



**Governing Council  
of the United Nations  
Development Programme**

Distr.  
GENERAL

DP/1990/SR.33  
26 June 1990

Original: ENGLISH

GOVERNING COUNCIL

Thirty-seventh session

SUMMARY RECORD OF THE 33rd MEETING

Held at the Palais des Nations, Geneva,  
on Thursday, 14 June 1990, at 10 a.m.

President: Mr. POPESCU (Romania)

CONTENTS

Other funds and programmes

(a) United Nations Volunteers programme (continued)

---

This record is subject to correction.

Corrections should be submitted in one of the working languages. They should be set forth in a memorandum and also incorporated in a copy of the record. They should be sent within one week of the date of this document to the Official Records Editing Section, room E.4108, Palais des Nations, Geneva.

Any corrections to the records of the meetings of this session will be consolidated in a single corrigendum, to be issued shortly after the end of the session.

**Programme implementation**

- (b) Implementation of decisions adopted by the Governing Council at its previous sessions
  - (xii) Review of the Committee of the Whole and its Working Group  
(continued)
  - (v) Promotion of national capacity: Highly qualified staff
    - (i) Role of UNDP in the 1990s
  - (vii) Non-governmental and grass-roots organizations

The meeting was called to order at 10 a.m.

OTHER FUNDS AND PROGRAMMES (agenda item 8)

(a) UNITED NATIONS VOLUNTEERS PROGRAMME (continued) (DP/1990/57 and Add.1)

1. Mr. HEIN (Food and Agriculture Organization of the United Nations) said that FAO had participated actively in the consultations which had led to the programme advisory note of 1989 on the appropriate use of volunteers in development. That note would be of particular relevance to the future of the United Nations Volunteers (UNV) programme. FAO had always been a strong supporter of the use of volunteers in its vast field operations. Currently, with more than 200 well-qualified volunteers serving in its field projects, FAO had the highest number of United Nations volunteers among the various agencies participating in the programme. The quality and specialization of volunteers had improved greatly over the years and FAO staff had been informed how to use those specialized talents most productively.

2. FAO was among the agencies which strongly emphasized the need for close technical screening and, where possible, interviewing of volunteers. It also attached great importance to a briefing at headquarters. Similarly, FAO representatives had an important role to play in providing briefings, and technical and other support at the field level. FAO strongly endorsed the proposal to provide additional support funding to UNV for day-to-day work and would continue its support for the programme.

3. Mr. GRAHAM (United States of America) agreed with those representatives who had found that the report of the Administrator on UNV (DP/1990/57 and Add.1) contained a useful discussion of the role of all volunteers in development and particularly the role of UNV specialists. He had noted that the Executive Co-ordinator continued to implement, review and change the programme in accordance with the guidelines presented in the 1987 evaluation and would encourage her to continue to with such evaluation measures.

4. His delegation endorsed the changes relating to support for UNV specialists overseas including better assignment preparation, an increase in Programme Officers, and training and workshops for UNV specialists and host country nationals. It also supported the changes that had been made in response to the programme review in the areas of recruitment and co-ordination between co-operating agencies. It applauded efforts made by UNV to reach out to those agencies and to seek an increase in the percentage of volunteers from unrepresented nations, while remaining supportive of the universal character of the volunteer body. In that connection, it had noted that the United States was one of the three largest suppliers of UNVs from the industrialized countries.

5. His delegation also concurred in the idea that other sources of technical assistance financing, including IFAD, the multilateral banks and agencies of the United Nations system such as UNHCR, UNICEF and WFP, could increase their use of volunteers. It had noted the growth of UNV focal points and programme initiatives and supported UNV's awareness of current development issues in its designation of programmable trends in environmental management, youth issues, opportunities for the urban marginalized, and sustainability and self-reliance in development undertakings.

6. His delegation had taken note of UNV's interest in more fully-funded volunteers and in joint (bilateral) programmes, in particular in co-ordinating projects with a focus on areas such as disaster or immediate relief. It had also noted the fact that discussions had taken place with the United States Peace Corps regarding possible bilateral agreements in areas of new country entry. It believed UNVs had proved their value in efforts to assist displaced persons and refugees.

7. His delegation welcomed the fact that UNV had taken the initiative in clarifying the functions of Programme Officers and emphasized that those officers should have the status of full professionals in the office of the Resident Representative, regardless of their conditions of service. The functions listed in paragraph 34 of the report were those of professionals. It would therefore encourage the Administrator to pursue the review, proposed in paragraph 34, of the possible need for additional support arrangements.

8. His delegation was not quite clear about the proposal in paragraph 69 (c) on the use of the Special Voluntary Fund (SVF) for pilot and experimental projects. It understood the reasons for the suggestion in paragraph 37 that additional posts for Programme Officers should be established, as well as the suggestion to revise the original criteria for establishing such posts. That question should be considered fully in the Budgetary and Finance Committee, as should the revisions of the UNV manual and the proposed changes in the conditions of service, which would obviously have financial implications.

9. His delegation was happy to concur in the retention of the DDS acronym, as indicated in paragraph 53 of the report, and believed that UNV should obtain additional resources for those activities from the TCDC allocation from Special Programme Resources. It would like to know whether thus far such allocations had been made in accordance with the Governing Council's decision at its previous session.

10. The idea contained in paragraph 69 (a) for a special contingency fund, preferably under trust fund arrangements, required further consideration. His delegation would therefore ask that such a proposal should be more fully detailed and presented to the Budgetary and Finance Committee before it was finalized.

11. Mr. GRIGORYEV (Union of Soviet Socialist Republics) said that in May 1990 a memorandum of mutual understanding had been signed between UNV and the Soviet Peace Fund, which had been established in 1961 as a national co-ordinating centre in the Soviet Union for the contributions of private Soviet citizens to the peace process. The time had come for new types of activity and closer co-operation was currently a major requirement in international affairs, and in the problem of development. UNV represented a type of mechanism which would give practical effect to such aspirations.

12. His delegation agreed with the Executive Co-ordinator concerning the need to increase the number of volunteer specialists to be made available from the industrial developed countries, and the Soviet Union was making its contribution in that connection. It was essential that, in selecting and preparing volunteers for work in the developing countries, strict attention should be paid to the nature and level of their specialized experience and training. His Government took a positive view of UNV, with which it had already begun practical co-operation. It intended to increase such co-operation in the future.

13. Mr. MIZUKOSHI (Japan) said that his delegation supported UNV for three reasons: its flexibility, efficiency and devotedness. Flexibility was of great value to UNV, and his delegation appreciated its efforts to provide various types of assistance. He had noted that UNV was sending volunteers to work on projects run by an increasing number of United Nations agencies and, in that connection, his delegation would like to see even more volunteers in humanitarian assistance activities, such as those of UNHCR and WFP, including assistance to Afghan refugees. His delegation would welcome enhanced co-operation between UNV and NGOs and, in that connection, expressed appreciation for the convening of a seminar in Tokyo on co-operation between UNV and Japanese NGOs.

