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COMMITTEE ON CO-ORDINATION

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I. INTRODUCTION

1. The Administrative Committee on Co-ordination met at the European Office of the United Nations, Geneva, on 2 and 3 May 1963, under the Chairmanship of the Secretary-General of the United Nations. Present at these meetings were the executive heads of the International Labour Office, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Atomic Energy Agency, the International Bank for Reconstruction and Development (including the International Finance Corporation and the International Development Association), the International Civil Aviation Organization, the Universal Postal Union, the International Telecommunication Union, the World Meteorological Organization, the Inter-Governmental Maritime Consultative Organization and a representative of the Managing Director of the International Monetary Fund.
2. The Executive Chairman of the Technical Assistance Board, the Managing Director of the United Nations Special Fund, the Executive Director of the United Nations Children's Fund, the High Commissioner for Refugees, the Executive Secretary to the Contracting Parties to the General Agreement on Tariffs and Trade, the Executive Director of the World Food Programme and other high officials of the United Nations and related organizations were also present.

II. UNITED NATIONS DEVELOPMENT DECADE

3. In later sections, reference will be made to some of the major current international activities that are being undertaken - or expanded - within the framework of the United Nations Development Decade. At this point, the ACC wishes to record that the "programme of phased proposals for action with respect to the basic factors of economic growth", which is being submitted to the Council under the title United Nations Development Decade: Activities of the United Nations and related agencies in the immediate future has been drawn up as a co-operative effort by the staffs of all the organizations concerned. It also wishes to express its appreciation for the manner in which the Council's Special Committee on Co-ordination reviewed a draft of the above report at its recent meetings, has sought the fullest participation of all agencies in its work and particularly for providing the ACC the opportunity of commenting on its own preliminary findings.

(E/AC.51/L.2/Rev.1) in the matter of priority areas relating to the objectives of the Development Decade.

4. As regards the priority areas referred to by the Special Committee, the ACC feels that, while the preparations for the United Nations Conference on Trade and Development call for special attention this year by the agencies directly concerned, this should not imply any lessening of efforts directed towards the development of human and natural resources, including agricultural production, as well as industrial development. Nor should the emphasis placed on development planning be understood as diminishing the importance of the programmes for current assistance in those fields.

5. The ACC has noted the suggestion of the Special Committee that a general framework of functional classifications be devised to include the activities of all members of the United Nations system under the Development Decade. Arrangements have been made for the preparation of a draft framework of this kind, and the ACC hopes to be able to report on the matter later.

6. It also noted that the Special Committee had mentioned in its preliminary findings a number of matters regarding which the ACC has already taken action; further progress on some of them is recorded in its present report: for example, section III (d) refers to co-ordination in the field and the role of Resident Representatives; co-operation in regard to the regional development planning institutes is mentioned in section IX, and some specific contributions that can be made to national development planning are suggested in sections V on education and training and VI on rural development.

III. EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE AND THE SPECIAL FUND

(a) Review of developments

7. The Executive Chairman of TAB introduced the annual report of TAB to TAC (E/3739), which was endorsed by the Committee, together with TAB's special report on operational personnel under EPTA.

8. He informed the Committee that the financial position of the Expanded Programme of Technical Assistance had considerably improved. For some years the TAB had had a preliminary target figure of \$50 million. This year, for the first time, this target had been reached and \$50.7 million had been voluntarily subscribed by 100 countries; in addition, \$3.5 million of technical assistance had been paid for in full by recipient countries under various funds-in-trust programmes.

9. This increase of the resources had enabled TAB to take a series of measures to inform the governments of its financial position; the Working Capital and Reserve Fund was restored from 10 1/2 per cent to 12 per cent; a number of contributions which were seriously over-valued in dollars were written down to more realistic figures; and provisions were made for increases in the salary and conditions of experts serving the programme as well as headquarters and field staff in keeping with the decisions of the General Assembly.

10. At the same time, it had been possible to satisfy the growing demands of countries (mainly the newly-independent countries of Africa); provision was made for 20 new country programmes of an average normal size, whilst 40 country programmes were modestly increased; 20 new field offices were opened in the last two years bringing a total of 65 with a number of others served by correspondents.

11. The flexibility of the programme has been enhanced by raising the level of the contingency authority of the Executive Chairman to 10 per cent.

12. This expansion of technical assistance activities under EPTA has by no means diminished the quality of the work performed; indeed the introduction of the two-year programming cycle and a system of project programming has helped improve the quality of requests which are more closely related now to the main trends of economic development.

13. Looking to the future there are many new problems to be faced. In particular areas - including some of the newly-independent countries with specially acute economic difficulties, the need for an increased volume of technical assistance is pressing. New fields of activity are being emphasized as a result of the decisions of international organizations, and these call for additional technical assistance. Without a further increase in the resources of the programme, it will not be possible to respond to these new requirements. Finally, it would not be going too far to suggest a new target figure of \$60 million a year for the biennium 1965-66.

14. The Managing Director of the Special Fund reported that at the next meeting of the Governing Council to be held in June, forty-one new projects calling for a total expenditure of \$83 million would be submitted for approval, thus bringing the total of approved Special Fund projects to \$327 million calling for an over-all expenditure of \$675 million, of which \$282 million was furnished out of Special Fund resources. He emphasized that a considerable percentage of the Special Fund resources utilized for these purposes had been supplied from the

recipient countries themselves and not wholly from the so-called donor countries. In addition to the projects already approved, the Special Fund had under current review and evaluation, some 100 new requests with additional ones coming in every week.

15. The Managing Director said that he wished that the rate of implementation of approved projects could keep pace with the number of new projects being approved by the Governing Council. However, he could not say that this was true in view of the record for implementation by the executing agencies as of the end of 1962. In this connexion he pointed out that planned expenditures through the end of 1962 had been \$62 million whereas the actual expenditures reported by the executing agencies totalled only \$35 million. It was clear that action must be taken to speed up this work.

16. The Managing Director then spoke generally concerning the over-all situation with regard to United Nations economic development activities. He stressed the increasing need for work in the pre-investment field underscoring the importance of human resources along with physical resources. He deplored the concept of 'foreign aid' pointing out that it was in the national interest of all advanced countries to assist the less developed countries. He expressed the hope that the use of such phrases as 'donor' and 'donee' countries should cease being used and that people would think more in terms of a partnership of all countries aiming at a common goal. Finally, he stated that a rapidly expanding and dynamic world economy is the principal key to many of the basic problems the world now faces.

(b) Study requested under Council resolution 900 A (XXXIV)

17. Members of the ACC had before them the report of the Ad Hoc Committee of Ten established under Council resolution 851 (XXXII) and 900 A (XXXIV) on co-ordination of technical assistance activities, adopted at the second session of the Committee (E/3750), and made available shortly before the ACC's session. They were pleased to note that the representatives of organizations participating in EFTA had participated fully in the work of the Committee.

18. The ACC recalled its previous comments on this subject (documents E/3625 paras. 26-28 and E/3695 paras. 22 and 23). The Secretary-General informed the ACC that he would undertake the study in close consultation at each stage with the heads of the specialized agencies concerned and that he would, in response to the Ad Hoc Committee's request, give full consideration to the interim report of the Ad Hoc Committee and the views expressed therein.

(c) Co-ordination in the field

19. In response to Council resolution 795 (XXX), the ACC approved in October 1961 ten principles for field co-ordination between the Resident Representatives and the specialized agencies.

20. These ten principles were reviewed by the Ad Hoc Committee of Eight (now of ten) established under Council resolution 851 (XXXII) and the Committee considered that it would be useful if a report were compiled at some suitable time in 1963 on: '(a) the extent to which it has been possible to put this Agreement into effect, and (b) the future course of inter-agency consultations envisaged in the various areas of the programme.'

21. The following report on the implementation of the ACC principles has been prepared on the basis of consultations with Resident Representatives and the Participating Organizations, followed by a discussion at the Technical Assistance Board in March 1963.

22. An important aspect of the ACC decisions was the focusing of attention on clearly defined principles which would guide Resident Representatives and field officers of the Participating Organizations in the performance of their respective functions, and provide a frame of reference for reviewing the way in which their relations have worked out in practice. A relatively short period of time has elapsed since the adoption of these principles. However, a preliminary

review of their implementation made by the Board indicates that, while there is continuing need for improved practice in some respects, the general picture given by the TAB field officers and the Participating Organizations is encouraging. All concerned reported increasingly effective and systematic implementation of the principles adopted by the ACC, and a growing awareness of the importance of good co-ordination at the country level. The first directive of the ACC was that the Programme discussions should be held with the advance knowledge and participation of the Resident Representatives. As it was issued just before the period during which the biennial programme for 1963-1964 was being prepared, there was a good opportunity for it to be tested immediately. The Resident Representatives in general commented very favourably on the application of this principle, though there were a few cases where a Participating Organization or a Resident Representative mentioned particular shortcomings. In a few cases Participating Organizations felt that Resident Representatives had tended to influence technical discussions unduly. On the other hand, some Resident Representatives reported cases where they had been embarrassed at being informed too late by a Participating Organization of its consultations with a technical ministry concerning a particular project, and they were sometimes faced with projects pre-negotiated at international meetings without the knowledge of the appropriate government co-ordinating authorities. Such cases were not numerous and they did not reflect any consistent pattern. They are likely to diminish as working procedures are clarified. In practice, whenever Resident Representatives follow closely the development of the programme, maintain frequent contacts with their colleagues in the Participating Organizations, and keep in close touch with the government co-ordinating authority, Expanded Programme projects are seldom developed without their knowledge.

23. While programming in the field culminates with the presentation of a country programme request every two years, project and programme planning is a continuous process which spreads throughout the period. It is therefore most important that the Resident Representative and the central governmental

co-ordinating authorities should always be informed of modifications made in the programme, and it is satisfactory that Resident Representatives and Participating Organizations have reported that the ACC principles relating to the channelling of programme changes, and to the exchange of programme information in the field are now being reasonably well applied. The Board believes that its recent clarification of procedures relating to programme changes, particularly those which require the prior approval of the Executive Chairman, will lead to further improvement in their application.

24. With respect to the close relations which Resident Representatives should establish with their colleagues in the Participating Organizations, most field officers report that while such meetings have been held from time to time in the past, they were now being convened more systematically as a result of the ACC decision. Where the number of experts is relatively small, all experts are given an opportunity to meet. In other cases, mission chiefs meet periodically, and less frequent meetings are held with all the staff. Sometimes such meetings are devoted to specific subjects of common concern to several experts and agencies, and Resident Representatives report that the meetings not only allow them to maintain close relations with other representatives, but also promote mutual understanding among the various mission chiefs themselves and facilitate the technical co-ordination which may be required. The importance of these meetings should be emphasized, as they are an essential factor in facilitating the free flow of information which Resident Representatives must provide to the Participating Organizations on matters of interest to them. There was general agreement with the field officer who said that "The core of the day-to-day co-ordination is to make this principle a two-way semi-automatic exchange of information".

25. Most Resident Representatives mentioned the increasing interest shown by government co-ordinating authorities in obtaining early and detailed information on regional projects. Since Resident Representatives cannot be as directly involved in the development of such projects as in the case of country programmes, it is desirable that the Participating Organizations,

through their regional commissions or offices, as appropriate, keep them fully informed. This would help to ensure that individual governments take full advantage of the assistance afforded by regional activities. Resident Representatives also mentioned the importance of being kept informed of the development of "comparable programmes of technical assistance carried out by the Participating Organizations" and financed outside EPTA. Most field officers reported that the situation was reasonably satisfactory and that the exceptions could best be dealt with through informal consultations between the Participating Organizations and the field officers concerned. In some countries, the large volume of assistance provided under various programmes would make it most difficult for the Resident Representative to be kept informed of the details concerning projects without relying on the mission chiefs of the Participating Organizations concerned. Frequent meetings between the TAB field officers and field representatives of the Participating Organizations are here again essential.

26. In this connexion, the ACC decision that Resident Representatives and Chiefs of Mission should act in closest co-operation with each other and that the latter should serve as technical advisors to the Resident Representative is of particular importance for the effective planning, co-ordination and implementation of Expanded Programme activities. All Participating Organizations have informed their field officers of this principle and briefed their newly appointed representatives of the co-ordinating rôle of the Resident Representatives, as requested by the ACC. Two recent developments tend to facilitate close co-operation between Resident Representatives and chiefs of missions or agency representatives. The first is the establishment of five "model" TAB/Special Fund offices where the agency chiefs act as technical advisors to the Resident Representatives, who are being given the staff and facilities required to carry out effectively their work of co-ordination. The second is the close contact required by the Special Fund between Resident Representatives and Special Fund project managers.

