one which reviewed the many contributions of UNDP to human resources development and the many lessons to be drawn from UNDP experience. Her delegation agreed with the general thrust of the paper that there were no easy or certain solutions to the task of human resources development, which was central to all aspects of development as it was both a means of implementing development and one of the major purposes of development.

64. Her delegation commended the emphasis given to balancing investment in human resources development with attention to the labour market conditions, professional incentives and institutional policies that, all too often, utilized the available human resources poorly, reduced professional and personal mobility and undercut morale, creativity and productivity. Her delegation had taken particular note of paragraphs 8, 9, 10 and 17 of the Administrator's report.

55. In the view of her delegation, the document confirmed that UNDP should build on its recent experience with National Technical Co-operation Assessment Programmes (NaTCAPs) and should help Governments to institutionalize their capacity to collect and analyse the data needed to implement their human resources development strategies. That would enable the Governments to bring a greater degree of coherence to the planning and management of national human resources, expatriate experts and technical assistance flows. Helping in that area would constitute a strategic use of UNDP's limited resources.

56. Her delegation also commended the emphasis given to helping institutional managers to be more responsive to their clients and markets, particularly for the private sector and for programmes, services and institutions undergoing privatization. In that connection, her delegation considered that the proposed new management facility could be useful.

57. Mr. KUMARAKULASINGHE (International Labour Organisation) said that the topic of human resources development lay at the heart of ILO's mandate and his Organization had played a leading role in recent inter-agency and intergovernmental discussions on the issue. The commitment to human resources development of all concerned was clear and various strategies had been elaborated. What was currently required was a translation of those plans into practical programmes financed by UNDP on a scale commensurate with the priority attached to it. For its part, the ILO was fully prepared to collaborate with UNDP on the issue.

58. Mr. HIRONO (Director for Programme Policy and Evaluation), replying to the comments, said that he concurred with most of the statements made, particularly on the need for greater efforts in human resources development in the developing countries. He agreed with the comment by the representatives of Canada and Finland that women should be fully integrated into human resources development.

59. As for the need for additional refinement of the concept of HRD, UNDP was concerned with both education and training and with utilization, because employment was a good opportunity for on-the-job training for those in a society who were already educated. He had had the pleasure of working for the Thai Government on that particular issue. The Administrator was concerned about the many developing countries where trained human resources were under-utilized for lack of employment opportunities, implying disaster for the well-being of individuals and their families.

70. In reply to the representative of Canada, he said that the Administrator felt that it was not enough for UNDP to consider education and training alone as constituting HRD; institution-building was equally important.

71. All speakers had touched on the importance of strengthening national manpower development and training institutions in developing countries, and he agreed with them as to the importance of skill development, middle-level management and the highly technological requirements of those countries. He also agreed that both the short- and long-term needs of the country concerned should be addressed. As the representative of Ghana had mentioned, retraining for those displaced by the structural adjustment process was equally important.

72. He agreed wholeheartedly with the representative of the Netherlands, who had stressed training in national institutions in Sub-Saharan Africa.

73. The need for vocational training for both the private and the public sector was undoubtedly important, and it was up to the Governments to utilize the available resources for that purpose.

74. He also agreed on the broader issue raised by the representative of the United States that the analytical aspects of particular issues might need further work; in that regard, a project was being launched by the policy divisions and the Central Evaluation Office (CEO), and he hoped to be able to report on it at the Council's next session.

75. In reply to the representatives of Bangladesh and the Union of Soviet Socialist Republics, he agreed that the need for local consultants and experts was very important and was also related to HRD. He appreciated the USSR proposal for the use of more socialist experts in training and as local consultants and experts in various developing countries.

76. Mr. ARNOLD (Economic and Social Commission for Asia and the Pacific), having thanked the representatives of Japan, Indonesia, the Republic of Korea and the Netherlands for confirming their support for the Jakarta Plan of Action, assured the representative of Canada that the integration of women's concerns into HRD had been taken into account: UNIFEM had funded a separate study on the subject during the preparatory phase of the Jakarta Plan of Action, and reference was made in the Plan to women as a special target group.