14. Efficiency and cost-effectiveness represented another asset of UNV. In paragraph 11 of document DP/1990/57, it was pointed out that the cost of a United Nations volunteer was only one fifth that of a United Nations expert. His delegation would accordingly welcome enhanced utilization of UNVs in UNDP programmes and believed that providing UNV with small capital-grant assistance would be a very effective way to increase the quality of development assistance. His delegation did, however, have some recommendations on improving efficiency.

15. His delegation also supported UNV because of its devotedness, as demonstrated by the fact that most UNVs worked in the most difficult conditions in the poorest countries and that 63 per cent of UNVs served in least developed countries. Because of those values, his delegation's expectations for the UNV programme were very great.

16. Ms. McSWEENEY (Executive Co-ordinator, United Nations Volunteers), noting that the representatives of Sri Lanka, the Federal Republic of Germany, ILO and others had commented on the issue of joint planning and programming with the United Nations system, said that examples of joint planning included UNV work in Angola and Namibia, which had been planned with WHO, UNESCO and ICAO. She had noted the suggestion made by the Federal Republic of Germany and others that UNV should participate more actively with other agencies of the United Nations system in the design of the preparatory phases of field programmes. She welcomed joint programmes with other volunteer-sending organizations and, in a related area, had noted Australia's observation concerning the strengthening of evaluation capacity and taking advantage of feedback from volunteers themselves.

17. She appreciated the generous comments on the consultative process that had led to the programme advisory note and welcomed the suggestion by the representative of the Federal Republic of Germany that the role of volunteers should be reflected in the work of the Fourth Development Decade. She would welcome specific suggestions as to the best distribution of the programme advisory note with a view to follow-up action. In the area of recruitment, new personal history and interview forms were about to be introduced. She welcomed the fact that a number of United Nations agencies were lending technical support to that effort.

18. It was her understanding that, in 1989, 5.9 per cent of the volunteers had terminated contracts early, for a wide variety of reasons, including health, other job opportunities, early termination of projects, resignation for personal reasons and unsuitable matching. She proposed to pay particular attention to the last point and to make appropriate improvements. The

Programme Officer scheme and in-country orientation would make a difference in that connection. She also believed that continued upgrading of assignment planning, including post descriptions and work plans, as set out in the programming guidelines, would lead to better performance in matching, and in that connection she wished to stress again the role of the Programme Officer.

19. On the question of training for focal points, she had noted with interest the proposal by Poland concerning short-term training of those recruiting for UNV to overlap with training of Programme Officers. The current system included one-week briefings for recruitment focal points, as had been the case for Egypt, Viet Nam and the Soviet Peace Fund.

20. Referring to the universal character of the programme, she welcomed the positive reception given to the action plan to achieve greater universality. She appreciated the overwhelming support given to the proposal to expand the Programme Officer scheme, which could have a positive multiplier effect in many areas, including briefing, orientation and visibility. The representative of the United Kingdom had rightly pointed out that the proposal for an increase in the Programme Officers and the administrative staff they required met the criteria set by the Governing Council and was justified on that basis. The role of Programme Officers in joint programming, briefing and orientation had been stressed by a number of delegations. The Programme Officers constituted a valuable source of talent for the United Nations system and other development bodies, including UNV headquarters.

21. The representative of the Netherlands had recommended that UNV Programme Officers should be promoted to regular staff posts. That was not a matter which the Executive Co-ordinator could determine but represented a major budget issue for the Budgetary and Finance Committee. She would like to point out, however, that 60 international Programme Officers with associated support would cost at least \$4 million, while the current arrangement involving volunteer entitlements cost only one fourth of that total. In view of the broad support for the key role of Programme Officers, she was hopeful that an additional 20 would be incorporated by BFC into the administrative budget.

22. She had also been pleased to note support for the continuation of UNV's youth mandate and for the participatory development programme of UNV for self-help at the grass-roots level. Funding for that programme beyond the regional IPFs currently came from national IPFs, the Federal Republic of Germany, Switzerland, and multiple sources of small funding generated at the country level. She hoped that UNDP's TCDC unit would be collaborating on part of the work in the near future. The representative of the United States had drawn specific attention to that point. She looked forward to the Council's support for ensuring a permanent mechanism for funding of that important programme, such as the proposed poverty-alleviation component of the Special Programme Resources.

23. In response to the representative of the Libyan Arab Jamahiriya, she pointed out that the proforma cost of UNVs was \$20,300 for a UNV specialist and \$5,000 per annum for a grass-roots field worker. In response to his second point, she was happy to state that experience throughout field programmes had shown that UNV specialists worked very well as members of project teams with other international personnel who enjoyed much higher entitlements.

24. A number of delegations had supported the concept of a contingency facility that would enable UNV to move rapidly in post-crisis situations. That was distinct from the emergency role of many other organizations. For example, UNV had been able to mobilize talent for UNDR0 in Liberia within four weeks for an initial effort of short duration which was later expanded. Such roles might be played in connection with the post-crisis aspects of man-made or natural disasters or situations emerging from a rapidly changing geopolitical configuration. She welcomed the suggestion for the establishment of a special allocation from UNDP resources for that purpose.

25. She welcomed the support for UNV involvement in a proposed micro-capital facility and, in particular, the proposal of the representatives of Sweden, China and others that UNVs in the mainstream and grass-roots programmes should be involved in the administration of such a critical mechanism. She had been very pleased to note the support for an increase in the 15 per cent component of the Special Voluntary Fund that was allocated for innovative and experimental programmes. She had noted the comment that such an increase should not jeopardize other responsibilities of the fund.

26. She concurred with the representative of Poland concerning a more general role for non-personnel inputs in programmes. An illustration of such a role was the contribution by AMERICARES of medical equipment to provide UNV doctors and other medical personnel serving in the Comoros with the bare amount of supplies, equipment and drugs needed. A number of representatives had stressed that the UNV programme was not well enough known in many parts of the world and the representative of Egypt had made some helpful suggestions in that connection. UNV would welcome any publicity, particularly at a time when it was approaching its twentieth anniversary year. She was sure that she spoke for all volunteers in paying tribute to the steadfast promotion of the programme by the Administrator.

27. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the Drafting Group to begin to prepare a draft decision on the question.

28. It was so decided.

#### PROGRAMME IMPLEMENTATION (agenda item 4)

##### (b) IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL AT ITS PREVIOUS SESSIONS

###### (xii) REVIEW OF THE COMMITTEE OF THE WHOLE AND ITS WORKING GROUP (continued) (DP/1990/82 and Add.1)

29. Mr. GEPP (Brazil), speaking on behalf of the members of the Latin American and Caribbean group of countries, considered that UNDP management must be improved in order to achieve optimal rationalization of administrative costs. Proposals in that connection should be designed to contribute to efficiency.

30. Reduction of the length of documentation in all languages to short summaries and working only with the English-language version would not be acceptable as it would place a large number of delegations at a disadvantage.