27. The TAB has also reviewed the implementation of the ACC principle according to which Resident Representatives should be given advance notice of all visits of Headquarters officials concerned with technical assistance and kept fully informed of the purpose and results of discussions at the country level. The Board noted that this principle was well implemented in connexion with the visits made by officials of agencies for the planning of Expanded Programme activities. It was, of course, understood that in some cases officials from Headquarters and regional offices must make field visits on short notice to assist in solving technical questions, and that it is not always possible to give adequate advance notice to the Resident Representative, or necessary to take his time to discuss specifically technical matters. This is also the case when the purpose of the visit does not relate to economic development questions and where the contacts with the government are essentially on regular programme questions. Common sense suggests that it would be desirable for the Resident Representative to be kept in the picture even where matters not strictly related to the Expanded Programme are concerned, but no hard and fast rule need be insisted on.

28. The need to review experience and report to the Council and to TAC on the application of the ACC principles has given an opportunity to the Board and ACC to examine present practice, take up individual cases where the situation might be improved and draw attention to the constant effort which must be made to maintain good co-ordination at the field level. It is still too early to assess the full impact which these principles will have on field co-ordination but there is general agreement that they have been most helpful in clarifying responsibilities, and that this has already led to better understanding and more effective co-ordination.

29. In summary: if a preliminary conclusion can be drawn from the short period during which the ACC decisions have been in effect, it is that the general level of co-ordination in the field is now good, that there is nothing to indicate a need to add to, or revise, the ACC principles for the time being, but that continuous efforts are needed on all sides to maintain and improve on the present practice.

(d) Evaluation of programmes

30. In its resolution 908 (XXXIV) of 2 August 1962, on evaluation of programmes, the Economic and Social Council "Requests the Administrative Committee on Co-ordination to consider, and to present to the Council at its thirty-sixth session, proposals for carrying out on a continuing basis, in close co-operation with Member States in which the programmes operate, comprehensive evaluations of the programmes of the United Nations system of organizations in terms of performance and results achieved".

31. A resolution on the same subject was adopted at the 1962 summer session of the Technical Assistance Committee, which requested the Executive Chairman of TAB "to consider possible improved methods for helping the Committee evaluate the work of the programme in recipient countries and to present a report on this subject, together with any financial implications, to the November 1962 session of the Committee" (E/3680, annex III). In response to this request the Executive Chairman presented a report on "Methods of Evaluation of the Expanded Programme of Technical Assistance" to the November session of TAC (document E/TAC/122). This report, which contains proposals for action by recipient Governments and by the international organizations concerned, examines various ways in which present evaluation methods might be improved or supplemented. It was approved by TAC, which adopted a resolution in which it "Looks forward to the receipt from the Executive Chairman of regular reports containing critical analyses of the successes and shortcomings of the Expanded Programme so that the Committee will be in a position satisfactorily to evaluate it" (E/3704, annex II). In the same resolution the Committee "Requests the Secretary-General regularly to present reports on the regular United Nations Programmes of technical assistance analogous to those [to be presented by the Executive Chairman of TAB]".

32. Arrangements are at present under way for strengthening the general evaluation which TAB makes of Expanded Programme activities. In its forthcoming report to TAC the Board will, for instance, give a detailed evaluation of fellowship programmes as well as a general evaluation of the Programme carried out in 1961-1962. Parallel measures are being taken for fuller evaluation of United Nations regular programmes. It may be mentioned in this connexion that the United Nations has in past years carried out extensive evaluations of certain of its own programmes, notably in the social field.

33. The question of evaluation was considered at its ninth session by the Governing Council of the Special Fund. The general feeling of the Council was that the time had not yet come for evaluation, and in its report the Council recognized that "it was still too early at this stage of the Special Fund's operations to carry out such exercises" (E/3717, para. 27). It would appear premature, therefore, to envisage including the Special Fund in the compass of the "comprehensive evaluation" called for by the Economic and Social Council.

34. The specialized agencies and the IAEA already have their own evaluation procedures and evaluation reports including reports on regular programmes are frequently submitted to various governing bodies. A brief analysis of the practices of participating organizations was given by the Executive Chairman of TAB in document E/TAC 122, paras. 14-26. With reference to the "comprehensive evaluation" called for by the Economic and Social Council, the ACC puts forward the following suggestions, it being understood that the evaluation of technical projects and programmes must rest with the appropriate agency of the Government and the international organization concerned, and that the Council will be interested rather in the broader aspects which bear on the effectiveness of the work of the United Nations as a whole:

(a) Each agency could include in its annual report to the Council a brief account of appropriate information made available to its governing organs, relating to the programme review;

(b) In order to ensure maximum comparability of data and material from various sources, the agencies would, so far as conditions are comparable, endeavour to adjust the questionnaires established for the evaluation of their own programmes to the type of questionnaire adopted by the Board for IEFTA activities;

(c) When a particular type of programme of common interest to various organizations, such as fellowships or training institutes, is chosen by TAB for special evaluation in a given year, those agencies which have regular programmes in this field could choose the same topic for particular attention.

35. The attention of the ACC has been drawn to certain proposals concerning arrangements for the evaluation of the results of programmes which are put forward in the ad hoc Committee established under Council resolution 851 (XXXII) on co-ordination of technical assistance activities, as recorded in the Committee's report to the Council (E/3750, para. 21). These suggestions will be considered in connexion with the study which is being undertaken under Council resolution 909 II (XXXIV) (see paras. 185-192 below).

36. Evaluations have been, and will continue to be, carried out "in close co-operation with Member States in which the programmes operate". The following statements may be quoted in this connexion from the report of the Executive Chairman of TAB previously mentioned:

"As TAC has laid increasing emphasis on evaluation, appropriate steps have been taken by the recipient governments, the Participating Organizations and the Resident Representatives. Even where evaluation machinery has not been established by the governments, the country programming procedure itself leads to a review of technical assistance projects, as a decision on priorities of new and continuing projects must be made when the government submits its request. In addition, the ministries and departments concerned nearly always have to review projects periodically in the ordinary course of administration.

"Several governments have set up ad hoc units for evaluating the technical assistance programme or have given the task to existing agencies. In Afghanistan this responsibility has been assigned to the Ministry of Planning; in India it has been entrusted to a Cabinet Committee; in Libya it is one of the functions of the Development Council; in Argentina it is assigned to the Executive Board of the Inter-Ministerial Board on Technical Assistance; in Ecuador it is the responsibility of the National Planning Board; and, in Iran, the Government Planning Organization is concerned with evaluation. In Israel, the Ministry of Finance and the Ministry of Commerce and Industry have begun to evaluate their development projects, and, in Yugoslavia, an evaluation section for technical assistance has been organized under the Federal Technical Assistance Administration. Most Governments have expressed keen interest to do more in the field of evaluation but have been handicapped by the lack of personnel" (E/TAC/122, paras. 12-13).

37. It is clear that the effectiveness of evaluation by international organizations is greatly enhanced by effectiveness of the national evaluation machinery in the country concerned. In this connexion, attention is drawn to the resolution of the Technical Assistance Committee in which it "Urges recipient Governments to assist in every possible way in the evaluation of the United Nations technical assistance programmes, inter alia, by making available their own evaluation of the technical assistance they have received under these programmes". (E/3704, annex II). The experience of certain countries in developing sound and far-reaching evaluation procedures may be of great value to others. The Council may therefore consider it useful for TAB to collect, and make available in convenient form for the governments, the Council and the TAC, information on national methods of evaluation of economic and social programmes, with particular reference to those which are assisted by international organizations.

IV. SCIENCE AND TECHNOLOGY

(a) United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas (4-20 February 1963)

38. A broad exchange of views took place regarding the follow-up action required by the organizations of the United Nations family in order to achieve in the Development Decade the goals to which the above Conference had pointed, and regarding the general purport of the statement which the Secretary-General will lay before the Economic and Social Council on this subject. In this connexion, the Secretary-General informed his colleagues in the ACC of the consultations for purposes of discussing such follow-up action which were held in New York on 23-24 April 1963 with the President and the Secretary-General of the Conference, the representatives of the Governments that had provided vice-presidents, and the representatives of the United Nations agencies concerned.

39. On two questions of direct and immediate concern to the ACC, the following conclusions are brought to the Council's attention.

40. In assuming continuing responsibility for ensuring positive inter-agency co-operation in this field, the ACC decided to establish, and to continue in existence for such time as may be necessary, a Sub-Committee on Science and Technology. In addition to meeting periodically to review inter-agency working relations in this field, the Sub-Committee will be available to meet jointly when desired with the Advisory Committee on Science and Technology which it is suggested below that the Economic and Social Council may wish to establish.

41. The ACC suggests that the Economic and Social Council may well need some special machinery to keep all aspects of the subject under review. In this connexion the Council may wish to consider the desirability of establishing an Advisory Committee on Science and Technology to report to it periodically through the ACC. The distinctive contribution which the suggested new Committee could make would, in the view of the ACC, be most fully realized if this Committee were constituted so as to include scientists, economists and administrators of highest calibre with an intimate knowledge of the activities of the United Nations agencies concerned, as well as to afford adequate representation to both the advanced and the less developed areas, and if its members were to be appointed by the Council on nomination by the ACC.

42. The ACC felt that it would be premature to comment on the effects which the problems arising out of the evolution of science and technology as related to the economic and social progress are having on the administrative structures of the various agencies of the United Nations system (Council resolution 910 (XXXIV), para. 8).

43. This question is under careful review and the ACC will report on the matter in 1964.

(b) Main trends of inquiry in the field of the natural sciences, the dissemination of scientific knowledge and the application of such knowledge to pacific ends

44. The Secretary-General consulted his colleagues in the ACC, in the light of Council resolution 910 (XXXIV), paragraph 9, on the steps that should be taken to keep up to date the information contained in the Survey of Current Trends in Scientific Research (E/3662/Rev.1) published in 1961. The Survey attempted to offer a global picture of the wide field of scientific and technological research; and as a first undertaking of this magnitude, it brought to light a considerable amount of valuable information which by far outweighed some of the drawbacks inherent in any general survey of this nature, in particular that of a certain unbalance between some of its components.

45. It was agreed that it would be most difficult, if not totally impossible, to mobilize a sufficient number of specialists to provide completely up-to-date and balanced information required for a report equally complete regarding all the fields of scientific and technological research.

46. The original Survey, on the other hand, provided a framework, established a system and defined a method for this kind of work, which can be used in the future on a smaller scale with positive results. If new similar studies should be undertaken it seems that they should be carried out in defined fields selected either for the variety of methods and trends of research, for the importance of the applications derived from the research activities, or for the utilization of new methods that should be made known to the specialists in these and/or related fields.

47. This would appear to be, from a scientific point of view, the most commendable action to be undertaken as a follow-up of the Survey. In this eventuality, contracts might be established, as appropriate, with non-governmental organizations working in the fields of science and technology, to prepare a number of specialized reports based on the general lines of the "survey" but adapted to particular fields of research for which more detailed and precise information may be provided. Certain suggestions for such particular studies may be made at a later stage, taking into account the discussions arising out of the United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas.

V. EDUCATION AND TRAINING

Asia

48. The ACC informed the Council at its Thirty-fourth session that the study of a co-ordinated approach to education and training, already conducted in respect of the African and Latin American programmes, would be extended to that in Asia. However, it soon became apparent, as this study proceeded, that the emphasis had changed. Perhaps in part because of the work already done in Africa and Latin America, and in recent more general discussions, it no longer seemed necessary to give so much attention to defining areas of competence, or to ensuring that opportunities for collaboration were not just overlooked. The various organizations now have a lively awareness of each other's work in education and training, and, although, of course, practical difficulties are not uncommon, and vigilance is needed to ensure that existing agreements are observed, the procedures for co-ordination within the general and accepted framework of ACC, and for determining when this is appropriate, are well understood in all their necessary variety.

49. As a result the ACC, in studying the programmes in Asia, was able to concentrate on education and training as elements in national plans for economic and social development, and, in a wider context, as a contribution to reaching the targets set by the United Nations Development Decade.

50. Two major international meetings during 1962, the ILO Fifth Asian Regional Conference, and the Tokyo Meeting of Ministers of Education convened by UNESCO in association with ECAFE, were fully in accord with these concepts. The ILO Conference approved the 'Resolution of Melbourne' which cites vocational training as one of 'three basic features of a dynamic human resources policy directed towards economic and social advancement'. The Resolution recommends that 'training policies should be linked with economic development programmes' and that 'education policies, which to some extent determine the effectiveness of training policies should correspond to the realities of economic life'. The Conference took the view that training should, if possible, be given within industry, or in conditions and surroundings as similar as possible to those in which the trainee will work. It recommended that 'undertakings' activities in basic and continuing further training should be intensified in order that the Asian countries may derive the utmost benefit from the manpower they already have in employment. These, and other parts of the Resolution relating to accelerated training, the training of teaching staff,

the special needs of rural areas, collaboration with international organizations, and various detailed aspects of training, will be carefully considered by the members of ACC in relation to their own programmes.