77. In reply to questions by the representative of the Netherlands on the time-frame and follow-up, he said that the Plan of Action took the year 2000 as a convenient time-horizon and distinguished three phases. As a first follow-up, an expert group meeting would be convened in January 1989 with the special objective of identifying regional activities in support of what the countries themselves were planning to do. That would shortly be followed by an intergovernmental meeting at which the Governments would be requested to confirm their commitment and support for those regional activities. The next step would be to present to potential donors, including UNDP, the regional project ideas that, it was hoped, would emerge.

78. UNDP had already provided assistance for that purpose, and he thanked the Government of Japan for its support and the Government of France which had made a senior expert available on a non-reimbursable loan basis to strengthen the activities of the ESCAP secretariat. The Plan was a blueprint for the actions of all the parties concerned, including the specialized agencies, which would be invited to participate in the January meeting to identify concrete and specific regional activities for action.

79. The PRESIDENT said that, consideration of the agenda item having been completed, he would take it that the Council wished to have the Drafting Group prepare draft decisions on the item.

80. It was so decided.

PROGRAMME IMPLEMENTATION (agenda item 4) (continued)

a) IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL AT PREVIOUS SESSIONS

(i) REVIEW OF PROGRAMME AND PROJECT ACTIVITIES:

- a. PROGRAMME AND PROJECT QUALITY;
- b. GOVERNMENT EXECUTION;
- c. PROPOSALS FOR STANDARD MODALITIES OF TECHNICAL CO-OPERATION;
- d. PROJECT DEVELOPMENT FACILITY;
- e. PROJECT PERSONNEL.

DP/1988/19 and Add.1-4; decision 87/25 of 19 June 1987)

1. Mr. ROHNER (Switzerland) said that the mid-term review of country programmes was of great importance, given that significant additional resources were to be incorporated into the programmes during the coming months. The UNDP recipient countries, the resident representatives and their teams, the Regional Bureaux in New York, the Administrator and the Governing Council had all invested much time and effort in the elaboration and examination of the 150 programmes prepared for the fourth programming cycle. They all had an interest in making sure that those programmes really served as instruments of programming, management, evaluation and co-ordination throughout the cycle. He therefore recommended that all programmes, including those that did not reach the IPF of \$US 10 million, should be the object of at least an interim or mid-term review. The appropriate Regional Bureau should be specifically mentioned as a partner in the exercise; the mid-term review of a programme was an opportunity for follow-up not to be missed by the Area Officer in charge of the programme.

2. He welcomed the fact that the material to be covered in the review would not be confined to the administrative and financial aspects of administering the programme but that equal attention would be given to qualitative aspects. The format proposed for the exercise seemed acceptable; it would be interesting to see how it would be applied in practice.

3. He hoped that the review would furnish important qualitative and quantitative data on the implementation and evolution of the various programmes and permit a better assessment to be made of the strengths and weaknesses of the current programming system, so that the necessary lessons could be learnt for the preparation of the fifth programming cycle. In addition to the summary report, a good choice of individual reviews should be presented to the Governing Council so that it could gain a more accurate idea of the usefulness and relevance of the exercise. He accordingly proposed that the Administrator should report to the Council progressively as the reviews were carried out. They would in fact be spread over an 18 month period, and the Council should thus take the matter up on several occasions.

84. His delegation had also suggested in its general statement that UNDP should carry out several evaluations independently of the Central Evaluation Office. He invited the Administrator to prepare for the Council's forthcoming session a working plan giving an overview of the different reviews being contemplated.

85. Mrs. BARRIOS BARON (Argentina) said that the Administrator's analysis of the activities of the Project Development Facility (PDF) (DP/1988/19, paras. 14-34), while providing a generous synthesis, did not give a sufficient account of the results of missions organized over a period of two years: she wondered how many had been really translated into the elaboration and approval of projects, or, in the event that they had not resulted in projects, what the reasons were. Paragraph 27 of the Administrator's report (DP/1988/19) stated that, since 70 per cent of missions were for the purpose of formulating projects, 70 per cent of the costs would be reimbursed. It was by no means clear, however, that all those missions had actually resulted in projects.