The proposal to consider a group of items on a biennial basis was interesting, however, in that it would make it possible to reduce the volume of documentation to be examined at each session of the Council, and perhaps also to reduce the length of meetings. Issues of major importance, such as, for example the high-level segment and items for consideration at special meetings, would be excluded from such an arrangement.

31. Regarding the possible creation of a programme committee to replace the Committee of the Whole and its Working Group, the Latin American and Caribbean delegations were not persuaded that it was appropriate to create new organs in the Council. Such a decision could be justified only by a level of positive results which the Committee of the Whole and its Working Group had not been able to achieve. It was the view of those delegations that a programme committee would represent an additional bureaucratic burden which would duplicate the work of the plenary. Even if such a new organ were to be created, it would be unacceptable in the conditions proposed by the representative of Japan. Any committee or working group which might eventually be created must be open to all members of the Council on a basis of equality, as all enjoyed equal rights. For the same reason the Latin American and Caribbean countries could not agree to any change in the current rules of procedure of the Budgetary and Finance Committee.

32. In conclusion, the delegations of the Latin American and Caribbean countries were willing to co-operate in finding solutions which would make a genuine contribution to raising the managerial efficiency of UNDP and the Council.

33. Mr. ZHANG Guoquan (China) said experience had shown that the Working Group had only played a role in informal consultations in which developing countries had been unable to participate. Its role had accordingly not been a proper one. In order to streamline the work of the Council it would be necessary to change United Nations practice in regard to the volume of documentation and the number of meetings. He would suggest that meetings might be abolished and replaced by regular consultations at UNDP headquarters so that a forum for collaboration would continue to exist on a much more economical basis. A programme committee was unnecessary.

34. Furthermore, there was not enough time in which to study documents before meetings. Documents should be translated into all languages and distributed in good time. Translations were late, particularly the Chinese translations. He also hoped that the Division of Conference Services would improve its working methods so as to reduce the length of meetings. He suggested that, at each session, a few items should be selected for the discussion of policy aspects. General items did not need to be discussed at every session.

35. Mr. DE BEER (Netherlands) said that the heavy agenda for the current session of the Council exemplified the need to effect changes in the Council's method of work and to enhance its effectiveness. Many ideas had been put forward, such as the holding of the high-level segment every two years rather than every year. His delegation was prepared to discuss specific proposals in the Drafting Group and agreed with the representatives of Japan and Switzerland that the time had come to take a serious look at the Council's working methods.



36. Mr. OSUNA (Spain) said that the proposal to reduce the volume of documentation in Spanish was unacceptable. There was a sufficiently large number of delegations which worked in Spanish to warrant the continued publication of documents in that language. The Council's methods of work could be improved by summarizing the various documents in all languages. He supported those delegations which had mentioned the possibility of staggering the work of the Council over the year.

37. The PRESIDENT suggested that informal consultations should be held for the purpose of framing a draft decision on the question.

(v) PROMOTION OF NATIONAL CAPACITY: HIGHLY QUALIFIED STAFF (DP/1990/22)

38. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation), introducing the sub-item, said that the report on incentives and other supplementary payments to government staff (DP/1990/22) dealt with questions raised by Council decision 89/22. The problem of low salary/low efficiency was particularly pronounced in countries facing severe budgetary constraints, where it was becoming increasingly difficult to attract and retain highly qualified national staff in government administration. The report attempted to analyse the public service situation in the light of the declining level of real salaries for civil servants and the effects on technical co-operation programmes. There were no easy solutions to that difficult problem. All traditional concepts and principles governing technical assistance (non-creation of dependency, its goal of transferring knowledge, its role in strengthening institutions and building national capacity) were unrealistic and irrelevant when basic governmental functions were not being performed. When local officials and staff were only sporadically available to perform their duties because of low remuneration, the impact of technical co-operation was marginal.

39. It was generally agreed that civil-servant salaries below subsistence level in some countries presented a formidable obstacle to those countries' development. The Administrator's report showed that some of the ad hoc solutions often initiated by aid donors to provide remuneration to government staff and projects that they supported offered no solution in the longer term, since that increased the recipient country's dependency on foreign aid. Incentives, either in cash or in kind, were negotiated on a project-by-project basis. Those practices had many distorting effects, such as competition among donors to obtain the services of persons whom they insisted on calling counterparts, the tendency to introduce highly differential remuneration practices, and, above all, maintaining a system which remained indifferent to national attempts at civil service reform.

40. In response to the Council's request, the Administrator presented three alternative approaches by means of which UNDP could tackle that critical problem. All three alternatives started from the premise that UNDP should refrain from providing open-ended salary payments to project counterparts. UNDP's mandate and its greater emphasis on national execution made it imperative to seek a development-oriented solution to the problem. As the responsibility for identification, implementation and management of UNDP programmes and projects rested with the Government, it was important to maintain a distinction between the national development effort and the external support received via UNDP. If that distinction were to be lost

through a procedure whereby government counterparts could be paid from UNDP funds, it would become that much more difficult to ensure that the Programme's resources provided additionality to the Government's own development efforts.

41. The first alternative therefore described the existing procedure for paying project counterparts. Although it was much more restrictive than that of other donors, it provided an opportunity for UNDP to pay special compensation to staff in certain circumstances.

42. The second alternative, by liberalizing the existing procedure throughout the span of a project, made project achievement more possible. It could, however, obscure the distinction between government support for the project and its external inputs.

43. The third alternative represented a basically different approach. In countries that, due to severe economic difficulties, were unable to maintain their civil service, it was proposed to bring the problem for discussion at consultative-group and round-table meetings so that it could be dealt with in a more coherent and constructive manner, with the full involvement of the Government and the co-operation of the donor community. The solution proposed was to pool donor resources into a multiple third-party cost-sharing fund. Disbursements from that fund would be co-ordinated with the Government's central authorities. Eligibility criteria for providing funds for government staff on identified high-priority development programmes and projects would also need to be developed. UNDP could assist the Government and donors in managing that fund. It was hoped that that initiative would do away with the ad hoc approach, where government officials were selected for incentives and other payments usually by the donors themselves and, mostly, at the project level.

44. The report emphasized that that approach represented merely a general framework within which recipient Governments and donors could develop a more equitable and effective system of providing remuneration to civil servants.

45. In Uganda the situation was very difficult in that the Government did not have the revenue and depended on donor support to meet the cost of paying incentives to its civil service. In the short term, donors were reluctant to co-operate in the establishment of a centrally-funded multiple cost-sharing programme. However, in the medium term, by 1992 when the civil service reform would become operative in Uganda, donors would be willing to consider a more systematic and centralized approach to providing the Government with resources to pay incentives to its civil service. It was proposed that UNDP should pursue that goal with the possibility of the Government calling a conference of all donors in Uganda to discuss it.