53. The Ministers of Education meeting in Tokyo had under review the 'Karachi Plan', framed early in 1960 and envisaging the provision by 1980 of not less than seven years of schooling for all children in Asian countries. It was agreed that each country now needs to extend its primary education plan to secondary, higher and adult education. This will call for the use of new educational techniques ranging from modernized textbooks to mass television and radio programmes. The Meeting also recommended that countries should move by stages to the investment of between 4 and 5 % of their gross national product in education by 1980. As with the 'Resolution of Melbourne', so with the decisions taken at Tokyo, the emphasis was on integration with overall economic and social development plans, and the conclusions were thus relevant to the work of all the members of ACC. UNESCO and ECAFE, in consultation with ILO and FAO, will be helping the 18 Asian countries during 1963-4 to develop long-term co-operative educational plans fitted into overall development programmes in accordance with the targets of the Development Decade. The relationship of population trends to education will be one of the main items at the Asian Population Conference, to be convened by the UN under ECAFE sponsorship in December 1963 in India.

52. All discussion of education and training in Asia must start from considerations of size. The scale against which problems must be measured is almost of a different order of magnitude from that of other regions. The Karachi plan calls for an increase of nearly five million teachers. During the plan period over 170 million additional children must be enrolled. For India, the census data, while showing between 1951 and 1961 an increase between 16 and 24 % in the percentage of literate among the population 5 years of age and over, shows in absolute numbers of illiterates in this age group an increase of about 10 million. The international organizations, faced with a task of this magnitude, have responded with programmes that, however much they may fall below needs, are nevertheless relatively large. The various projects making up these programmes are described in other documents before the Council and need not be listed here, especially as the very great majority (even though in a context of overall planning) do not raise problems of co-ordination.

53. The ACC, in considering this question of magnitude, noted that Governments in the Region had themselves drawn attention to the danger that quality might be sacrificed to quantity. This had repercussions on the work of the international organizations; for example, they were sometimes asked to complete programmes in a shorter time than technical considerations merited. Thus a major preoccupation of the organizations was to prevent a qualitative deterioration while respecting the sense of urgency inherent in the concept of the Development Decade. Those agencies concerned with professional standards, are considering every adaptation appropriate to national and regional conditions; there is however a need to maintain adequate standards. A promising approach which is being implemented by some agencies is an increased emphasis on the training of auxiliary staff working under professional guidance.

54. All organizations engaged in training report that one of the biggest problems in maintaining both quality and quantity is the low level of general education of candidates presenting themselves for more specialized training. This is particularly true in science and mathematics, but also holds for the social sciences, and for languages. The unanimity of agencies on this point has led UNESCO to give high priority, in advising governments on teaching methods and on curriculum content, to ways of overcoming the inadequacies observed by the specialist instructors. This however can only be a fairly long term approach and many training institutes are faced with the immediate problem of the candidate not ready for specialized training. Instructors have to give time which can ill be spared from their expert duties to elementary instruction (for which, moreover, they may not be skilled teachers). The ACC recommends that, where appropriate, international financing of training institutes should include provision for an expert in general education. In addition to meeting the emergency needs described, such an expert could usefully advise on the pedagogic aspects of the more specialized training in the institute. This should certainly apply to programmes run by the UN and specialized agencies.

55. Poor linguistic preparation is a major handicap in specialized training, but is linked with a question that each country will wish to decide for itself, the relation between the mother tongue and the 'international' languages. The members of ACC are interested because for many of the disciplines in which they offer training a working knowledge of another language is essential. UNESCO has acquired much experience in the techniques of language teaching and this is at the disposal of other agencies. Possibly here again there is a case for the addition of a teacher to the staff of technical institutes, or perhaps even for an internationally aided pilot centre for rapid learning of languages.

56. These are 'first aid' devices to overcome the immediate difficulties posed by inadequate general education. The longer term plans for education and training at many points involve co-ordination between the members of ACC. For example, the programme for the development of national plans endorsed by the General Conference of UNESCO in 1961 is being implemented by, among other devices, joint UNESCO/ECAFE survey missions. All the organizations are informed of, and participate when appropriate in, such missions, and in the other projects under the programme for educational planning initiated by UNESCO and ECAFE. The recently approved Asian Economic Development Institute might well be a focal point of co-ordination of education and training programmes in Asia. Further, the ECAFE Group of Experts on Social Development Planning to be held in April 1963 will give special attention to education and training, and will be aided in its deliberations by the specialized agencies. The ACC has recently had an opportunity to review in some detail lists of projects submitted by each organization in the expectation that other agencies might wish to participate.

57. In considering questions of co-ordination in the Asian region the ACC came to some conclusions that were of wider application. These are described below under 'Co-ordination and harmonization'.

Africa and Latin America

58. The ACC at previous sessions of the Council has reported in some detail on the co-ordination of programmes of education and training in Africa and Latin America. Progress has been kept under review and, without repeating the full surveys of earlier ACC reports, some significant advances may be noted.

59. It has been decided to include in the Latin American Institute for Economic and Social Planning (set up under the aegis of ECLA) a Department of Educational Planning. Although inter-agency collaboration in education projects in Latin America is already close, this should provide a valuable focus for many activities of interest to several organizations. In questions of training similar opportunities for co-ordination will be provided by ILO's decision to set up a Latin American Centre for Research and Documentation.

60. The first course on Educational Planning organized at Santiago jointly by UNESCO, ECLA, ILO and OSA, and with the participation of other organizations, was completed in December 1962. The course, attended by 21 trainees from 14 countries, laid stress on the relation between educational planning and the wider planning for economic and social development, with particular reference to human resources.

61. In Africa the habits of co-operative activity deriving from the Addis Ababa meetings have been well maintained. The Conference on the Development of Higher Education held at Tananarive in September 1962 was organized by UNESCO but the other agencies contributed both in its preparation and at the meetings. It resulted in a twenty year programme within the broader plan agreed at Addis Ababa. As an illustration of the efficacy of the joint approach it may be cited that the recommendations arising out of the Tananarive Conference were reflected in the discussions of medical education at WHO's Regional Committee for Africa. Particular shortcomings were noticed in the number of students being attracted to higher education in agriculture, and in veterinary sciences, and FAO will be giving high priority to removing this serious impediment to the economic development of Africa.

62. Since its report to the thirty-fourth session of the Council the ACC has had an opportunity to assess the results of the manpower survey initiated by ILO in Cameroun and conducted with the collaboration of several other organizations. The mission studied the physical, human, economic, and institutional factors relating to manpower, and made a series of recommendations on the relations between a manpower service, education and training, and the economic development plan of the country. As an example of inter-agency co-ordination the survey may be regarded as a success but some practical questions concerning the composition of the teams, and particularly the phasing of the visits of the various members to the country (it is not always most efficacious for the team to be in the field all at the same time) are the subject of consultation and study among the agencies. It has been agreed, tentatively, that a second manpower survey mission might be organized to Algeria.

63. A similar conclusion has been reached in regard to the UNESCO Educational Planning Missions in Africa. Here too inter-agency collaboration has been, in most cases, smooth, but the practical problems of joint scheduling are not always easy to solve, and require detailed study in each instance, including the possibility of scheduling the Manpower and Educational Planning missions in such a manner that maximum benefits are achieved.

64. As in the case of ECLA the agencies look forward to an active collaboration in questions of education and training when the ECA Institute for Economic and Social Planning begins its work.

65. The ACC has been pleased to note a major extension in UNICEF's activity in Africa in connexion with education and training. In addition to projects in health and nutrition education (in collaboration with WHO and FAO, UNICEF (in collaboration with the United Nations Bureau of Social Affairs) is assisting training in social welfare and community development at the East African University of Makerere, Uganda, and the Oppenheimer College of Social Service in Northern Rhodesia. This is a new area for UNICEF and it is hoped will be the forerunner of similar projects offering further opportunities for collaboration with the United Nations and other organizations.

66. Another new development in international aid to African education greatly welcomed by the ACC is the development credit made by IDA to Tunis for school education, the first of its kind. In one particular respect, the cost and standardization of school buildings, the Bank will seek advice from other members of ACC; the United Nations, UNESCO, and WHO all hope to give help. UNESCO is providing the Government with a team of advisers to assist it in its educational planning and administration.

Agricultural Education and Training

67. In response to Council resolution 906 (XXXIV) the ACC has, since that session, given special consideration to 'problems of co-ordination in the field of agricultural education and training'. The nature of this work calls for co-operation between several agencies, as satisfactorily established in the ILO/FAO/UNESCO Agreements on Agricultural Education and Training. Consultation and collaboration are expected to increase in the future. This will allow for the development of identity of approach to the problems of education and training in food and agriculture.

68. To this end an ILO/FAO/UNESCO Technical Working Group has been set up. This met most recently in Paris in December 1962 with an agenda that included the following topics:

- (a) Agricultural education in relation to Educational Planning and Economic and Social Development
- (b) Preparation of textbooks
- (c) Use of mass media and other techniques of communication
- (d) Programmes on which Inter-agency co-operation is in progress
- (e) Programmes on which Inter-agency co-operation might develop further and
- (f) Exchange of information about Technical Assistance and Special Fund activities.

69. The discussion of these questions is summarized below.

70. The three agencies agreed that agricultural education and training had to be considered as a whole in relation to national development planning. Accordingly an effective contribution by the three agencies required a very close co-operation in order to render the best possible services to their Member States. It was recognized that what has been known as 'the FAO concept of national systems of agricultural education' was closely related to the UNESCO approach to educational planning and to the ILO approach to assessment of employment needs within the framework of overall planning for economic and social development; it was stressed that these approaches involved no single type of administrative machinery and that it was for each country to determine the proper administrative relationships to ensure co-ordination. The three agencies were therefore resolved, on the basis of their particular experience, to contribute jointly to overall development through the strengthening of agricultural education and training.

71. Emphasis was laid on the vital importance of general education at all levels in both rural and urban areas. It was recognized that the Curricula for general education should be adapted to include an appropriate orientation towards general agricultural questions, adjusted to the pupils' environment, urban or rural. There should be no attempt, however, to convert general primary or secondary schools in rural areas into inferior types of farm or agricultural schools intended to provide technical preparation for farming or for service with government or other agricultural agencies. As a result of these discussions reconsideration was given to a number of studies already contemplated in the various agencies' programmes, with a view to further co-operation in this field.

72. Detailed information was exchanged on current programmes on which Inter-agency co-operation is developing as well as on new activities which call for close consultation and proper devices for collaboration. Attention was given to the problem of co-ordinating missions with respect to timing, recruitment of experts, briefing at Agency Headquarters etc., so as to ensure that the advisory services rendered by the Agencies to Member Governments are made available with maximum effectiveness. Joint missions in particular raise problems which might best be considered on an ad hoc basis, bearing in mind the experience gained during 1961-1962. Suitable methods were explored and agreed upon to meet these situations.

73. Arrangements for future Inter-agency collaboration on specific projects, including the use of information media, were reviewed in detail. This review enabled the Working Group to clear many important points which had given rise to some problems in the past. The discussion revealed that more frequent informal

consultations should take place at a technical level between the Agencies directly concerned, whenever there was a need for them, in between meetings of the Working Group, particularly for the purpose of exchanging information and views in the early stages of Technical Assistance and Special Fund activities.

Co-ordination and Harmonization

74. During the past two years the ACC, at the request of the Council, has given special attention to co-ordination and harmonization of policies in education and training. As is noted in the comments on the Asian programme, the ACC now believes that, although this study should continue, its emphasis should be changed. An initial phase may be regarded as successfully completed. Agencies are now aware of each other's educational and training activities, and the purposes those activities are designed to serve, to an extent that was perhaps not the case earlier, there is no serious discord in their general philosophies concerning these matters (though, of course, day to day problems arise and will continue to do so), and it no longer seems necessary to give the considerable time needed to extract from the various programme documents available to the Council, and present separately, those projects dealing with education and training.

75. The ACC envisages two ways in which it would, in the future, keep under review programmes of education and training. The first would be to facilitate practical collaboration at the technical level. This would be achieved by many methods, both formal and informal, and would involve substantive as well as administrative questions. The second theme the ACC would discuss is the need to ensure that all programmes of education and training (always without prejudice to the inherent values of education) should contribute to national plans of social and economic development, and thus be of a priority appropriate to the aims of the Decade. These two approaches are connected but can be considered in turn.