86. She would also like some clarification of the grounds for the conclusion in paragraph 29 with regard to the satisfactory operation of the PDF. In paragraph 31 it was stated that no new funds were required for the PDF; nevertheless, in the documents relating to the redistribution of resources for the fourth cycle, the Administrator had proposed the allocation of an additional \$US 4 million to Special Programme Resources, earmarked for the PDF. Furthermore, he had announced that, in the future, the costs of the missions would no longer be reimbursed. It seemed, therefore, that the recipient countries would be discouraged from making use of the Facility. She would like the Administrator to inform the Council whether the recipient countries had a genuine interest in a service of that kind.

87. Mr. DE BEER (Netherlands) said that the PDF was an important mechanism for the identification and formulation of projects and needed flexible application. However, the use of the PDF was not in itself a guarantee of better quality; at any rate his delegation was unable to reach that conclusion on the basis of the information provided in the Administrator's report (DP/1988/19). However, given the scope of the Facility in its contribution to the work of UNDP and the recipient countries, he had no difficulty in not insisting on reimbursement of funds paid out of the PDF.

88. Regarding project personnel, the basis for the Administrator's report (DP/1988/19/Add.1) was, as mentioned in its paragraph 3, Governing Council decision 87/5 requesting the Administrator to refine the data and to remove inconsistencies. However, in paragraph 5 of that document, the Administrator had arrived at the conclusion that it would serve no useful purpose to do so. He had been unable to understand the Administrator's line of reasoning on that matter and asked for further explanation.

89. His Government believed that national professional project personnel (NPPPs) should be used to the greatest possible extent, because that was one of UNDP's development objectives; in that respect, he had earlier mentioned that quality was an important consideration and that compensation should differ as little as possible from Government salaries, so as to enhance sustainability. He was aware of the problems of legal status, flexibility, and privileges described in the document; here again the Administrator should take carefully into consideration the long-term interest of the personnel and the country concerned, as well as his own quality requirements.

90. He was not happy with the new expression "informal evaluation" used in the document. It presumably referred to questions put to resident representatives here and there, which was hardly an adequate basis for drawing conclusions. Policy could not be formed or guidance given to the Administrator on the basis of so-called "informal evaluation".

91. He firmly supported the proposal in paragraph 46 of the report on reciprocity of panels.

92. Given the insecure grounds on which a number of the observations in the report had been made, he thought that there was justification for making an in-depth evaluation of the role of project personnel.

93. Mr. POUSINE (Union of Soviet Socialist Republics) said he welcomed the issue of the new Programme and Projects Manual (PPM), which would have a positive effect on the formulation of technical assistance projects, and looked forward to the issue of the two companion manuals mentioned in paragraph 11 of the Administrator's report (DP/1988/19).

94. With regard to the review of the functioning of the mechanism for project formulation, he noted that it had been widely used by many countries in all regions and that its activities would continue on an experimental basis until the end of the cycle. That machinery, however, had a one-sided nature: of the 153 missions approved since the introduction of PDF up until 30 December 1987, 119 missions had been formulated by the UNDP Regional Bureaux and a further 10 missions by the Office for Projects Execution (OPE); only 24 had been formulated by the executing agencies. His delegation considered that the executing agency had all the required technical knowledge to take an effective part in the machinery of project formulation.

95. Paragraph 19 of the report (DP/1988/19) stated that PDF-financed missions consisted of specialized consultants and/or UNDP's technical staff. However, nothing was said about the way in which the consultants were selected; he would like some further details, such as how many consultants came from each country and whether there was a roster of candidates for the purpose. He was not aware of any case in which a Soviet expert had taken part in such a mission, although a large number of Soviet specialists had worked for the specialized agencies and had the necessary experience in UNDP development and evaluation projects.

96. He noted with satisfaction the trend towards increased use of nationally based services and supported the recommendations to improve work in that field (DP/1988/19/Add.1, paras. 42 and 50). Those recommendations should be implemented as soon as possible, to remove the existing shortcomings in that type of activity.