46. He saw no reason for relaxing UNDP's existing limitations on paying salary supplements on projects, since that would create more problems than it would solve. He hoped that the Council would support UNDP's initiative in trying to assist Governments and donors on a case-by-case basis and, where circumstances warranted, in an effort to develop a more transparent and effective system of providing incentive payments to ensure that highly qualified staff could be retained in government administration as a vital input in the development process.

47. Mr. GRAHAM (United States of America) said that although the UNDP proposal attempted to overcome some of the problems associated with direct donor payments for salary supplements, it still made faulty assumptions and was not likely to be workable for the following reasons. The problem of adequate salaries was not merely a matter of limited budgets. It was also a matter of government thinking in many developing countries, which objected to large salary and benefit differentials for government employees. There were underlying issues of lack of promotion on merit, seriously deficient working conditions, politically-motivated staff assignments, poor supervisory conditions and, generally, a depreciation of quality and professionalism in public service. The harsh political and economic environments in many developing countries drove potential employees away; Governments had a long way to go to make work at home attractive and worth some sacrifice in benefits.

48. The proposal did not address the question of who received the salary supplements or the criteria for selecting the government officials to be benefited. Some countries had experimented with the concept of rare skills allowances, such as for doctors and engineers, but scarcity was not limited to those categories in developing countries. The scale of the problem in developing countries was such that any fund set up would be a drop-in-the-bucket and thus not really address the issue. The idea that a salary differential fund would be temporary was self-deceiving. The problem was deep-seated and not likely to be resolved for a long time. The administration of the fund raised numerous extremely difficult issues, such as equity, the programmes favoured and professional categories supported. It was doubtful that the donor community would provide funds to be handed over to UNDP for such a purpose.

49. Most important, a salary supplement system could do more harm than good in promoting public-service performance unless it was tied to a comprehensive government pay and benefits system which staff saw as applicable to all and fairly administered. Expending energies on the establishment of a fund and its administration diverted attention from the underlying issue of government compensation arrangements. The implications for host-country budgets should be examined by specialists in that field before the subject was pursued further.

50. What action should be taken? UNDP, the World Bank and IMF should together work out an approach that combined attention to budgetary constraints and compensation plans. The tendency was for economic reforms to reduce budgets and to cut staff without a complementary effort to introduce pay and benefit system reforms. Reduced budgets and staff should permit higher compensation and benefit arrangements for those remaining in public service.

51. Donors should be urged to support recurrent costs of their major development programmes in the long term. Recurrent-costs support would not include salaries and benefits but other operating costs that enabled programme staff to perform effectively. Many LDCs would not be able to support national programmes addressing major development problems for a long time. Support for operating costs should release funds for Governments to pay more adequate salaries and benefits according to their comprehensive systems.

52. It was essential to recognize that many developing countries would require external expertise for a long time to staff their programmes. In fact, world trends suggested a growing mix of nationals working in developed and developing countries. Attempts to be self-sufficient in nationals to carry out development programmes were unrealistic.

53. Consideration should be given to establishing an international experts equalization fund, which would provide salary topping for non-nationals to work in developing countries which paid their own established rates. The fund would enable Governments to draw up contracts with non-national experts whom they would select rather than accept technical-assistance personnel supplied by donors.

54. Funds for technical assistance should be integrated in government budgets so that those funds were included in decisions on investment and programme choices rather than treated as not requiring the discipline of budgetary systems. That might also help to reduce the excess of donor projects, which placed inordinate and wasteful demands on government staff, and to concentrate donor resources on high-priority programmes. That could be done under the programme approach to technical assistance called for under General Assembly resolution 44/211.

55. Mr. MALMIERCA (Cuba) said that his delegation was extremely concerned about the practice of paying supplements to government staff. It was convinced that such a practice contained many drawbacks and would be detrimental in the long term. It would be preferable if UNDP did not pay special compensation to staff except in extraordinary circumstances, in close consultation with the Government concerned.

56. Mr. CHAUDOUET (France) said that the question should be given special scrutiny. His delegation was concerned not so much with supplementary salary payments as with prospects for the long-term strengthening of programme execution by countries themselves. While his delegation considered it unrealistic to set 1992 as the deadline for national execution, it endorsed the principle of national execution, and hoped that the transfer would be gradual and carried out on a pragmatic basis.

57. In its opinion, national execution should be effected in three successive phases, the first being the definition of programmes by recipient States. The change-over from a project approach to a programme approach would take time. Secondly, the programmes must receive official support. Needless to say, the modalities might vary from one country to another; depending on the particular case, the programmes could be formally included in development plans, and be managed and co-ordinated by a given ministry or development body. Thirdly, the national body that executed a particular programme must be clearly identified, capable and responsible.

58. If decentralization within UNDP tended to reinforce the decision-making capacity of the Resident Representative, which his delegation strongly supported, the Resident Representative would have to conduct a continuing in-depth dialogue with the authorities of his country of residence. He should be able to determine the progress made by the country in executing the particular programme. His delegation looked forward to the proposed study on the strengthening of national capacity. He supported the idea of differentiating between cost-effectiveness and social profitability.

59. During the high-level debate, his delegation had stressed the value of the new approach set forth in the Human Development Report, 1990. That approach must be translated into reality. With regard to the methodology of operational planning, the main conclusions of the studies received by UNDP on that subject should be put into effect.

60. Ms. BWANGA-BUGONZI (Observer for Uganda) said that the problems of adequately financing incentives for civil service personnel derived partly from the commitment of Governments to structural adjustment, economic reform and stabilization policies. Her delegation believed that those policy commitments would in the years to come lead to enhanced growth and sustainable development.

61. Given the strength and quality of Uganda's dedication to those objectives, there would appear to be a sound case for requesting its development partners, in formulating their aid policies, to appreciate the nature and gravity of the financing problems currently confronting her country with regard to civil service remuneration. In that context, a sensitive and constructive response on the part of concerned donors could be of great value in helping her country to implement its economic reform programme as effectively and expeditiously as possible and in enabling the Government to attain its stabilization objectives.

62. Uganda's history was well known. As a result of exogenous factors, combined effects of the high debt-service ratios and other related problems, the ability to sustain a well-financed civil service had been grossly undermined. That had brought about another problem, the brain drain both from the civil service to the private sector and out of the country, resulting in reduced productivity in the civil service. In the interim, it was imperative that UNDP and the donor community should help to mitigate the increasing exodus of qualified nationals, as failure to respond would be tantamount to paying lip-service to the objective of institutional capacity-building. To ensure sustainability, such an arrangement must be a short-term one so that the Government could assume the budgetary implications permanently, following the country's economic recovery.

63. Assistance in that area would further enhance the quality and rate of execution of the entire country programme. In that regard, a public service review commission, financed under the MDP, was currently working on a long-term and comprehensive public service reform in Uganda. The UNDP mission report on the rationalization of financial support to the civil service in Uganda, while not necessarily reflecting the views of her Government, would none the less provide a useful input for the Public Service and Reorganization Commission in Kampala.

64. Her delegation called upon the Council to endorse the Administrator's proposal in a framework decision, leaving the details to be worked out between the Administrator, development partners and the requesting developing countries.