76. The ACC has noted three new factors increasing the range of international action and each giving intensified opportunities for practical collaboration within the UN family. The first is the decision of the Bank/IDA to create an Education Division and to make loans and possibly grants for education and training purposes.

77. The second new factor is the extension of UNICEF activities to both teacher preparation and higher education, thus adding significantly to the many existing opportunities for collaboration between UNICEF and other organizations in training projects.

78. Thirdly, UNRWA's training programme has increased to such an extent (from 2 centres with 300 graduates annually in 1960 to 11 with 2500 at present) that those agencies that have contributed to its development may now in turn benefit from its experience for possible adaptation to other areas.

79. Agency co-operation is close and effective with all three of these organizations (the Bank, UNICEF and UNRWA) which necessarily deal with several other members of ACC, though formal agreements and definitions of competence are rarely found necessary.

80. The ACC, through its Sub-Committee, and also at informal meetings which often may concern only two or three Agencies, will continue to ensure at Headquarters level a common approach to education and training. A particular need for this arises from General Assembly Resolution 1824 (XVII) on the training of personnel for accelerated industrialization. In the light of discussions which already took place on how best to carry out the work in response to this resolution, the ACC noted the arrangements and schedule worked out for co-ordinated action in this respect as well as the steps taken by some agencies with a view to ensuring their effective participation in the implementation of the resolution.

81. The ACC thinks there will also be occasions for its Sub-Committee to meet for detailed substantive exchange of experience. Two examples of themes for such technical discussion are the medical reasons for wastage in training, and language barriers to the effective use of training facilities.

82. The responsibility for seeing that education and training projects (and particularly those that involve no inter-agency co-operation) are of high priority in the national development plan belongs, of course, to the Government. The ACC believes that the key to a proper balance between training projects in different disciplines is effective inter-ministerial co-ordination. The international organizations can facilitate this by giving technical advice in public administration but the pattern will change with differing circumstances and each country will wish to find its own solution.

83. For those projects that do involve inter-agency collaboration, the ACC believes that here too co-ordination at the country level is of even more importance. This takes place both within the Government and between officers and experts in the country from the international organizations. There may be occasions when, at the Government's request, these two types of co-ordination might be fused. The Resident Representative, as has frequently been stressed in ACC reports, has a major role in bringing together agency staff both formally and informally.
84. At the global and regional levels there will be many inter-agency opportunities for ensuring that education and training projects are kept in proper balance with the aims of the Development Decade. The Institutes set up, or to be set up, at the Regional Commissions have already been mentioned. The International Institute for Educational Planning, the statutes of which provide for organic inter-agency relationships and to which the Bank has made a first grant will this year begin operating as an autonomous body within the framework of UNESCO.
85. In sum, the facts that all projects originate in government requests, that they are at some stage scrutinized by an inter-governmental body, and that a whole network of inter-agency exchange of experience and views exist, give considerable assurance that educational and training programmes are given appropriate priority in national development plans. The ACC believes that in the immediate future its most important task, in keeping under review co-ordination and harmonization of policy in this field, will be to relate education and training to the wider context of the Development Decade

VI. RURAL DEVELOPMENT

(a) Arrangements for co-ordination

86. In recent years, as a result both of the increase of operational programmes and of the accession to membership of a large number of predominantly unindustrialized new States, there has been, in the work of the United Nations family, an increasing emphasis on rural questions. This has, as it were, two dimensions. There has been an intensification of those tasks that have always related to the countryside, and, in addition, it has been found necessary to pay special attention to the impact on the rural areas of many of the general programmes already within the mandates of the organizations. To this must be added a growing concern with rural development in a broad sense.

87. Since the adoption of ECOSOC resolution 840 (XXXII), the number of international action programmes has continued to increase. To the various regular and expanded technical assistance programmes, the Special Fund and the United Nations Children's Fund, has now been added the joint UN/FAO World Food Programme, while the International Development Association has also begun operations. One of the functions of programmes such as those of the Special Fund, the World Food Programme, IDA and UNICEF is to help increasingly to bridge the gap between national investment plans and domestic investment resources. The practice is also growing - and covers bilateral and regional as well as multilateral international action - of putting together all material aid in an "aid package" provided by a "consortium" of contributors. The integrated operation of the material aid programmes, with a proper respect for generally accepted priorities, obviously depends on the knowledge of mission chiefs and other experts from the various services. Their co-operation is now becoming not only substantively desirable, but also administratively necessary, in view of the rapid augmentation of the number and variety of material aid programmes.

88. Necessarily, problems of co-ordination arise in this setting. The obligation to provide the best possible advice to common members carries with it (at the most elementary level) the need to avoid conflicting advice, but also the avoidance of any confusion as to which agency to approach in a particular context, and the avoidance of duplication of staff with its consequential unnecessary expense to Governments. Apart from these somewhat negative considerations there is the

positive need to bring together the specialized functions, discharged by several agencies, required to deal satisfactorily with the broad problems of rural development.

89. Such considerations have frequently been debated by the Economic and Social Council. For example, resolution 840 (XXXII) inter alia, "expresses the hope that the Administrative Committee on Co-ordination will continue to work towards the fullest possible integration of activities in the field of rural development". More recently the annex to resolutions 904-9 (XXXIV) speaks of "increased attention to integrating existing arrangements for inter-agency co-operation and co-ordination in a concerted attack on the problems of improving living and working conditions in rural areas".

90. In response to the wishes of the Council, the ACC has convened a series of inter-agency meetings to review both present arrangements and possible improvements in them. In the course of this review it was found that the question of co-ordination could not be satisfactorily resolved without some examination of the precedent question of the concept of rural development itself. The next section of this report offers some contributions to such a study, not in any detail but only in so far as it can throw light on the more limited subject of inter-agency collaboration.

(b) The concept of rural development

91. In a decade of development, and in a world predominantly rural, it is inevitable that noun and adjective should come together; some difficulty arises over two possible meanings of the resulting phrase. Sometimes it is used as if there were a separate set of problems and solutions distinguishing "rural development" from other forms of development, or from development in general, and calling for special disciplines with a unifying "rural" concept permeating all activities. At other times the adjective is simply one of space, and the phrase refers to development as it affects people living in the country. Differences in rural and urban conditions remain, of course, but they do not dictate a wholly different approach. The two meanings overlap but it is important in the context of international technical co-operation to put the emphasis on one rather than on the other.

92. It must first be noted that there is considerable disagreement over the extent to which the first, or conceptual, meaning is valid. Certainly the social structure

of a rural community is different from that of an urban community and a different set of standards and of solutions has to be applied. This is not merely a matter of location but a recognition of the fact that the different setting and different traditions call for different solutions to problems that on the surface may appear to be the same. Rural development has its own intrinsic importance as well as its part in the over-all economic and social development of a country. The country should not be regarded as the breeding ground for increasing urban population: it must have its own standards and attractions at least as satisfying as those of the cities and towns. Then again rural areas have certain characteristics that have to be taken into account in, for example, the planning of health services - there are physiological and psychological effects of hardship arising from climatic conditions, work not easily mechanized and requiring hard labour, or direct contact with disease vectors and parasites. In all social and economic development the physical remoteness of country areas is a factor specific to them.

93. Nevertheless, in differentiating between rural and urban, one is soon on less solid ground. For example, some countries, in dividing administrative responsibilities, allot a special task to ministries for rural development (under various names) while others regard "town and country planning" as inseparable.

94. Even in the most definitively "rural" activity of all, agriculture, there is a wide span of opinion. Some people view the farm as almost analogous to the factory and see agricultural development in terms of the application of quasi-industrial techniques. Others believe that this is to overlook the true values of the rural way of life, themselves productive of men and women whose solid virtues are essential to a healthy and well-balanced national tradition.

95. Not all of these divisions of opinion may be justified by national differences: it may be possible in some cases to say that the advantage definitely lies with one approach rather than another. This will be a matter for continuing debate within the United Nations family of organizations and without.

96. In turning from the "conceptual" to the "spatial" interpretation of the phrase "rural development", the difficulty of clear definition remains, since the term "rural" as opposed to "urban" is vague, changing from country to country according to its interpretation of what "urban" actually means, the rest of the

country being supposed to be 'rural'. However, even allowing for different interpretations of 'rural development' in its 'spatial' sense, the reasons for the concern expressed by ECOSOC in resolution 840 (XXXII) and elsewhere (and by other legislative bodies within the United Nations family) at once become apparent. The developing countries (and particularly those recently independent) are overwhelmingly rural, and development must to a very great extent be rural development. In speaking of development during the thirty-fourth session of the Council, the delegate from Senegal spoke of 'the villages, the basic cells of the African society'. Increasing agricultural output has been described as 'the fundamental problem of economic development ... also the most difficult problem, and the one where least progress is being made'.

97. The matter, moreover, is not only quantitative but also qualitative; in such economic and social development as has been taken place the people living in the country have fared much worse than those living in the towns. History of course has contributed to this; in many languages the very word 'civilization' implies that the good things of life belong to the town. The rich town mouse and his poor country cousin, or their equivalents, appear in many mythologies. Romantic Rousseau-like beliefs that the real virtue and the true pleasures are in the countryside have rarely succeeded in ameliorating the lot of most who live there. The shortcomings remind us that rural life is often grim, unhealthy, poverty-stricken - far from an idyllic life of communing with nature. Contributing to this poverty has been illiteracy and a conservative resistance to social and technical change combined with administrative neglect - money, materials, and skills being concentrated in towns where results are more quickly obtained.

98. It has been suggested that a history of commercial orientation towards more advanced industrialized countries and of dependence on a few basic exports has in many countries aggravated the rural burden by concentrating amenities in a few coastal towns. However, just as imbalance between rich and poor countries is no longer thought acceptable, so it is now regarded as intolerable between town and country (all the more since such amenities as town life has are threatened by the incursion of discontented country migrants). Nevertheless the correction of this imbalance is not necessarily best achieved by concentrating development work on the countryside. Amelioration is of necessity achieved by the over-all economic and social development of the nation. In other words, rural development is a part of the problem of development as a

whole and cannot be separated from it. In terms of resource allocation and national planning the two must in any case be taken together. One particular aspect of this inter-relationship is the movement of labour to and fro between rural and urban areas which has given rise to numerous problems both in the town and in the countryside.

99. In rural development thus conceived many issues present themselves, some definitively agricultural in nature, others common to town and country but perhaps with peculiar difficulties arising from the rural environment or from the great distances involved. Among the latter are the problems of staffing rural health and education services, and the provision of an adequate transport and communications network. Many such problems call for prior policy decisions involving a closer examination in each individual case of the sort of general consideration mentioned already in the discussion of definitions. Such policy questions lie behind, for example, the introduction of social change in village life, the planning of rural development within national development programmes, the training of national cadres for implementing rural programmes, and the study of rural employment problems with particular reference to the pro's and con's of labour intensiveness.

100. If this analysis is correct it would seem to follow that both definitions of "rural development" are valid but that in the context of the co-ordination of work between the international agencies it is the second, that is the spatial, that will be found useful more often than the first, or conceptual. Occasions for stating a common doctrine about "rural development" as a whole, or for planning a "concerted programme" will be comparatively rare. On the other hand, there will be constant need for a whole series of arrangements for collaborating in the various activities that together constitute rural development.

101. However one looks at rural development, it is important for the United Nations group of organizations to examine the ways in which their various efforts are contributing to the common end. Although rural areas can be considered both as a source of wealth and as a human environment, it is particularly the latter which, because of its complexity, presents a special challenge. There is general agreement among the organizations on the need to offset such factors as remoteness and stagnation in rural areas by administrative decentralization, the use of village councils, voluntary workers, etc., to stimulate local initiatives, but further efforts are needed to apply these

measures more widely. Moreover, the positive values of the rural environment and the integrity of the rural community need to be preserved and enhanced by an inter-disciplinary approach and concerted action in the stimulation of rural development. To achieve this is the central task assigned by the ACC to its working group on rural and community development.

(c) Areas of primary responsibility

102. Solution to the problems of co-ordination as envisaged in the preceding paragraphs can to some extent be facilitated by noting certain subjects on which a given agency would normally take the initiative of action although it would keep the other agencies informed and consult with them as appropriate. In this respect FAO is in a special position, for while the UN and the other specialized agencies are concerned with the economy as a whole, FAO's concern is almost exclusively with the rural sector. FAO exercises initiative but not exclusive responsibility for a wide variety of measures applicable only in rural areas such as technical, economic and organizational questions of production in agriculture, forestry and fisheries, agricultural research organization; agricultural credit; food processing techniques; and planning and carrying out projects for the development and efficient utilization of agricultural, forestry and fisheries resources.