97. Mr. PAYTON (New Zealand), having expressed satisfaction that the work on the Country Programme Management Plan (CPMP) mechanism was to be further improved (DP/1988/19, para. 7), said that it was often difficult for delegations interested in the progress of a particular country programme to obtain an overall picture of what was going on. CPMP was a particularly helpful way of getting to the heart of the issue, without having to waste the time of the staff of the Regional Bureaux. He asked the Administrator to ensure that the Regional Bureaux were aware that that source of information should be readily available to delegations.



98. He agreed that there was a discrepancy between the suggestion that no extra funds would be needed for PDF and the subsequent request in document DP/1988/26 that additional money be sought. Like the representative of the Netherlands, he had no problem on not insisting on reimbursement if that would help to formulate projects at a rate that encouraged enhanced delivery. An additional \$US 600 million had to be disbursed during the remainder of the cycle, and flexibility was needed to make sure that administrations of the recipient countries had all possible support.

99. None of the missions mentioned in DP/1988/19 had gone to the South Pacific region. Presumably that was because no projects had needed boosting there, but if that was not so, he would like further information. He also endorsed the comment by the representative of Argentina that it would be helpful to know the results of the missions.

100. With regard to the standard modalities of technical co-operation, he wondered why the Administrator thought that the Secretariat was not getting the necessary feedback from donors; if New Zealand had been an offender in that regard, the matter would be remedied.

101. The proposal by the representative of Switzerland that the Council should not limit the mid-term review to countries with IPFs of over \$US 10 million was an attractive one. In the part of the world of most interest to his delegation, none of the 13 or 14 recipient countries had IPFs approaching \$US 10 million, even with the disbursement of the surplus resources; yet it would be a pity if a whole subregion were ignored in respect of the mid-term reviews as a result of using inflexible criteria.

102. Concerning the recommendation regarding standardized reports (DP/1988/19, para. 4), he thought that such reports might be helpful but hoped that the peculiarities of the various programmes would be retained: in a previous debate, his delegation had expressed doubts concerning the desirability of trying to process everything so as to remove peaks and troughs, and he had had support in that regard from the Bureau for Programme Policy and Evaluation. He laid great stress in the reviews on the role of Regional Bureaux as the depositaries at Headquarters of distilled wisdom on the particular regions. He also asked for clarification on the de facto changes in objectives or activities mentioned in paragraph 4 of the report (DP/1988/19).

103. The phrase that the country programme was a planning instrument (DP/1988/19/Add.3, para. 2) was a bold one; the mid-term review would be an excellent opportunity to judge its validity. He recalled a case study in the Jansson Report (A/42/326/Add.1) which suggested that the country programme was not so central a factor, and he wondered whether the claims made for it were well-founded.

104. Finally, he wondered how the Governing Council would handle the significant opportunity given it by the mid-term reviews, not to reapprove programmes, but to see whether the intentions addressed in each document had been fulfilled or whether it had set its sights too high.

105. Mr. LI Yang (People's Republic of China) said he welcomed the demonstration through case studies that national professional project personnel (NPPP) could match the performance of international professional project personnel (IPPP). NPPP and IPPP had co-ordinated very well. Each had its merits: NPPP were familiar with local conditions, whereas IPPP could bring new perspectives to bear. The proportion of NPPP in project personnel was increasing: on the supply side, the developing countries had a pool of competent personnel which UNDP should tap; on the demand side, the developing countries had similar expertise and experts originating in them could better understand the developing countries' problems. The measures which UNDP had adopted to increase the participation of developing countries in UNV should also be applied to IPPP.

106. Noting that, of the three contractual modalities for project personnel, namely, special service agreements, national contracts and reimbursable-loan agreements with host countries, UNDP preferred the third, he said he would like to know in what resided its superiority over the first two.

107. Mr. FREE (Canada) said that the mid-term review of country programmes was an important undertaking requiring careful planning and attention to the work-load implications. The comments by the representative of Switzerland had provided much food for thought in that regard. He was generally able to support UNDP's approach with regard to both the substantive issues to be addressed and the process to be followed, and particularly appreciated UNDP's efforts to address some of the questions raised during the discussion on the issue by the Working Group.

108. He agreed with other delegations that UNDP should conduct mid-term reviews for a sample of country programmes of less than \$US 10 million, and not only for those that raised special policy issues. UNDP should conduct reviews on the regional, interregional and global programmes also and advise the Council accordingly of the results.