65. Ms. CLARKE-KWESIE (Ghana) considered that the Administrator's quick and efficient response to Council decision 89/22 was of great significance. At the previous session her country's Minister for Finance and Economic Planning had drawn attention to the need to consider measures that would allow a

portion of the funding to be applied to the proposed field-level development support service to provide incentives in the form of salary supplements for key personnel engaged in policy reforms and programmes. Her delegation was therefore gratified that not only had UNDP produced document DP/1990/22, but also on the basis of Council decision 89/22 studies had been conducted in Ghana and Uganda, two countries which had experienced an exodus of highly qualified staff due to low salary levels.

66. The study revealed that in Ghana, owing to low levels of remuneration and incentive systems, most high-level positions in the public service had remained unfilled. It showed that in the next 10 years persons occupying high positions in the civil and public services would retire and that there would not be sufficient officials in the system to replace them unless special training programmes and accelerated promotion régimes were put in place. Her Government, assisted by the British ODA, was currently working on a programme of long-term restructuring of the civil service in an effort to reduce the large numbers of low-level staff who were underemployed and to modify the grading structure of the service. However, much more needed to be done.

67. Over the past three years, more than 45,000 civil servants had been redeployed and retrained to enable them to work on their own or in other areas of the economy. Owing to the low level of remuneration, job performance and productivity in the civil service was quite low. Thus, donors had tended to pay allowances or to employ their own staff and pay them what was considered a living wage. Those allowances were not uniform and despite the efforts made by the Government to rationalize the various systems of payment, the problem still existed.

68. The report before the Council (DP/1990/22) presented three options for dealing with the problems involved. The first was to maintain and strengthen the existing UNDP policy of payments to project counterparts. The second was to liberalize the existing policy on special compensation to government project personnel. The third was to centralize any external payments to government staff through a government programme as part of administrative reform. Her delegation supported the third option because it was transparent and removed variations in the payment of allowances. It would also bring the payment of those allowances under government control. Her delegation regarded that option as a forward-looking initiative to help countries undertaking civil service reforms and therefore urged the Council to adopt it.

69. Mr. ROHMER (Switzerland) said that the problem of retaining low-paid staff was a general one and had to do with civil service reform. His delegation proposed that UNDP should continue to apply the third option proposed with a view to developing schemes that could be accepted by the donor community in general. Only a general approach to the problem would result in a satisfactory long-term solution. The problem of recurrent-cost financing was crucial, and his delegation hoped that, UNDP would take the initiative by developing within consultative groups or other co-ordinating mechanisms solutions designed to deal with the problem in the longer term.

70. Mr. SOUTTER (Canada) said that as a bilateral donor, his country was well aware of the problem of low salaries and low efficiency. Problems had to be resolved on a case-by-case basis in close consultation with the Governments concerned. With regard to extra budgetary resources for development activity, his delegation would prefer to avoid any action which would ultimately have

strict limitations placed on it. Civil service reform was in the long term not sustainable by UNDP, which should not become a kind of super employer. UNDP should adopt a case-by-case approach; there was no overall solution that would be effective everywhere.

71. Miss DOHERTY (United Kingdom) said that the development and effective management of a nation's public service sector was a key to sustainable development. That should normally evolve through internal decisions and national budgetary provisions. However, some countries facing economic problems were unable to afford the recurrent costs of remunerating public service at competitive rates. The solution was not to single out specific posts by supplementing the remuneration from external sources. Such an arrangement would introduce distortions into the national salary structures, develop competition among donors and, more importantly, create a distinction between project and non-project staff. The report (DP/1990/22) implied that those eligible would be project staff, but in many programmes it would be difficult to draw the line fairly between project and non-project staff.

72. The report seemed to be in favour of alternative 3, with a donor-funded budgetary aid pool to supplement senior staff salaries in certain categories. In some instances, however, it could be argued that all employees needed supplementing. The cost of that would be much too high. Her delegation doubted that the institutionalization of donor-paid incentives was a solution to the problem. Any proposals must take into account the broader issues and implications for other forms and sources of assistance. In that context, her delegation was pleased that UNDP proposed to explore the issue further in the consultative committees.

73. Mr. RASAPUTRAM (Sri Lanka) referred to the brain drain in the developing countries brought about by the low salaries paid to skilled personnel. In Sri Lanka, the salaries of managerial staff were high. But it was difficult to raise remuneration for one category without following suit for others, and Sri Lanka had thus decided to exempt all civil servants from taxes. That was a further incentive to the higher-paid categories. But some incentives still needed to be paid, and that should be based on results, as alternative 3 seemed to be indicating. Once a project was completed, all project personnel could receive incentives, as they would all have had a hand in its execution.

74. Mr. DE BEER (Netherlands) said that the issue had little to do with the level of remuneration, but rather with broader development questions. The problem affected not only UNDP but bilateral donors as well. In the opinion of his delegation, the three alternatives bore little relation to the underlying questions. The report implicitly concluded that the counterpart system of technical assistance had failed and could not guarantee sustainability. The dangers of the proposals were greater than their immediate advantages, and his delegation therefore recommended that the current restrictive policy be continued, as in alternative 1. It would, however, be willing to consider a draft decision incorporating certain elements of alternative 3.

75. Mr. GEPP (Brazil) said that his delegation was not convinced by the points made in the report and was afraid that the Council might be encouraging corruption in the United Nations system.

76. Mr. IVERSEN (Federal Republic of Germany) said that his delegation also had misgivings about the proposals. Disparities in salary levels between the public and private sectors existed not only in the developing countries but also in the industrial world. It was an illusion to think that incentives would solve that problem, because if UNDP agreed to such measures, other organizations would follow suit, and that would render the measures ineffectual. The real problem was the lack of qualified staff, and it was therefore necessary to tackle the problem by promoting human development.

77. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation), responding to comments, said that clearly the issue was not just one of incentives, but raised the more complex problem of sustainable development. He agreed that the solutions proposed did not address all causes, and was aware that adjustment processes and policies had a significant bearing on the situation under discussion. With regard to the recurrent-cost issue, UNDP could take an active role in relieving burdens on budgetary systems.

78. The proposal contained in alternative 3 was to move the debate away from the project level towards a more central approach in order to assist Governments in deciding on their priorities. UNDP did not intend to function as a "super-employer". The Government was the employer, and UNDP would help in fund management, accounting and control, as decided collectively between donors and recipients. The counterpart system had not failed, but it was in danger of failure in countries where there were no counterparts. The system depended on a healthy public sector.

79. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the Drafting Group to begin to prepare a draft decision on the question.

80. It was so decided.

(i) ROLE OF UNDP IN THE 1990s (DP/1990/18)

81. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation) drew attention to document DP/1990/18 on indicators for national capacity-building. Development indicators had been the subject of considerable research. The translation of the concept of "national capacity for self-reliant development" into a set of measurable indicators raised a range of issues. Most recently, the ACC Task Force on long-term development objectives had adopted a list of development indicators regarded as desirable for monitoring economic and social development, and the human development index, produced by UNDP, was another such example.