103. Similarly for other agencies there are, under the general heading of rural development, areas in which they take primary responsibility. For example, ILO has a special responsibility in respect of the living and working conditions of rural workers of all categories, manpower assessment and rural employment and training problems. WHO initiates action in health, where the principal activities relating to rural development are national health planning, the control or eradication of communicable diseases, the organization and operation of other preventive and curative health services, including environmental health, and education and training for health personnel. Within nutrition programmes in which UNICEF sometimes co-operates, WHO takes the initiative regarding the health aspects of nutrition, FAO, regarding problems of nutrition in relation to the production, processing, distribution and consumption of food. UNESCO is responsible for projects in educational services in rural areas (formal schooling and adult education) and in the use of mass media for community education in rural areas, whilst in collaboration with other agencies it also plays an important

role in social science research so urgently needed in rural development. The UPU is responsible for the extension of mail communication and other postal facilities including Post Office Savings Banks in rural areas. The ITU has specific responsibilities for developing all types of telecommunication facilities for use by Governmental authorities as well as for the public at large. In view of the importance of rising generations in relation to economic and social development, UNICEF is concerned with plans for safeguarding and promoting all the physical, mental and social interests of children and youth within overall development programmes. It is specially charged with the responsibility of ensuring that in comprehensive plans for rural and urban areas alike the total needs and potential resources of children and youth are given due place. In collaboration with the United Nations Bureau of Social Affairs and several specialized agencies, which provide technical advice and assistance, UNICEF supports comprehensive programmes which may include associated elements of social welfare, education, health, nutrition, vocational guidance and training. The United Nations itself has primary responsibility for over-all development planning including general resource and pre-investment surveys, regional and physical planning, the development of transport systems, tourism and questions of general public administration.

104. This description is not of course an exhaustive one, nor is it meant to imply that no agency ever plays a part in a project for which another has primary responsibility (for example WHO has an interest in food processing techniques with regard to contamination and ILO in tourism as a source of employment.)

(d) Areas of common interest

105. The preceding sections have indicated the extent to which the United Nations family is contributing to rural development by studies and projects which do not call for much in the way of inter-agency consultation, at least prior to initiating action, although general policies and timing require periodic review. Equally important, as indicated above, are the programmes where co-ordination is essential to all stages of development. For most of these, experience has resulted in a rational division of responsibilities and, where appropriate, in shared action. The list which follows illustrates the scope of co-operative action and calls attention to areas where clarification is still needed.

(i) Planning for economic and social development in rural areas within over-all national or regional planning.

106. As has been noted earlier in this report, rural development cannot be separated from the problem of economic and social development as a whole. While the United Nations is responsible for over-all development planning, it follows from the preceding section that each of the specialized agencies concerned with rural development initiates action with regard to development planning in its own technical sphere; it may also assist the ministries with which it works to co-ordinate aid available from different sources. This shared interest is on the whole well understood by the organizations, and collaboration is achieved by joint briefing and scrutiny of reports and by staff consultation. Nevertheless, it is susceptible of further study. Particular programmes, such as the Mediterranean project, or the African surveys (1961), could perhaps be evaluated as studies in inter-agency collaboration (as is being undertaken for the Andean-Indian project).

(ii) Nutrition

107. This concerns mainly FAO, WHO and UNICEF as noted above. Co-ordination is close and regular, presenting no special difficulty. Leadership for certain areas rests with FAO or WHO respectively, and others are agreed to be a joint responsibility. It is expected that the World Food Programme will provide support in this area.

(iii) Education and vocational training

108. Through the work of the ACC Sub-Committee and by discussions among United Nations, FAO, ILO, UNESCO and UNICEF, the joint responsibilities of the United Nations and the specialized agencies are much better defined than in the past. In the area of agricultural training, understanding has reached a new stage through a recent agreement among FAO, ILO, UNESCO, as indicated in paragraph 67 above.

(iv) Community development

109. Inter-agency collaboration under this head and the activities associated with it are well established at the policy level between headquarters substantive units, and extend to regional programmes. United Nations has the general leadership, but ILO, FAO, UNESCO and WHO contribute and co-operate, and support is furnished from UNICEF and WFP. Two areas requiring further clarification relate to the role of women and youth in community development.

(v) Integration of indigenous and tribal populations

110. For a number of years the ILO has been developing in collaboration with other organizations a programme of research and action in this field. Since 1957 these activities have been guided by the principles laid down in the Indigenous and Tribal Populations Convention, in the preparation of which all the interested international organizations have participated. An important part of this programme is the Andean-Indian project in which the United Nations, FAO, UNESCO, WHO and UNICEF participated under the general co-ordinating responsibility of the ILO.

111. Recommendations for a programme of action were formulated by the ILO Panel of Consultants on Indigenous and Tribal Populations, which met in Geneva from 15 to 26 October 1962 and at which the other interested agencies were represented. Inter-agency consultations will take place in due course concerning implementation of these recommendations, as appropriate.

(vi) Public administration

112. While development of the organizational structure for planning and implementing development programmes in agriculture is within the sphere of FAO, the placing of these within the general government structure falls to the United Nations. In the running of an agricultural ministry on administrative procedures common to all ministries, the United Nations is expected to give advice. This principle applies as well to other technical programmes such as health and education. The United Nations is also responsible for advice on local government and its relationship to community development, whilst the teaching of public administration at the university level is of particular concern to UNESCO.

(vii) Water

113. Although obviously of major importance to rural development, this need only be noted in the present paper since questions of inter-agency collaboration are elsewhere fully reported.

(viii) Housing and related community facilities

114. United Nations, FAO, ILO, UNESCO, WHO and UNICEF are all concerned and machinery for inter-agency collaboration exists as well as a concerted long-term programme.

(ix) Land reform

115. The United Nations, ILO, FAO, UNESCO and IBRD are interested, with FAO taking the leading part. Although co-ordination is good, room for improvement is recognized and will be required in bringing about the increased effort called for in achievement of the objectives of the Development Decade. One indication of the progress in co-ordination in this field is the Third Land Reform Report considered by the Economic and Social Council at its thirty-fourth session.

(x) Co-operatives

116. Both FAO and ILO are concerned; their respective functions are well understood since the conclusion of the 'Understanding supplementary to the Agreement between the International Labour Organisation and the Food and Agriculture Organization' dated 28 April 1955 and no particular difficulty of co-ordination remains from a less certain past. United Nations interest lies in the use of co-operatives in achieving wider objectives.

(xi) Rural industries, including rural small-scale industries

117. FAO has always had a close and direct interest in industries immediately arising from the processing of agricultural, forestry or fishery products. The 'Understanding' referred to in the preceding paragraph covers the respective functions of FAO and ILO in the field of rural industries also. These industries are also of concern to the United Nations. While this is a subject of frequent inter-agency discussions, and is likely to be even more so with agency participation in the various new centres and research institutes, inter-agency collaboration, although valuable, seems still to require some clarification in respect of responsibilities so as to avoid possible confusion and duplication of efforts.

(e) Methods of co-ordination

118. Such a phrase as 'ILO and FAO are both interested' may relate to a very wide variety of methods of collaboration. An illustrative list with examples follows:

- (a) Joint meetings both at the Government and Secretariat level (World Food Programme, Commodity Problems)
- (b) Joint studies or reports (Progress in Land Reform)
- (c) Formal agreements on areas of competence and co-operation (ILO/FAO/UNESCO on agricultural education)
- (d) Shared staff (FAO and the United Nations Regional Economic Commissions and the World Food Programme)

- (e) Participation in 'concerted programmes' (Community Development, rural housing)
- (f) Review by ACC and discussions under its aegis (working group on Rural and Community Development)
- (g) Joint participation in field missions, including briefing and review of report (ILO manpower survey in Cameroon)
- (h) Joint projects (ASFEC, CREFAL, Andean-Indians)
- (i) Regional inter-agency meetings (on community development, in Asia and the Far East, Latin America, and the Middle East, reporting annually to (f) above)
- (j) Discussion at a large number of inter-agency meetings not specifically 'rural' (TAB) inter-agency meetings under ACC auspices on water resources development, housing and urbanization
- (k) Co-ordination of survey missions through Resident Representatives (as set out in ECOSOC resolution 909 (XXXIV))
- (l) Exchange of programmes and budgets
- (m) Informal working groups in recipient countries convened by Government and/or Resident Representative, e.g., on community development.

Relevant to this, though not the responsibility of the international organizations, are the arrangements for co-ordination at the national level, including inter-ministerial meetings which international officials are invited to attend. These vary greatly from country to country, a fact that underlines the necessity for inter-agency co-ordination to take place both at the country and the headquarters' level. This is particularly important in countries that have set up machinery for co-ordinating rural development in specific regions.

(f) Suggestions for improving collaboration

119. Throughout this document various measures for improving co-ordination have been suggested. A helpful step would be to ensure that an agency proposing to its legislative organ some new extension of its operational programme in a 'gray area' would, well before this, discuss it in detail with other interested agencies. This would not be to exalt secretariats above legislative bodies but only to ensure that co-ordination operates when plans are still malleable. A proposal already being discussed by the Council in another context, is the regular provision of some highly abbreviated, perhaps coded, list of operational programmes, regardless of source of funds, region by region and country by country.

120. For improved co-ordination in respect to: (i) comprehensive, inter-disciplinary programmes, involving the technical competence of more than one agency (the number of this type of programmes is increasing rapidly) and (ii) programmes in different but related fields, operated separately by the respective agencies, informal ad hoc arrangements between the Secretariats concerned have proved effective and should be encouraged. With respect particularly to inter-disciplinary programmes, it should be noted that additional efforts are being made by the agencies to provide experts and other assistance necessary for field projects requiring technical competence in more than one speciality. This type of inter-disciplinary co-operation is producing the most fruitful and positive co-ordination in rural development. Indeed, the major improvement envisaged, and already taking place, is to facilitate, in addition to the formal interchange of documents, frequent and easy communication about programmes among technical officers. This, of course, has wider application than only to rural development, and perhaps underlines the suggestion made earlier in this report that efficient collaboration over so wide a field is most likely to be achieved by extending and deepening a great number of existing techniques for common effort.

(g) Extension of regional training programmes

121. ECOSOC resolution 840 (XXXII) on Rural Development invites the Secretary-General and the Executive Heads of the specialized agencies, the Executive Chairman of the Technical Assistance Board and the Managing Director of Special Fund to study, in consultation with the regional economic commissions, the possibility of extending regional training and research programmes on rural development.

122. Training has long been one of the major points of emphasis in the various programmes of the United Nations organizations in the kind of assistance they have provided to Governments. The general problems of training have been considered by the Sub-Committee on Education and Training and this section is therefore primarily concerned with training activities in land reform, co-operatives and community development.

123. Two major projects in which all of the agencies participate under the leadership of UNESCO are the regional training centres for education in community development for Latin America (CREFAL) and the Arab States (ASFEC), respectively. Beginning with 1959, these centres have been directed primarily toward providing the regions which they serve with community development advisers and administrative personnel while at the same time providing training facilities for specialized staff who would in the course of their normal activities be expected to apply the community development approach.

124. While these are the only two regional centres, in Asia a regional training adviser in community development has been made available for the countries served by the Regional Commission for Asia and the Far East. In Africa, a similar post is planned for 1964. The regional training advisers assist Governments in the development of national training programmes and, where appropriate, organize both national and regional training seminars, conferences and workshops. Similarly, a community development adviser assigned to ECLA at the beginning of 1963 will assist Governments of the region in their training programmes.

125. Three regional economic commissions (ECLA, ECAFE and ECA) are each developing plans for training and research activities at regional institutes for economic development and planning. The programme of the ECLA Institute, for example, includes courses in such subjects as general planning and in transport and agricultural programming. In addition to the health planning course organized in co-operation with WHO, and an educational planning course organized in co-operation with UNESCO and ILO, the Institute has included in its courses on general and agricultural programming work on social and demographic aspects of planning and lectures in community development.

126. Each of the specialized agencies are carrying out or co-operating in training programmes related to rural development, including seminars, training centres, and conferences on land reform and resettlement, co-operatives and the problems of indigenous and tribal populations. Plans for extending regional training and research programmes on rural development have been adopted by the organizations under the programme for the Development Decade. In the Development Decade, training and action research plays an important role. For example, the projects planned by the United Nations include the strengthening of selected national community development training and research projects in the various regions, with a view to their eventual use as regional centres.

127. Similarly, in the field of land reform, the FAO plans to establish regional agrarian research and training institutes to assist member Governments in the planning of agrarian research and the training of suitable officers for the implementation of agrarian reform programmes. A number of Latin American countries will participate in an ILO/FAO technical meeting on employment and vocational training in relation to agrarian reform to be held in Caracas, September 1963.