109. He wondered on what basis it had been decided that the programme review should be followed by an independent in-depth evaluation and whether the results would be made available to the members of the Council. He welcomed the efforts to assess the usefulness of the country programme as a frame of reference for broader technical co-operation needs, thereby providing a useful field-level analysis that could be used as part of future deliberations on United Nations operational activities for development; however, he was not convinced that a specific reference to the consistency of the country programme with World Bank-sponsored structural adjustment programmes was warranted in the proposed standardized format.

110. His Government had supported the creation of a limited Project Development Facility (PDF) on an experimental basis with the objectives outlined in paragraph 19 of the Administrator's report (DP/1988/19). It looked forward to a more detailed assessment of the Facility's impact in terms of the improved quality and effectiveness of UNDP's projects, and would be interested in knowing how that was to be evaluated. His delegation would like to be informed why the PDF reimbursement rate was so low and, in that context, asked what proportion of missions had led to approved projects.

111. His delegation saw some merit in the Administrator's proposals for a replenishment of PDF in the context of a decision to allocate additional resources during the balance of the fourth programming cycle. It would appreciate some clarification on how to handle the situation of having essentially two PDFs, one available on a reimbursable basis and another on a non-reimbursable basis, and on the process to be employed for deciding upon their use.

112. As for the Administrator's intention of examining ways and means of rationalizing the terms and conditions of technical co-operation, his Government would like to know what the estimated budget for the two phases of that study was and, in particular, what was the cost of the consultant: whether that study had been discussed within the Development Assistance Committee; and whether the international financial institutions, particularly the World Bank, would be covered.

113. His Government welcomed the increased participation of experts from the developing countries. Each project should be reviewed carefully at the design stage and staffed in accordance with its particular circumstances and needs. His Government shared some of the concerns expressed by the representative of the Netherlands with regard to the methodological problems of the report (DP/1988/19/Add.1). It questioned the usefulness of that exercise in terms of assessing the effectiveness of different types of experts and was not convinced that the development of an extensive new data base focused solely on NPPP was required.

114. His delegation would like to know according to what criteria the data system would be considered "practical and useful". It was raising those questions because of the work-load implications of the system, which were referred to in paragraphs 49 and 50 of the report.

115. Mr. TANWO (Cameroon) said that paragraph 13 of the addendum on agency accountability to the Administrator's report (DP/1988/19/Add.4) raised some legal problems with regard to penalties for unacceptable work. His delegation wondered whether the Administrator had informed himself concerning the discussions on legal procedures for establishing contracts with firms, which had been in progress for eight years and which would soon be completed. Yet, as was mentioned in paragraph 47 of document DP/1988/19/Add.1, UNDP projects had increasingly been subcontracted to firms with a different legal status, and it was to be hoped that that would not lead to any problems in connection with the work in question.

116. With regard to cost of studies referred to in paragraphs 32-34 of the report (DP/1988/19), his delegation wondered why questionnaires had been sent only to the donor countries and whether negotiations between the donor and recipient country would be based on those questionnaires. If so, the results of such negotiations might well be unbalanced.

117. His delegation welcomed the conclusion reached in paragraph 39 of DP/1988/19/Add.1 that informal evaluations had revealed a good similarity between the performance of NPPP and IPPP. There was, however, a problem with regard to the use of national expertise; in particular, the participation of women was very low.

118. His Government was concerned at the repeated references to the relations between UNDP and the World Bank. Whereas co-operation between the two might be envisaged in specific cases, UNDP and the World Bank were two distinct institutions with different modalities, and co-operation between the two should not be generalized or taken for granted.

119. Mrs. DUDIK-GAYOSO (United States of America) said that her delegation strongly supported the Administrator's plan to communicate to programme managers at all levels the general lessons learned from the mid-term reviews as indicated in document DP/1988/19. It would request the Administrator to report his findings on the extent to which the revised monitoring procedures had produced the administrative assessments of projects needed by UNDP for management purposes. It would also urge him to complete, by the end of 1988, the comprehensive review of the Country Programme Management Plan and the establishment of a computerized system for programme monitoring and would like to have information on the conclusion of that review and how it related to the revised format promised in the document.