82. In the context of UNDP's role in the 1990s, document DP/1990/18 had taken institutional development as a point of departure. By and large, indicators existed at the level of individual institutions only, and it was very difficult to measure aggregate institutional capacity in a sector or subsector or to decide what minimal institutional capacity a nation needed and when installed capacity was sufficient for national development. The question became more complex when applied to policy-making capacity and to determining what such capacity consisted of, where it was located and whether an informed political environment was central to the policy-making process. The report also



explored the concept of self-reliant capacity and recognized that the term was not easy to define. It proposed that further research should be conducted on the feasibility of developing a self-reliance index.

83. Section VI of the report set out four areas for future work. Given the capacity and resources available, however, it was proposed that research should initially be confined to developing a self-reliance index and seeking to measure the development of policy-making capacity. In developing a self-reliance index, it was vital to concentrate on a few important indicators. Data for the establishment of those indicators must be easy to obtain, and national policy-makers should be able to use them. Paragraph 9 proposed four simple indicators, and further research was needed to establish those and a few other indicators in order to develop a useful index.

84. The issue of policy-making capacity was acquiring greater significance in the context of goal-setting and national decision-making. While the supply of technical co-operation to strengthen policy-making was, relatively speaking, available, it was not easy to specify the determinants of demand for policy-making or how that demand could be increased. UNDP proposed that two of the four areas mentioned in the report should be developed further. They would provide two sets of indicators for assessing self-reliant development and might also be of use to national decision-makers in their development efforts.

85. Mr. GRAHAM (United States of America) said that self-reliance was related to a society's level of complexity and technological sophistication. Small traditional societies were self-reliant because their needs, organizations and functions were simple. As an objective, self-reliance must be defined in the context of a given or planned level of organizational complexity and technological development.

86. It would be easier to define and measure capacity in a functional sense: for instance, analytical, statistical or managerial capacity. That could be accomplished both by qualified nationals with specific professional skills and through the institutional capacity to produce a given professional output. As a starting-point, it would be useful for UNDP to compile an inventory of work completed in the area of capacity-building indicators, rather than initiating new research. The development administration staff of the United States Agency for International Development (USAID) would be happy to advise UNDP on that process and share its experience with it in that area of common interest.

87. Miss DOHERTY (United Kingdom) said that indicators for national capacity-building were an important area of consideration when determining the form of technical co-operation to be given to a country programme. Requests for technical co-operation in the form of expertise or training often arose out of a shortfall in national capacity. Technical co-operation was only valid as measurable development if its long-term sustainability had been carefully planned at the appraisal stage and the necessary commitments from both donor and recipient had been made. That would progressively enhance national capacity, and the benefits derived from those proficiencies could be used to support the aspirations of an increasingly skilled personnel. However, planning for potential need in terms of developing appropriate national capacity indicators was not easy. Experience suggested that there was no clearly-established methodology that could be readily applied.

88. Her delegation doubted that a solution could be found through universal prescriptions or indicators and therefore questioned the validity of developing a national self-reliance index. It did not support research on the concept of national self-sufficiency, because the results were unlikely to produce much beyond data already currently evident. It would be more useful to conduct research on individual institutions or functions, for example, policy-making or financial management, if it covered such areas of self-reliance as those discussed in the report. The objective was to achieve a more comprehensive approach. UNDP could draw upon a range of experience in undertaking such research, and her delegation would be pleased to share its experience in that area.

89. Mr. SOUTTER (Canada) said that in the last section of the report, the Administrator proposed exploring new avenues. In that connection, the General Assembly, at its forty-fourth session, had asked the Statistical Office of the Secretariat and the United Nations Research Institute for Social Development (UNRISD) to explore qualitative indicators of development. His delegation urged the Administrator to co-operate with those organizations, as well as with bilateral donors. Independent UNDP initiatives in the area should be encouraged as long as they were chosen for their potential usefulness rather than for their contribution to the advancement of the social sciences. One such example was the "social dimensions of structural adjustment". Furthermore, it was to be hoped that a national capacity indicator, which to the extent possible measured the need for technical assistance, could be made available in time for the preparation of the sixth cycle.

90. Mr. MacDONALD (Australia) alerted the Council to the need for gender-desegregated information.

91. Mr. GIELING (Belgium) stressed the importance of improving management capacity for assisting national execution of projects. That meant that UNDP could not reduce funds for capacity-building. Furthermore, it would be useful to produce a more precise definition of the human development index.

92. Mr. ROHNER (Switzerland) concurred with the delegation of the United Kingdom on the need to produce indicators of practical use to UNDP, particularly at the programme and project level.

93. Mr. PENZIN (Union of Soviet Socialist Republics) agreed with other speakers that the report was very theoretical. It would be more useful for UNDP's work if a more practical orientation could be found. His delegation would like to know how countries could use or familiarize themselves with the results of projects conducted on the basis of such indicators.

94. Mr. RAHEEM (Director, Policy Division, Bureau for Programme Policy and Evaluation), responding to comments, said that both individual and aggregate institutional development had always been a UNDP concern. Clearly, indicators must be taken beyond the project level so that national managers could use them for their own purposes, and not just in the context of UNDP assistance.

95. In response to a comment by the delegation of Canada, he said that UNDP was working closely with UNRISD and would continue to do so in the future. The comment made by the delegation of Australia would be taken duly into

account. UNDP would pursue its work on individual institutions and policy making. Seminars were planned with Governments on how to measure assistance and national development in the area.

96. The PRESIDENT said that, if there was no objection, he would take it that the Council wished to take note of the report of the Administrator contained in document DP/1990/18.

97. It was so decided.

(vii) NON-GOVERNMENTAL AND GRASS-ROOTS ORGANIZATIONS (DP/1990/25)

98. Ms. TIMPSON (Director, Division for Non-Governmental Organizations, UNDP) said that the definition of development contained in UNDP's Human Development Report reversed the mechanistic view of human beings as resources for economic development and took instead a humanistic view which saw the objective of development as enlargement of people's options. That meant, as the Netherlands Minister for Development Co-operation had so aptly put it, moving from development for or of people to development by people. That change in development thinking called for a corresponding change in the way development assistance was carried out. There was a need to focus on people and process, rather than on plans and projects. Popular participation was finally being recognized as crucial to any strategy for successful and sustainable human development, and as such had been highlighted in declarations from intergovernmental forums in Khartoum and Jakarta, and most recently in the African Charter for Popular Participation in Development, adopted unanimously at the meeting of African Governments, NGOs and United Nations agencies held in Arusha (Tanzania) in February 1990. The challenge now was to put it into practice.