128. ILO has joined with FAO in the conduct of a number of training projects, both regional and national in the past and plans to extend this co-operation in the future. In this connexion, mention may also be made of the regional training courses for forestry workers, jointly sponsored by ILO/FAO/ECE in Europe and by ILO/FAO in various other parts of the world. It should be noted particularly that a series of seminars for training co-operative leaders have been organized in co-operation with the Danish Government and this action will be expanded throughout the Decade.

129. In addition to these activities each agency is assisting with major training programmes in rural development. FAO for example has agricultural extension advisers stationed in Accra, Addis Ababa, Bangkok, Cairo and Mexico who spend considerable time in training and such an adviser will also be appointed in Santiago. The ILO also organizes research and training institutes for handicrafts and small-scale industries under various technical assistance programmes. UNESCO plans to provide for regional workshops, conferences, and training courses in adult education and assistance to national centres for research and training in this field. UNICEF gives major emphasis to training within the assisted country and supports the training of community development workers, rural sociologists, rural extension workers and rural home economists in so far as they promote the well-being of the younger generation. During the Development Decade, WHO is working with Governments in the preparation of planned public health programmes which will comprise specific measurable targets for expanding the education and training of professional and auxiliary personnel. Such planned expansion will have a great impact on the training of workers for rural areas.

130. Aside from the formal arrangements for providing regional courses and periods of study, experts assisting individual countries in community development, land reform and co-operatives, are extensively concerned with assisting in the training of national personnel. This frequently involves the establishment of training centres or national seminars and courses for local personnel. Additionally, almost all programmes involving advisory services include fellowships in order to provide outside training for senior project personnel and trainers. The current trend in the technical programmes shows that

it is generally recognized that training is most valuable when it is provided in a setting comparable to that in which the students will work in their own countries. The establishment of the new regional training and research facilities referred to above can be expected to increase the opportunities for such training and its effectiveness in the next few years.

131. It will be understood that the above comments regarding the various training programmes undertaken particularly with respect to community development, land reform and co-operatives are not exhaustive but rather an indication of the types of activities which are being undertaken by the various agencies in this important training field.

VII INDUSTRIAL DEVELOPMENT

132. Intensive consultation in recent months between the United Nations Commission for Industrial Development and the executive heads and senior officers of several of the agencies have consolidated the basis previously laid for co-ordinated and, where necessary, concerted action among the UN family in regard to industrial development. The inter-agency understandings reached as regards the carrying out of the terms of the General Assembly's far-reaching resolution on "Training for Industrial Development" have already been referred to.

133. The ACC has had an opportunity of giving some preliminary consideration to the report of the Advisory Committee of Experts on industrial development activities of the United Nations system appointed by the Secretary-General in accordance with Council resolution 873 (XXXIII), which became available on the eve of its present session but has not yet been considered by the Committee for Industrial Development of the Council. The ACC concurs in the view expressed by the Advisory Committee that in assisting the developing countries to attain higher rates of economic growth by an increase in their manufacturing output which would contribute to safeguarding their independence and helping to close the gaps in standards of living between the more developed and less developed countries the United Nations could, and should, play an important role; it regards this as one of the most urgent of the immediate

responsibilities of the members of the United Nations family concerned and will continue to work in the closest co-operation with the Council and with the Committee for Industrial Development to this end. The ACC agrees with the conclusion reached by the Advisory Committee that the establishment of a new specialized agency would not, in view of the nature of the problem, and the probability that it might lead to a less advantageous use of resources by duplicating existing facilities and services, and also render the task of co-ordination more complex, be the most appropriate way in which to ensure that all of the available and potential resources are fully and effectively mobilized to this end. It would appreciate being further consulted in regard to the whole matter when the Committee for Industrial Development and the Council have had an opportunity of considering the report of the Advisory Committee. While concurring that it is desirable to take steps to ensure that the leadership and impetus necessary for expanded action are effectively provided, the ACC attaches great importance to avoiding such a fragmentation of the general field of economic policy as to make effective United Nations action more difficult. It also considers that all of the details of the proposed United Nations industrial development organ would need most careful consideration in order to ensure that the fullest use is made of existing resources, facilities and services.

VIII. UNITED NATIONS INSTITUTE FOR TRAINING AND RESEARCH

134. The Secretary-General consulted with the members of ACC concerning the proposed United Nations Institute for Training and Research, on the feasibility and desirability of which he is called upon to report at the forthcoming session of the Economic and Social Council by resolution 1824 (XVII) of the General Assembly. He put forward certain preliminary views regarding the frame of reference and functioning of the Institute, indicating his intention of consulting further with the ACC as his thinking on the matter developed. He envisaged an Institute largely oriented towards the discharge of the responsibilities of the United Nations under the Charter, including those devolving on the Secretary-General himself, related intimately with the work of the United Nations and drawing directly from the store of United Nations experience.

135. While noting that certain of the Institute's activities may not be of direct concern to the specialized agencies and the IAEA, the members of ACC recognized the importance of the contribution it might make. They expressed keen interest in knowing more about certain of the research functions proposed for it as well as in the training of civil servants from the newer countries with a view to international service or to national service with particular reference to effective participation in the work of the United Nations system. They appreciated the Secretary-General's intention to maintain consultations with them as the project develops and agreed that it was desirable that the arrangements proposed for the supervision and management of the Institute should provide for representation of agencies in respect of activities of interest to them. In the case of agencies with a major continuing interest, this should take the form of permanent representation on the Board designed to facilitate and promote the fullest co-ordination.

IX. ASIAN ECONOMIC DEVELOPMENT INSTITUTE

136. The ACC noted with appreciation that the Economic Commission for Asia and the Far East, in a resolution establishing the Asian Economic Development Institute, which was adopted at its nineteenth session (Manila, March 1963), determined that the Director of the Institute should "consult the appropriate specialized agencies on the Institute's sector programming activities ..." and co-ordinate the work of the Institute with that of other international ... programmes in related fields". The ACC wishes to recall the statement agreed by it in May 1962^{1/} "that provision will be made for regular consultations on the preparation and the implementation of the Institute's programmes". It considers that consultation and co-operation to be continuous and effective should be based on standing institutional arrangements, and that it is important, consequently, that the plan of operations of the Institute should provide for the setting up of a suitable advisory or consultative committee which would include representatives of substantially interested specialized agencies. It also recalls its earlier recommendation that, in order to deal adequately with the interdependent problems of general and sectoral planning for economic and social development, the Institute's resources must provide adequate staffing for both.

^{1/} E/3625, paras. 176-177.

X. PUBLIC ADMINISTRATION PROGRAMMES, INCLUDING OPEX

137. The ACC has given its general endorsement to - and is submitting to the Council in Annex I - a Survey of progress achieved in co-ordinating public administration programmes and of difficulties encountered in the provision of operational, executive and administrative personnel, pursuant to resolution 907 (XXXIV).

138. It has noted the importance of the progress achieved in the various fields emphasized in the above-mentioned resolution. In particular, through the short and medium-term programmes - planned and implemented within the framework of increasing concerted action and co-ordination especially on the administrative aspects of certain technical fields - the international contribution to the solution of the basic problems in the field of public administration in the developing countries has been greatly increased.

139. The size and the variety of needs are such that international action - which must be of a permanent nature - can only attain maximum efficiency if programmes covering the various aspects and different sectors in public administration are planned on a national level. The various stages in the implementation of these programmes have to be contemplated in relation to the over-all programmes or plans for economic and social development.

140. This implies technical consequences which involve the adoption of ways and means of co-ordination and concerted action. In this respect the ACC considered that the implementation, both by Member States and international organizations, of the main suggestions presented in the "General Conclusions" of the Survey should contribute to the fulfilment of the goals defined above and also, on a more general level, of the objectives set out in resolution 907.

This is particularly the case in respect of the conclusions dealing with:

(a) the need to take into account in the studies and surveys concerning the evaluation of needs and resources and planning development, the various aspects concerning public administration, nature, size and characteristics of the administrative structures, forecasts of the qualitative and quantitative needs of various categories of public servants, training of public personnel and so on.

(b) work and activities intended for the building-up and strengthening of administrative institutions and of solid and sound administrative institutions on the central, regional and local level and, especially, of structures and procedures for the programming and the implementation of economic and social planning, including the establishment of appropriate legal and administrative relations between the State and autonomous institutions.

(c) the need for a rational combination of the various means of international assistance in this field (fellowship, training institutes, provision of operational, executive and administrative personnel, technical assistance experts, etc.) on the one hand, and national action, on the other hand. The methods of application of these suggestions, regarding the institutions, structures and procedures, are described in various parts of the Survey and summarized in Chapter 5. If they were taken into consideration and implemented this would constitute, inter alia, a guarantee that the increasing and co-ordinated efforts of the international institutions, combined with continued and responsible national action could assist in the administration of developing countries to reach the efficiency required by the size of their needs; at the same time this could justify the importance and cost of the expanded international efforts in this field.

141. The efforts made in this spirit and in accordance with these methods are in conformity with the fundamental conception of technical assistance, the value of which depends so much on its "multiplier" effect and which must contribute during the transitional period to the setting up, functioning and improvement of internal institutions and to the training of highly qualified national public servants.

XI. ATOMIC ENERGY

142. At its May 1963 session ACC again reviewed the activities of members of the United Nations family relating to the peaceful uses of atomic energy, pursuant to ECOSOC resolution 799 B III (XXX). In accordance with established practice, IAEA compiled the necessary material for ACC to conduct its review on the basis of information from the other organizations concerned. The following activities were considered: scientific conferences and meetings (already held or planned in 1963), training courses (already held or planned in 1963), research (subjects on which research had been undertaken during the last year together with earlier research the results of which have only become available during the last year), health and safety codes and manuals of practice (developments since ACC reported thereon last May), procedural aspects of technical assistance, and scientific publications (published in 1962 and planned for 1963).

143. The procedures being followed to achieve effective co-operation in these matters have been reported upon in detail in previous years. As far as the substance of the activities reviewed is concerned, the ACC would confine itself to the following comments:

144. In studying the list of scientific conferences, it was noted that certain meetings with a wider subject matter sometimes include individual items relating to the peaceful uses of atomic energy. This was the case with the United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas (Geneva, 4-20 February 1963) to which IAEA presented two papers - one on prospects and problems of nuclear power in developing areas, and the other on radioactive nuclides and their radiations as an important tool for the benefit of less developed areas.

145. ACC was informed of the decisions of the United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) at its meeting held in January 1963, concerning its future programme of work. UNSCEAR will continue its assessment of radiation risks and investigations in the interests of furthering knowledge of the effects of radiation, and will make a progress report to the General Assembly at its eighteenth session pursuant to resolution 1764 (XVII). The January meeting was attended by representatives of FAO, WHO, WMO, IAEA, and ICRP and ICRU, and the specific assistance which these organizations could continue to give to the Committee was discussed. UNSCEAR also commented further on the WMO draft

plan for measurement of atmospheric radioactivity which, in accordance with resolution 1629 (XVI) of the General Assembly, is being prepared in consultation with IAEA and UNSCEAR.

146. The United Nations Scientific Advisory Committee met on 25 and 26 April and discussed the scope and nature of the Third International Conference on the Peaceful Uses of Atomic Energy, pursuant to General Assembly resolution 1770 (XVII), which will be planned in co-operation with IAEA and in consultation with the interested specialized agencies.

147. As far as technical assistance is concerned, all requests directly connected with the peaceful uses of atomic energy have continued to be made to IAEA. As previously reported,^{1/} however, United Nations experts, in common with those sent into the field by other organizations participating in EPTA and the Special Fund, make use of nuclear techniques from time to time. Furthermore, other specialized agencies, as well as IAEA, provide assistance in matters relating to ionizing radiation, radiation protection, and the use of radioisotopes.

148. In reviewing the machinery for co-ordination, ACC noted that the IAEA/WHO and IAEA/FAO inter-secretariat working groups had now held three and two meetings respectively, and it had already been demonstrated that they could perform a useful function, particularly in the planning stage of projects. In view of a potential increase in activities of joint interest, for example, in hydrology, oceanography, and education in the physical sciences, consideration is now being given to the setting up of an IAEA/UNESCO working group.

149. It was also noted that the inter-secretariat working group consisting of representatives of ILO, FAO, WHO, the League of Red Cross Societies, ENEA and IAEA had met in Vienna in April 1962 to discuss the question of collaboration between the organizations in facilitating the provision of emergency assistance following a radiation accident.

150. To establish closer co-operation between IAEA and the United Nations in matters relating to power in general, and the economics of power in particular, and in implementation of resolution GC(VI)/RES/128 of the General Conference of IAEA, on Co-ordination in Power Questions, ACC was informed that arrangements have been made to outpost a member of the IAEA staff to work with the power unit of the Resources and Transport Branch of the United Nations Secretariat.