120. Her delegation expressed its satisfaction that the new Programme and Projects Manual had come into use and hoped that the new Project Formulation Programme would enable UNDP to weed out, or radically revise, poorly conceived projects at an early stage before large amounts of resources were committed.

121. Her delegation encouraged the Administrator to make optimum use of expertise available within the United Nations system in fielding missions funded from the Project Development Facility (PDF). Her Government would like to know what the plans were for managing the expanded PDF and agreed with the arguments against reimbursing the PDF from the IPF. The Administrator should improve his monitoring of PDF missions to the point where he could distinguish between delays in mission start-up and delays in payments to consultants.

122. The Administrator should submit an assessment of PDF impact on project quality to the next session of the Governing Council, starting with an assessment of United Nations system procedures. Her Government had undertaken to have the Development Assistance Committee (DAC) look at those issues in an endeavour to obtain project appraisal conditions and requirements which would reduce and standardize documentation and lessen the burden upon Governments.

123. Many bilateral donors, including the United States, provided integrated technical and capital assistance. In the circumstances, her delegation wondered whether there was any point in UNDP looking at standardized procedures for bilateral donors. It should capitalize upon the work already done by DAC and not undertake a complicated study that would not lead to very much. In that context, it should try to be represented at the DAC meeting of November 1989 on technical assistance so that it could follow developments in DAC and co-operate with that body.

124. Her Government welcomed the substantial efforts made to strengthen project management through the improvement of the project formulation process, closer scrutiny of the expertise offered by agencies for project execution and more systematic follow-up on issues and recommendations arising from tripartite reviews and project evaluations. Her delegation expressed its satisfaction with the establishment of project appraisal committees, both at Headquarters and in the field, and of the Action Committee. That might be a useful topic for the Working Group to put on its agenda for the forthcoming

year. Her delegation would be interested to know what percentage of projects had been returned to the Regional Bureaux or field offices for redesign and what follow-up actions had been taken to ensure that the revised projects met design standards.

125. With regard to accountability, the term "penalty" was an unfortunate choice. The real goal was improved and responsive performance by agencies executing UNDP projects. The Administrator should continue to hold agency review meetings and use them to explore future approaches for UNDP/agency co-operation, including those outlined in chapter III of the addendum to the Administrator's report (DP/1988/19/Add.4).

126. It was distressing that many agencies had never signed the Standard Basic Agreement with UNDP. In a sense, the agencies in question had never agreed to meet performance criteria. If some of them were represented in the Council, an explanation might be in order. As things stood, UNDP was in an awkward position for managing its resources.

127. It was clear from the Administrator's report and its addenda that UNDP had not realized its potential. UNDP should follow the suggestions in DP/1988/19/Add.4 to ensure better accountability on the part of its executing agencies. Her delegation commended the Administrator on his analysis of the options for ensuring agency accountability and noted that those options and the issues they reflected went to the heart of relations between UNDP and the agencies. It also welcomed the Administrator's decision to report to the Council in June 1989 on the results of the further consideration given to those options.

128. Her delegation encouraged the Administrator, in his discussions with the agencies, to address not only the agencies' role with respect to project design and implementation, but also their potential contribution to the analysis of development problems, the assessment of technical assistance needs and the formulation of country programme strategies. UNDP/agency collaboration was a two-way relationship, which could and should benefit both partners. In his discussions with the agencies, the Administrator should describe the rationale for possible changes in project implementation modalities in order to achieve a more efficient division of labour between UNDP and the agencies.

129. Agency execution had accounted for about 89 per cent of UNDP-funded projects up to September 1986. Although Government execution was expanding, agency implementation in the near future would continue to constitute a large part of UNDP's programme, and that kind of attention was therefore still very important.

130. The major specialized agencies, however, related to UNDP not only as executing agents but also as UNDP's main source of technical and sectoral advice, with respect to both country programming and project identification, design and evaluation. While UNDP could contract with the agencies to perform those tasks on a piecemeal basis, as it would with a private consultant firm, it could also negotiate broader contractual agreements covering a full range of tasks over a specific period of time. That latter option opened up possibilities for a more effective partnership between UNDP and the major sectoral agencies, which could include a more efficient division of labour

between UNDP and the agencies, with the former focusing on programme co-ordination and project management and the latter on sectoral/subsectoral and technical expertise.