99. Countless examples existed of people's spirit and ingenuity applied to devising survival strategies at grass-roots level when macro-economic trends had aggravated their poverty. In his statement earlier in the week, the Director of the Regional Bureau for Africa had described the resilience of rural African populations as the success story of the past 20 years. The creativity that existed at the micro-economic level must be encouraged and multiplied by putting in place appropriate macro-economic policies and structures and by giving people the tools with which to build their own development. That was the reasoning behind the democratization and decentralization strategies adopted in a number of countries, and behind the expanding focus on the so-called independent sector: NGOs, professional employers' and consumers' associations, co-operative societies, trade unions, chambers of commerce, and women's, youth, student and advocacy groups that were the vehicles for people's participation in civic society.

100. The growing disparities in people's access to resources, skills and employment had been highlighted by delegations in the high-level segment. NGOs had been active in areas where problems had been the most intractable and had gained considerable inside expertise and experience, from which UNDP could learn. It was appropriate that the topic under discussion was linked to the question of national capacity-building. Many of the delegations which had spoken on UNV had stressed the importance of popular participation and grass-roots development. UNVs provided useful services in that connection. However, they could only supplement what must be first and foremost a national effort, if the process was to move beyond isolated activities and become part

and parcel of national development strategies. Indigenous NGOs and field workers were key instruments in that regard, as were national youth services such as those instituted in Ghana and Indonesia. Countries must be able to tap and reinforce those existing national capacities.

101. In assisting countries in dealing with human development strategies, UNDP must help work out the most suitable complementarity of action between the public and independent sectors. To do so effectively, it must implement a two-pronged approach, working at both the micro-economic and macro-economic levels. The Partners in Development Programme had been a key instrument for UNDP involvement at micro level, for getting resources to indigenous organizations and reinforcing their activities. It had also afforded UNDP personnel an opportunity for direct contact with realities at the grass-roots level, and had allowed NGOs to become more familiar with UNDP, winning the organization a positive image which, when linked to its existing credibility with Governments, allowed it to play a unique role in facilitating dialogue and collaboration between NGOs and Governments. It would be extremely important to expand funding for the Programme in the future. As communities and NGOs became aware of the window to grants from UNDP, the number of valid requests received had been growing rapidly.

102. The Administrator's report contained a number of other examples of projects involving NGOs and grass-roots organizations, either at the micro level or in mainstream country-programme activities. Associated programmes had often led the way in demonstrating the viability of such activities. Co-operation with NGOs had been particularly effective in emergency situations and in working with refugees and displaced persons. UNDP had also undertaken pilot activities to test the feasibility of carrying out large-scale programmes building on initiatives from the bottom up. Its major effort in that regard, the Africa 2000 Network, was now fully operational in seven countries. Four more countries would be included before the end of the year. UNDP considered that the mechanisms put in place using national screening committees and co-ordinators could serve as models for similar grass-roots action in other sectors and regions. The special contributions from Canada, Denmark, France, Japan and Norway, which had made the programme possible, were much appreciated.

103. At the macro-economic level, UNDP was assisting Governments and NGOs in expanding their dialogue and collaboration, through research and case-studies of actual experience, and through operational support to workshops, data collection, and advice to NGO associations and government/NGO liaison offices. Certain NATCAPS had included attention to the NGO sector. In preparation for the fifth-cycle country programmes, it was joining with Governments and other agencies of the United Nations system, particularly FAO, to identify where participatory methodologies and NGO collaboration might represent effective sectoral approaches in future programming.

104. Other macro-policy activities included support to the informal sector, which was increasingly being recognized as the most potentially significant source of livelihood in the future for the vast majority of the poor. Credit was a key component in such support, and the joint-liability approach adopted by groups such as the Grameen Bank provided a successful model on which UNDP was building in several countries. While a number of donors were channelling increasing amounts of their bilateral funding through their own NGOs, they were becoming increasingly aware of the need to work with indigenous southern

partners if they were to achieve long-term sustainability of their efforts. UNDP's own mandate had led it to focus from the start on building up capabilities of local NGOs, while drawing on capabilities of northern NGOs to do so when appropriate. It had also played an important role in facilitating NGO participation in the policy dialogue at all levels, on special topics where their role could be significant. It had worked closely with the other sponsors of the World Conference on Education for All held in Jomtien (Thailand) in March 1990, to give NGOs a place as full participants in the conference and its drafting committee. Where Governments desired, they would also join in discussions on action to follow up conference recommendations.

105. UNDP was also working closely with Governments and the secretariat for the United Nations Conference on Environment and Development to ensure that groups which had played a key role in bringing environmental issues to world attention would be able to make a commensurate contribution to preparations, deliberations and follow-up to the 1992 conference. Participation by all players in the independent sector would be particularly important in that regard.

106. In his proposals for a funding strategy, the Administrator had set out three areas likely to be of highest development priority in the 1990s: strategies for poverty alleviation and investment in people; better economic management in a competitive environment to ensure the release of the creativity and productivity of all the people; and environmentally sound and sustainable economic growth. Popular participation was crucial to effectiveness in all three areas. UNDP stood ready to respond to government requests for support in giving effect to participatory approaches in all those areas.

107. Mr. LIMA (Brazil), speaking on behalf of the Latin American and Caribbean countries, fully supported UNDP's activities directed at closer co-operation with the NGOs. His region, where democracy now prevailed, was becoming increasingly aware of the key role of NGOs in strengthening the bases of civic society, while pressures on government budgets resulting from the debt burden had made countries aware of the value of NGOs in complementing public-sector activities. UNDP was assisting countries, at the national and regional levels, in preparing a data bank on national NGO programmes. It was also helping countries forge contacts with international NGOs, with a view to providing them with information on activities they might be prepared to finance.

108. UNDP had assisted countries in involving specialized NGOs in the preparation of environmentally sound strategies for sustainable development. It was also helping to establish an electronic information network linking scientific organizations and national centres of excellence, to share experiences in areas of mutual concern.

109. The countries of Latin America and the Caribbean wished to express their appreciation for the Partners in Development Programme, which was working directly with NGOs and grass-roots organizations in 14 countries of the region. They regretted the fact that the resources available for the programme did not match existing needs. They were confident that additional resources would be mobilized in the future, so as to benefit other countries that had expressed keen interest in participating in the programme.

110. Mr. CHAUDOUET (France) said that the recent events in Eastern Europe were accentuating and accelerating a ground swell that had been apparent in many developing countries for some time. Fundamental to that movement was the growing awareness that the State did not and could not have a monopoly of knowledge, or of the drafting and implementation of development policies. The State must now accept civic society as a full partner in the development process. Such a recognition of civic society by the State constituted a crucial turning-point, which was already apparent in almost every region of the world.

111. His delegation agreed that importance should be attached to texts such as the Khartoum and Arusha Declarations, and the Ajuba Declaration on Participation of Women in Development. Those texts shared a common philosophy, and France welcomed their presentation, discussion and adoption at such official forums as the annual session of the Economic Commission for Africa (ECA).