^{1/} E/3625, paragraph 111.

151. At the conclusion of its review of the activities outlined in paragraph 142 above, the ACC decided to give the Council this year detailed information on scientific meetings dealing with the peaceful uses of atomic energy, training courses in 1963, a summary of research being supported by the United Nations family, and health and safety codes and standards. (See Annex II.)

XII. OCEANOGRAPHY

152. The ACC, with the assistance of its Sub-Committee on Oceanography, has continued to examine steps which might be taken in the direction of a concerted action programme in this field, after taking into particular account recent developments in various organizations concerned, namely, FAO, UNESCO, WMO and IAEA.

153. It notes with satisfaction that the Inter-governmental Oceanographic Commission has, in its deliberations, continued to take into account the interests of the United Nations organizations concerned with marine science. Further, it was informed of the establishment by FAO of an Advisory Committee on Marine Resources Research (ACMRR), which recently held its first session at FAO Headquarters, and notes with satisfaction that this Committee has been designated as the advisory body to IOC on the fisheries aspects of oceanography. This arrangement represents a positive contribution to the co-ordination of work between UNESCO and FAO, serving more effectively the scientific community concerned with marine science and its applications, as well as Member States.

154. The ACC notes the resolution of the Inter-governmental Oceanographic Commission requesting the Scientific Committee on Oceanic Research of IOSU to prepare a general scientific framework (GS) for a comprehensive study of the world's oceans, and welcomes the indication that the appropriate agencies of the United Nations family will be consulted in this project. Such a framework for the development of national, regional and world-wide programmes of ocean research may well have an important effect on future agency programmes and their co-ordination. The FAO Advisory Committee on Marine Resources Research has already acted to associate itself with the development of this general scientific framework.

155. The ACC confirms its previous conclusion concerning the need for concerted action by several agencies in formulating and implementing marine science projects supported by EPTA and the Special Fund. As examples of such projects regional training institutes and courses in marine science were mentioned, where UNESCO might supervise the oceanographic part of the curriculum and FAO the part relating to biology and fisheries; also combined projects concerning marine science and fisheries, in which UNESCO could co-operate with FAO in the part of the project relating to environmental research. Possibly the most practical way of operating any joint Special Fund projects in this field would be to follow the current practice which allows the executing agency to sub-contract part of the project to the other United Nations agencies concerned.

156. The ACC notes that the Special Fund project in support of the International Meteorological Centre in India will contribute substantially to the success of the meteorological programme of the International Indian Ocean Expedition. In another case an international oceanographic research project was developed so rapidly that there was not time to obtain EPTA or Special Fund support for it. The ACC recommends that due consideration should be given to this problem when deciding on the dates of implementation of future international oceanographic research projects. If projects include activities for which EPTA or Special Fund support may become available, it is essential to have adequate time - in many cases two years for Special Fund projects - to arrange for their preparation and approval.

157. The ACC recognizes that regular exchange of information between Secretariats (recommended at its second session) is doing much to improve co-ordination among the agencies. UNESCO and FAO, the two agencies with the largest and most complex marine science programmes, should keep their exchanges at the present level as regards both frequency and content. As to the other agencies, which have smaller programmes in marine science or programmes which do not fit so readily into the proposed system of exchange, an annual report to the ACC's Sub-Committee will be sufficient. Formal reporting or exchange of information should not, however, exclude early informal consultation on matters of mutual interest, which is the basis of effective inter-agency co-ordination.

158. The ACC recognizes that comprehensive information services for oceanography and fisheries are becoming increasingly important as a tool for the development of marine science and the utilization of marine resources.

It notes with approval that working arrangements designed to meet some of these information needs have been established among the agencies, in accordance with recommendations made at its second session; an example is the joint preparation by UNESCO and FAO of the newsletter International Marine Science with the co-operation of the other interested United Nations agencies.

159. The ACC considers that concerted action is necessary in marine science on the national level as a prerequisite for successful co-ordination of the work of international agencies. The fact that national committees on marine science with broad representation from ministries, universities and laboratories have been established in several countries during the past year is therefore welcomed. It urges the United Nations agencies to support the establishment and operation of such committees, or equivalent national co-ordinating bodies, in other countries where national co-ordination is still not effective.

160. The ACC notes that regional organizations concerned with marine science - especially its branches related to fisheries - exist in various parts of the world, and urges the United Nations agencies to enlist the co-operation of such organizations whenever possible for the execution of regional projects. The organizations in question may be associated with a United Nations agency or may be independent. In order that marine science may evolve in an orderly fashion and the best use be made of its limited resources, the ACC urges United Nations agencies working with regional organizations to try and stimulate close co-operation between those that have common interests.

XIII. PEACEFUL USES OF OUTER SPACE

161. In its twenty-fourth report (E/3368) the ACC, having set forth in some detail the interests and activities of the organizations concerned, informed the Council of its intention to keep the question of inter-agency co-operation and co-ordination under careful review.

162. In the case of certain agencies, these activities have since been considerably expanded and the question of ensuring good co-ordination, which is a major preoccupation of the United Nations Committee on Outer Space, has assumed increasing importance. This situation calls for an intensification of appropriate consultation at the Secretariat level among the organizations of the United Nations family, in order that all the aspects of this very complex field may be covered. The ACC is anxious to be of maximum assistance to the Committee in the discharge of its responsibilities and has arranged that an inter-secretariat working group consisting of representatives of the interested agencies should meet in conjunction with the forthcoming session of the Scientific and Technical Sub-Committee of the Committee on the Peaceful Uses of Outer Space, to be held in Geneva during the current month. Such a meeting would offer an occasion for full discussion of the co-ordination of the different agencies' respective contributions.

XIV. EMERGENCY ACTION BY UNITED NATIONS ORGANIZATIONS IN CASES OF NATURAL DISASTER

163. In many cases of major natural disaster that have occurred in less developed countries in recent years, the governments concerned have appealed to the United Nations through the Secretary-General for emergency aid. Similar appeals have in most cases also been addressed to the directors-general of certain specialized agencies, more particularly FAO, UNESCO and WHO, as well as to the Executive Director of UNICEF and more recently to the Executive Director of the World Food Programme. To an increasing extent the situations resulting from natural disasters have been brought to the attention of the Economic and Social Council and the General Assembly, which have adopted resolutions calling upon the Secretary-General, UNICEF, and the specialized agencies to give every possible assistance to the country concerned.

164. While the need for co-operation has been generally recognized, the responsibilities of the various members of the United Nations system and those of the other organizations has often not been clearly understood; nor have the role and relative responsibilities of non-governmental organizations, such as the League of Red Cross Societies, been clear in all cases.

165. In connexion with the earthquake in Iran in the autumn of 1962, ACC at its last session reviewed the measures of co-operation adopted. It has now undertaken a study of means for improving the effectiveness of multilateral assistance in natural emergencies and developing agreed procedures to supplement existing arrangements. These will provide for the channelling and co-ordination of international emergency relief, as well as for the subsequent stage of reconstruction or rehabilitation in such a way as to ensure the co-ordination of effort, both internally and externally, with provision for adequate flexibility to accommodate all who concern themselves with the various aspects of relief operations.

166. In providing a framework for such procedures, consideration must be given, amongst other things, to the availability of information as to the sources from which relief is obtainable, the means of arriving at timely and reliable assessment of needs, the types of assistance which the different organizations are in a position to provide, and the procedures involved in bringing such assistance to those in need. Some organizations are able to provide financial help (by grant or by loan); others are able to provide assistance in kind - food, drugs, hospital equipment, transport, technical personnel, etc. Some organizations are able to help immediately; others must obtain the necessary authority from their governing bodies. Again, some organizations are in a position to render immediate relief; others are better equipped to assist at the later rehabilitation and reconstruction state.

Complementary stages in dealing with natural disasters are:

- (a) For immediate relief in emergencies, co-ordination of effort within the country, among other things, for the determination of needs and the provision of timely assistance to cope with hunger, disease, lack of shelter, clothing, etc.
- (b) The restoration of normal conditions of living, consonant with the long-term development programmes of the countries concerned.

167. An essential requisite for the effective handling of emergencies is the co-ordination, at all stages, of all effort, both internal and external. Governments in liaison with the appropriate local organizations, including the national Red Cross Society, must accept responsibility for requesting relief where needed, for making ad hoc arrangements to give unified direction to relief operations and for utilizing effectively all aid provided, and a suggestion was made that an ECOSOC resolution to that effect might be of great value in pointing up the problem to member Governments. In determining the nature and magnitude of assistance needed from abroad, Governments will consult with the representatives of the appropriate international organizations, including the League of Red Cross Societies, which is equipped to provide certain types of immediate relief and to organize, to some extent, distribution in the field. These representatives would immediately notify the headquarters of their organizations of the assistance required from them so that the help needed (either in money or in goods and services) could be provided as quickly as possible. The establishment of an international understanding to get immediately needed food moved from neighbouring countries pending their replenishment in due course either through the World Food Programme or otherwise was suggested to minimize the delay involved in transporting food from long distances and this would be studied further.

168. Appeals to the United Nations, either by individual Governments or by resolution at United Nations meetings, would be referred by the Secretary-General directly to the organizations concerned, so that prompt action could be taken by them. The Secretary-General should be kept informed of all help which the various organizations were taking or proposing to take. He would, thus, be kept fully aware of all action being taken to relieve an emergency situation and be able to keep member Governments, other organizations and the public informed of the help being provided by the United Nations family as a whole. This will not affect in any way the responsibility of the heads of the participating agencies directly concerned in an emergency for mutual consultation as may be required, and for informing member Governments, other organizations and the public.

169. An important step towards a better co-ordinated organization of emergency action in cases of national disasters entails the collection and collation of information regarding the type of assistance and the conditions governing its provision which organizations are in a position to provide. If such were brought

together and readily available, Governments of countries which were the unfortunate victims of natural emergencies would know better where to apply for various forms of assistance, and organizations themselves would be aware of the help which other organizations were specially qualified to provide. This task would be undertaken by the United Nations, in consultation with appropriate organizations and the results made available for general distribution.

170. The implications of the foregoing suggestions are under further study and the ACC will keep the Council informed of subsequent developments.

XV. OTHER DEVELOPMENTS AFFECTING CO-ORDINATION IN THE WORK OF CERTAIN ORGANIZATIONS

171. The ACC took note of a statement by the Executive Director of the World Food Programme on the present status of its activities. As of 1 May 1963, 48 countries have pledged contributions, totalling \$89.7 million, in terms of commodities, cash or services. This compares with the target set in the original resolutions of ECOSOC and the FAO Council of \$100 million. More than half the countries who have made a pledge are developing countries.

172. The World Food Programme now has available 26 different commodities totalling in value \$66 million. However, two important commodities, i.e. rice and sugar, have only been pledged in very small quantities. The shortage of rice is a serious handicap since, in so many countries, rice is the staple diet.

173. The total cash pledged amounts to almost \$19 million representing approximately 20 per cent of the over-all resources while the original target was set at 30 per cent. The shortage of cash has a detrimental effect on the flexibility of the Programme.

174. The World Food Programme became operational on 1 January 1963. Since then 29 official requests have been received from Governments for assistance with projects in the field of economic and social development and school feeding. These requests represent a total value in terms of commodities of approximately \$20.5 million. In addition, they will require an outlay for freight, insurance and general supervision of approximately \$5 million. A further 30 requests are in preparation.

175. In addition, the World Food Programme has given or is giving emergency aid to six different countries. The total amount committed by the World Food Programme in food aid in respect of these six countries amounts to approximately \$4 million.

176. The ACC was informed that satisfactory arrangements have been made with the United Nations and the specialized agencies concerned to ensure their fullest participation in all those activities of the World Food Programme which are in their respective fields of interest.

177. On the country level the Resident Representatives, acting as the representatives of the World Food Programme will co-operate closely with Governments and with the local representatives of the United Nations and the specialized agencies, particularly in regard to the assistance which Governments may require in the preparation of projects suitable for World Food Programme assistance and in the technical evaluation of results achieved.

178. The ACC noted with interest the progress made thus far, and that further negotiations are in process between the Executive Director and countries who have already made a pledge with regard to adjustments that might result in a much needed increase in cash resources, and in the availability of those commodities which are now in short supply, particularly rice and sugar.

179. In the review of UNICEF's recent developments which its Executive Director presented to the ACC, he drew attention, amongst other matters, to the extension of UNICEF's activities into new fields (education, social welfare, vocational training) which were being undertaken, without prejudice to work in traditional support it continued to provide in connexion with maternity and child welfare, disease control and nutrition. All these activities were being undertaken in close co-operation with other members of the United Nations family, WHO, FAO, UNESCO, the United Nations Bureau of Social Affairs and ILO.