131. Her delegation welcomed the fact that the Programme Review Committee was to review the results of the mid-term review. The basic purpose of the mid-term review was to assess the usefulness of the country programme as a programme strategy document and to determine whether the programme strategies agreed upon were still appropriate in the light of current conditions and of the experience accumulated during the initial period of implementation. It thus had a focus different from that of the annual programme review.

132. Mid-term reviews should provide both the Council and the Secretariat with evidence that country programmes were actually being used as programming tools. If that was not so, they should identify the steps being taken by UNDP to overcome the obstacles involved. Furthermore, at a time when the usefulness of the UNDP country programming system was being questioned and reforms were being considered within UNDP itself, it was essential that adequate information on the operation of the country programming system be available from a broad sample of countries, so that reform decisions were not based solely on the experience of a few.

133. Her delegation welcomed the format prepared in document DP/1988/19/Add.3 for the country mid-term review and hoped that that information could be made available for all programmes to member delegations. The availability of information from a large number of countries would help to identify factors which furthered or impeded the effective use of the country programme process.

134. The critical test of the usefulness of the country programme as a programming tool was whether it actually became a framework for the identification of projects not included in the initial country programme document. Ideally, the country programme should have identified those priority development problems which would be addressed by UNDP technical assistance, and assistance from other parts of the United Nations system, during the programme cycle. It should also have included an analysis of alternative strategies for addressing those problems, leading to the selection of the preferred strategies. If that conceptual approach had been followed, then the country programme should provide a logical framework for the identification of priorities among the projects available for funding. The mid-term programme review should thus begin by examining the process by which projects had been identified by the period under review.

135. In practice, however, many country programmes had identified only the sectors and areas in which resources were to be concentrated and had formulated objectives without proposing specific programme strategies to achieve them. In such instances, the process of subsectoral identification and analysis must continue even after the country programme document had been submitted, and the mid-term review should determine the extent to which such a process had taken place and what role it had played in the identification of projects.

136. In the process of approving country programmes, there was a scattering of small projects, which placed a management burden on UNDP and on the Governments. The mid-term review should assess the extent to which approved analysis of development problems and a more systematic approach to project identification could result in fewer and better-formulated projects.

137. Her Government reiterated its request that the Council be provided with in-depth information on a sample of country programmes. Some of the country programmes approved were so broad that they could hardly fail to be on track, even after major changes. The mid-term review structure proposed would not provide much clarification about how such programmes were proceeding. Furthermore, her delegation believed that the sample of countries selected should include some programmes that were under the \$US 10 million ceiling.

138. Her Government would like to see in-depth information on Somalia's country programme, which had experienced severe problems with recruiting costs, local costs and counterparts. Similarly, it would like to have in-depth information on Guatemala's country programme, which was so broad that it could have incorporated quite a number of changes without being submitted to the Council for review. Further information was also requested on the country programmes of Bolivia, Guyana, Philippines, Benin, Lesotho, Nepal, Ghana, India and China.

139. Her Government also endorsed the call for an examination of the interregional and global programmes as part of the mid-term review.

140. Her delegation assumed that the country mid-term reviews would be staggered and that there would be several reports to the Council. It would be very helpful if the Secretariat could provide a tentative schedule. It would be useful if the field posts could be informed when UNDP planned to undertake a mid-term review of a country programme, as the information from the field posts was of prime importance for taking decisions on country programmes.

141. With regard to project personnel, her Government stressed the importance of ensuring the quality of experts, regardless of the type. An applicant's ability to transfer knowledge and skills was as important as his technical qualifications. Her Government supported the recommendation that resident representatives should work out a framework with recipient Governments, stipulating salary ranges, recruitment criteria, standards and procedures for hiring NPPPs.

142. UNDP should be encouraged in its efforts to improve its monitoring and reporting on all categories of project personnel. Her delegation noted UNDP's discussions with the specialized agencies in the Consultative Committee on Substantive Questions (Operational Activities) aimed at developing a data collection mechanism that would be used throughout the United Nations system. That being so, her delegation supported UNDP's proposal not to update or refine the data submitted directly to the Council.