112. Of course, those new orientations must not be regarded as magic short-cuts to progress. Rather, they marked the appearance of new processes and development opportunities, which posed their own problems, and called for new perceptions of approaches to development. The concept of "development by people" must be based on a partnership between the State and civic society. The question was, how to link the needs, aspirations and initiatives of people, NGOs, and groups and enterprises of all kinds with the crucial and indispensable role of the State on points as fundamental as a medium-term and long-term vision of a country's development, the need to take account of the external environment, or the major orientations of macro-economic and sectoral policies. If some macro-economic policies had sometimes had adverse effects, that did not mean there was no further call for them. But the drafting of such policies could be substantially improved if it was carried out in concert by the State and the representatives of civic society, particularly because the NGOs could be the best witnesses of the grass-roots effects of development policies and adjustment programmes. The establishment of structures and procedures for dialogue and partnership must be a gradual process, and must be supported by multilateral institutions, the industrialized countries and all NGOs.

113. Mr. SOUTTER (Canada) said that his delegation was pleased with the achievements of the Division for NGOs in 1989, and with what it had accomplished since its inception. The grouping of the Division's programmes in document DP/1990/25 was clear and logical. His delegation supported its strategic orientation and was pleased to note intense activity in each category. It would continue to provide funding to the Africa 2000 Network, and saluted those countries that already contributed to the programme, voicing the hope that other donor Governments would consider its experience and potential useful. It also wished to express appreciation for the contribution made by the Division for NGOs at the recent International Conference on Popular Participation in Africa, held in Arusha under the auspices of ECA. It was to be hoped that that conference would produce concrete results at the national level.

114. Mr. OLOKILIKOKO (Observer for the Congo) welcomed the new incentives to strengthening the role of the NGOs in the developing countries, and the Africa 2000 Network, aimed at promoting ecologically sustainable development.

The Congo had adopted a course of socio-economic development whose distinguishing feature was its absence of authoritarian constraints. While the development plan was not mandatory, it had nevertheless to be respected. In order to promote a common awareness of development in the Congo, account must be taken, in his country's specific case, of the principles of co-operation and complementarity that must underlie a policy to encourage the development of NGOs. While the concept was a new one in his country, and thus not yet clearly perceived, NGOs none the less existed and were indeed very active. His delegation would welcome more information on the new concept which was very popular at the grass-roots level, and unreservedly endorsed UNDP's support for NGOs working in the Congo.

115. Mr. MIZUKOSHI (Japan) said that the uniqueness of UNDP resided in its country approach and specificity, and in that regard reaching the grass roots was essential to achieving sustainable and participatory development. It thus welcomed UNDP's activities in support of NGOs, particularly indigenous NGOs, and grass-roots groups. Japan had a new scheme to extend its bilateral Official Development Assistance through NGOs. In support of UNDP's activities in that field, it had contributed to the Africa 2000 Network. His delegation hoped that UNDP as a whole, and its NGO Division, would continue to promote the participation of NGOs and grass-roots organizations in the development process in an integrated and co-ordinated manner.

116. Mr. GRAHAM (United States of America) said that his delegation supported promoting communication and co-operation among developing-country Governments, local NGOs, and multilateral and bilateral aid agencies. Strengthening the development capacities of indigenous NGOs, NGO associations and grass-roots groups and promoting and supporting the informal sector were equally important. It noted the innovative use of regional and interregional activities to serve as demonstrations and help disseminate successful approaches. It commended UNDP's initiative in establishing the Partners in Development Programme, and was encouraged by its positive reception and by UNDP's decision to expand it in 1989. It welcomed the choice of activities and population groups supported by the programme. The establishment of the Africa 2000 Network was also an activity deserving support.

117. His delegation saw an important role for UNDP in increasing recipient Governments' knowledge of and collaboration with NGOs, since the latter constituted an important development force. However, consideration must be given to the strengths, weaknesses and linkages among local organizations, and between local and national organizations, before embarking on programmes that depended on local organizations for successful implementation. UNDP's development of a questionnaire and software for use in establishing national computerized data bases on NGOs was of interest to USAID, and the sharing of information to identify possible areas of co-operation was to be encouraged.

118. His delegation noted with interest the expansion of the UNV Domestic Development Service, and the value of its activities in strengthening community-based self-help groups and indigenous NGOs. Regarding the involvement of UNDP-associated funds and programmes in grass-roots/NGO initiatives, the progress made in activities such as those of UNCDF, UNIFEM and UNSO was encouraging. His delegation also expressed interest in exploring co-operation with UNDP in the area of promotion and support for the informal sector, particularly with regard to micro-enterprise development.

119. Mr. GIELING (Belgium) said that NGOs played a major role in his country's bilateral development co-operation. They could make an important contribution in the field in the three areas of national execution, further improvement of national management capacity and human development - areas to which the Council was currently attaching great importance.

120. Miss DOHERTY (United Kingdom) commended UNDP for strengthening its activities to enhance effective communication between the United Nations and NGOs. NGOs themselves could promote international understanding by using their close ties with some of the poorest communities to provide the long-term development assistance that was needed. Building on communication between NGOs and communities, and expanding it to broaden the understanding between NGOs and UNDP, could only improve the appropriateness of the aid UNDP delivered.

121. Her Government regarded strengthening the capacities of indigenous NGOs as an appropriate function for long-term development. Its Joint Funding Scheme supported British NGOs which mostly worked in close partnership with indigenous NGOs.

122. With regard to promotion and support of the informal sector, production of the programme advisory note seemed to be a sensible way of enhancing UNDP's commitment in that area. In order to provide long-term sustainable development, it must be ensured that the tasks of the formal and informal sectors complemented one another. Her delegation welcomed the initiatives described in the report in that connection. The diversity of the activities developed by UNDP in its approach to co-operation with the NGOs indicated the flexibility and responsiveness of the programme. Her delegation particularly welcomed the emphasis placed on the needs of women.

123. Mr. OSUNA (Spain) said that his delegation in general supported the activities of the NGOs; UNDP could make a very positive contribution to the development of civic society. NGOs also had a positive contribution to make in modernizing and strengthening local government, sound management of which could generate complementary activities, leading to a cascade effect. NGOs could act as a bridge between decentralized State institutions and civic society. Improved organization of local government could bring social, economic, organizational and infrastructural benefits at both public and private-sector levels.

124. Ms. TIMPSON (Director, Division for Non-Governmental Organizations) thanked delegations for their support for the work of the Division. It was aware that it was venturing into a new area, in partnership with Governments, NGOs and, not least, local authorities, in working out how best to ensure complementarity between the public and private sectors. Strengthening indigenous NGOs was a key area for UNDP, and the Division had been working closely with northern NGOs and others which had gained experience of the very particular management needs of southern NGOs - needs that did not necessarily resemble those of business, for example. The Division was tapping the expertise of consultants and NGOs that had been working in that specific area. It looked forward to continuing to work with those Governments that required support, and indeed on the whole question of relations between public administration and the private sector.



125. The PRESIDENT said that, if there was no objection, he would take it that the Council wished the Drafting Group to begin to prepare a draft decision on the question.

126. It was so decided.

The meeting rose at 1 p.m.