143. Ms. DOCHERTY (United Kingdom), speaking with reference to the Project Development Facility (DP/1988/19, chapter II), said that her Government had taken note of the Administrator's proposal that the requirement to reimburse

the PDF be discontinued for two years. In view of the low and slow rate of return, her delegation wondered whether that requirement could not be definitively removed. Her Government would also like to know whether significant savings would be made by employing the Administrator's resources to control the use of the Facility.

144. Her Government welcomed the Administrator's measures to improve control of agency activities as outlined in chapter I of document DP/1988/19/Add.4 and looked forward to the Administrator's report in June 1989. Her delegation felt, however, that UNDP should have the capability to penalize financially on a project basis any agency whose performance was substandard. That could be done by withholding final payment until a project was satisfactorily concluded.

145. If the project personnel supplied by the agency did not perform satisfactorily, UNDP could be empowered to require their replacement at no extra cost. As an ultimate sanction, UNDP could withhold further engagement of an agency, for categories of work where its performance had been substandard, until defects had been rectified.

146. Lastly, her delegation had reservations concerning the setting up of the fund referred to in paragraph 21 of the document and requested clarification.

147. Mr. KUMARAKULASINGHE (International Labour Organisation) said that UNDP, the executing agency and the recipient country all shared the responsibility for the success or failure of a project. It was strange, therefore that document DP/1988/19/Add.4, on which there had been no prior consultations with the specialized agencies, should be limited to the accountability of one partner in that tripartite undertaking. Moreover, it proceeded on some generalized and unsubstantiated promises about agency performance, even while conceding that it was extremely difficult to establish agency responsibility for shortcomings or delays in project implementation.

148. Furthermore, the various statements made before the Council and to the Committee of the Whole by the recipient countries had assessed the programme as being at least as cost-effective as that of any other multilateral or bilateral programme, as was reflected in the very tangible expression of confidence implicit in their resort to agency expertise on an increasing scale. That did not mean that no deficiencies existed but the responsibility for enhancing the quality and aspect of programmes was a joint one.

149. In that spirit, ILO had held a successful dialogue with UNDP on the delivery issue over the past two years, and was prepared to respond in a similar fashion should UNDP or the recipient Governments wish to deal with other implementation problems in a similar manner. His Organisation fully accepted its share of accountability.

150. With regard to the question of penalties, ILO agreed with UNDP that they were not appropriate because the circumstances did not warrant them. If a penalty was required in such a partnership, it existed in the form that Governments would not continue to seek assistance, should such assistance prove wanting.

151. With regard to the intention to review expert candidates and even to call them for interviews to UNDP (DP/1988/19/Add.4, para. 3 (d)), that would be



costly and constituted second guessing. Such expert candidates were carefully selected, with due regard for the constraints of the salary structures, and were submitted to the resident representatives for their approval. It was the Government alone that took the final decision on an appointment.

152. With regard to paragraph 3 (e), it should be pointed out that no expert could be extended without the specific approval of the Government concerned, and that was hardly likely to be forthcoming if he had been found unsatisfactory. That subparagraph did, however, highlight the issue of quality and impact, which, again, involved joint responsibilities. It included the question of the level of remuneration and the speed with which candidates were cleared. The level of remuneration had to be adequate to attract the best and, all too often, a good candidate was lost as a result of delays. Through such mechanisms as CCSQ (OPS), the system was addressing the issue of expert quality, but remedial measures would still require tripartite co-operation.

153. The representative of the United States of America had asked a question about the absence of basic agreements between UNDP and the agencies. Their relationship was, in fact, governed by the Consensus and by more specific guidelines provided in the framework of the Policies and Procedures Manual (PPM), the Standard Basic Agreements between UNDP and recipient Governments and by project agreements. ILO welcomed the suggestion that an attempt should be made to ensure a more effective partnership between UNDP and the agencies as well as with recipient Governments, and would support any measures designed to achieve it.

The summary record of the second part of the meeting appears as document DP/1988/SR.29/Add.1.