180. Currently UNICEF was participating in 475 programmes in 115 countries and territories to which the beneficiary Governments were contributing on the average two and a half times the amount of UNICEF's assistance. Contributions to UNICEF in 1962 from Government organizations and private individuals had amounted to \$30 million. Of this sum 85 per cent had been provided by voluntary donations from Governments. Against these total receipts UNICEF had allocated about \$45 million in 1962 for specific projects and contemplated maintaining its programmes at a figure of not less than \$40 million for 1963 and 1964 and a target figure of \$45 million by 1965, provided that the contributions received justified such a figure. Requests from beneficiary countries represented needs considerably in excess of this amount, the estimated total for 1962 having been \$51 million. These requests would undoubtedly increase to a still greater figure in the future.

181. UNICEF would strive to meet all demands for aid on behalf of children and young people in the coming years with the co-operation of the specialized agencies concerned and other members of the United Nations family. In particular it would continue to assist the governments of the developing countries in framing their over-all long term plans.

182. The Director-General of the ILO informed the ACC that the establishment of the proposed International Centre for Advanced Vocational and Technical Training at Turin has now been approved by the Governing Body of the International Labour Office. In framing proposals for the establishment of the centre, its contribution to the Development Decade and industrialization programmes in meeting the needs of developing countries for highly trained manpower, within the framework of a co-operative effort of the United Nations and the specialized agencies, had been borne in mind, and special attention was paid to the views expressed by the ACC in its twenty-sixth report (E/3625, para. 72) and General Assembly resolution 1824 (XVII) concerning the role of the United Nations in training national technical personnel for the accelerated industrialization of developing countries. Provision had been made for the inclusion of the United Nations representative among the officers of the Board of the Centre. Provision had also been made for continuous collaboration with UNESCO and with other international and regional agencies concerned. It was envisaged that provision would be made for the attendance of some 600 trainees in 1964 and 1965. The number of trainees might be increased to 2,000 in following years. The International Labour Organisation would welcome the co-operation with the Centre of other members of the United Nations family.

183. The Director-General of the ILO informed the Committee that agreement had been reached with the Governments of France, the USSR, the United Kingdom, and the United States and with the Governing Body of the ILO as a whole including workers and employers members on a programme of work relating to the social aspects of automation and other technological developments to be undertaken by the ILO; the programme would include:

- (a) an international clearing house of information on the social and economic consequences of automation and the measures to deal with them;
- (b) the promotion of international technical co-operation on methodology in the study of automation problems within the province of the ILO;

- (c) research dealing with some of the problems arising out of the introduction of automation;
- (d) communications (e.g. through publications) for the more widespread understanding of the social problems of automation and measures suitable for dealing with them;

budgetary provision had been made for this programme. He would be glad to keep other members of the United Nations family informed of developments and would welcome their co-operation.

184. The Director of the International Bureau of the Universal Postal Union informed the members of the ACC of the steps that are being taken for the organization of an International Institute of Higher Postal Studies, which will in the future help to train the higher cadres of the Postal Administrations of the developing countries.

XVI. CO-ORDINATION OF CONFERENCE SCHEDULES

185. In Council resolution 909 II (XXXIV), the ACC was requested

- (i) to take such steps as might be necessary to facilitate the co-ordination of conferences and meetings of the organizations for 1963-1964, and
- (ii) to suggest to the Council at its summer 1963 session means whereby the schedules of conferences and meetings of the United Nations and its related agencies could be simplified and systematically co-ordinated on a continuing basis.

186. In a resolution of a similar nature (936 (XXV) I), the Council requested the regional economic commissions, the functional commissions and the standing committees of the Council to review the number and timing of their meetings and of those of their subsidiary bodies with a view to eliminating all those which are not essential and to reducing the frequency of others in accordance with the principles set forth in resolution 693 B (XXVI), paragraphs 3 and 4'.

187. The ACC is acutely conscious of the seriousness of the matter. It therefore fully shares the Council's concern to achieve (a) an over-all reduction in the number of meetings, and (b) the fusion of meetings on similar topics (by inter-agency agreement), or, if fusion is not possible, the arrangement in series of meetings likely to be attended by the same people.

188. The members of ACC will exert their influence in this direction with the Committees and other inter-governmental organs concerned. But, fundamentally, the matter is in the hands of those inter-governmental bodies. The Council will recall that the Secretary-General put forward to its resumed thirty-fourth session a series of suggestions involving the postponement or cancellation of United Nations meetings and that many of his suggestions were approved. He put forward further and more far-reaching suggestions at the thirty-fifth session which the Council is again to consider this summer.

189. As reported last year, the ACC has taken steps to limit and rationalize the schedule of its own subsidiary bodies and is keeping the possibilities of further streamlining in this regard under constant review.

190. As regards the possibility of combining or rearranging meetings for the greater convenience of national representatives and experts, ACC has taken action to facilitate the exchange of advance information between organizations with respect to the scheduling of conferences in particular locations. This however is in practice likely to go far towards achieving a substantial improvement in the position only if agreement can be reached on fixed times in the year for recurring major meetings, the precise dates being set as long as possible in advance, so that the dates of other meetings may be fixed (in consultation where practicable with other organizations) to take account of these dates. There are, however, substantial difficulties inhibiting such long-term planning, except as regards major conferences.

191. It might seem at first sight that considerable possibilities exist for merging, or at least grouping together, meetings on related aspects of broad questions in the economic and social fields which are being dealt with simultaneously by different agencies. In practice such possibilities are limited by the difficulty of ensuring that the substantive work in the different organizations progresses at such a pace that simultaneous consideration of expert or inter-governmental meetings can be arranged, except by the process of delaying all the connected meetings until the last organization is ready. Even this would not necessarily prove convenient, since some Governments may not wish to send the same representatives to that particular set of related meetings, and experts may likewise have varied patterns of specialization and commitments. Moreover, representatives and experts are not always able to plan their movements for two

or more years ahead, while the organizations for their part normally cannot establish their programmes before they have obtained the necessary budgetary approval at their annual or biennial conferences.

192. While thinking it necessary to stress these limitations, the members of ACC call attention to the measure of success which it has been possible to achieve in certain fields (notably atomic energy) and have agreed to intensify their consultations with a view to ensuring the largest possible measure of co-ordination in the conference schedule.

XVII. PUBLIC INFORMATION

193. An important part of the United Nations Development Decade concept is that the public must be kept informed of steps being taken to carry out the high aims and broad objectives of the Development Decade programme, in order to mobilize the active support of world public opinion. Special opportunities for doing so arose in connexion with the recent United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas and will arise in connexion with the forthcoming "World Food Congress" to be held in Washington, D.C. in June of this year; the Third Conference on the Application of Atomic Energy for Peaceful Purposes at Geneva in 1964; and the centenary of The International Telecommunication Union in 1965. It is envisaged that the information services of the family of international organizations will use these occasions to disseminate information on the United Nations Development Decade as a priority undertaking.

XVIII. ADMINISTRATIVE AND FINANCIAL QUESTIONS

194. ACC has continued its normal function of reaching co-ordinated decisions on recurrent matters of day-to-day administration, such as rates of post adjustments, stipend rates, etc.

195. It has agreed upon arrangements to facilitate the exchange of information regarding the scheduling of conferences by the various organizations. At each headquarters area, one organization will be responsible for keeping a comprehensive calendar of meetings to be held there (or tentatively planned to be held there) by all organizations. A similar calendar will be maintained, through a central secretariat, for meetings away from headquarters areas.

196. It has also dealt with several other administrative matters which may be of general interest to the Council.

197. Thus, it has agreed upon the basis on which, subject to the views of the Board itself, the International Civil Service Advisory Board might serve as an independent inter-organization body to make recommendations, through ACC, to all organizations on problems arising in the administration of the common system, of salaries and allowances.^{1/} The Committee's intention to consult ICSAB on this matter was reported to the General Assembly in October 1962, and noted with approval by the General Assembly in resolution 1869 (XVII). Primarily, the change would mean broadening the terms of reference of the Board to include responsibility for reviewing (when necessary) conditions of service and divergencies as between organizations in the application of the common system. Final authority would, for constitutional reasons, remain with the appropriate authorities of each organization. The Board would retain its present responsibility for advising on recruitment and personnel policies, the importance of which would not be diminished by the additional functions. Working arrangements, and the size of the Board, may need to be modified, both to enable it to verify the facts on particular questions and to deal with urgent matters which might arise between its regular sessions. The Board's views, with ACC's definitive proposals, will be reported to legislative bodies in due course.

198. The ACC has also taken certain measures to facilitate joint consultations with and between staff organizations, as distinct from the normal consultations within each separate organization.

199. The Committee has also, in pursuance of its decision in October 1962, re-examined, in the light of factual data regarding national government practices gathered by ICAO, the question of standards of travel accommodation. The organizations in the common system of salaries etc. have reached agreement on the principle which they believe should govern these standards for their staffs, and a large measure of agreement on the application of this principle to air travel. The conclusions reached, together with the data compiled by ICAO, will where necessary be brought to the attention of legislative or governing bodies.

200. The ACC has revised and amplified the inter-organization agreement on the transfer, secondment or loan of staff from one organization to another; the new agreement will enter into force on 1 January 1964.

^{1/} ICAO reserved its position as to the general service category at its headquarters.

201. It has agreed to continue for a further year, to 31 December 1964, the present cost-sharing arrangements by which the various organizations meet the expenditures on certain joint administrative activities, such as those relating to ICSAB, the Expert Committee on Post Adjustments and the CCAQ.

* * *

202. The ACC has noted with satisfaction the progress achieved in 1962 and 1963 in negotiations with several host Governments, on the basis of principles previously established, for buildings which might serve as common premises for members of the United Nations family. It wishes to record its appreciation of the action taken by the Government of the Niger to construct a building for the purpose of accommodating offices of the United Nations and specialized agencies (ECA, TAB/SF, WHO and FAO). It greatly hopes that final arrangements for the construction of United Nations buildings in Cairo and New Delhi can be made in the near future and that the construction of these buildings can start in 1963; and it has noted with interest the plans for common buildings which are now under consideration by the Governments of Lebanon, Morocco and Tunisia.

* * *

203. At the May 1962 session of the ACC, ^{1/}members of the Committee confirmed that they would consult the International Bureau of the Universal Postal Union before taking a decision to request Governments to issue special postage stamps and first day covers for purposes of publicity and raising of funds and also when considering new arrangements for their sale of philatelic purposes. At the present session the Director of the International Bureau of the UPU brought current developments to the notice of the members and suggested the intensification of this collaboration with a view to gradually eliminating the circumstances that have led to certain difficulties and thus safeguarding the popularity of the special issues connected with the United Nations family and their effectiveness for the primary purpose of propagating the ideals for which the United Nations family stands.

204. The members of the ACC confirmed their desire to use the International Bureau of the Universal Postal Union as their intermediary for contacting the Postal Administrations of the member countries of the UPU regarding all matters connected with such special issues of postage stamps; to consult the International Bureau of the UPU about the sale price of such postage stamps donated by the issuing countries to the United Nations, its organs, any specialized agency, or any other organization of the United Nations family; and to keep the International Bureau informed of the receipt, disposal and sale proceeds of such postage stamps to enable that office to offer in future any useful suggestions or render practical help.

^{1/} E/3625, para. 192.

Annex I

PUBLIC ADMINISTRATION PROGRAMMES AND PROVISION OF OPERATIONAL,
EXECUTIVE AND ADMINISTRATIVE PERSONNEL IN THE UNITED NATIONS
AND THE SPECIALIZED AGENCIES

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INTRODUCTION

In 1962, pursuant to resolution 796 (XXX) a report of the Secretary-General on the "Programmes in the field of public administration in the United Nations and the Specialized Agencies" (E/2630) has been submitted to the Economic and Social Council at its thirty-fourth Session.

The Council adopted on the 2nd of August 1962 Resolution 907 (XXXIV):

"The Economic and Social Council,

Having examined the report of the Secretary-General on programmes in the field of public administration in the United Nations and specialized agencies,

Convinced that solid administrative structures and sound public administration are essential prerequisites for the progress of the developing countries,

Considering the serious shortages of trained public administrators in most of the newly emerging states,

Recognizing that the United Nations and its related agencies have specific responsibilities for assistance in the promotion of effective public administration in their respective fields,

Recognizing further the interrelationships between the various sectors of public administration and the consequent need for closely co-ordinated and, as appropriate, joint action on the part of all the United Nations organizations involved,

1. Notes with appreciation the report of the Secretary-General as a valuable contribution to the elaboration of comprehensive programmes of assistance in the field of public administration;

2. Emphasizes the need for assistance in the development of national civil service systems which will attract and retain competent personnel for public service and permit them to function to the best advantage;

3. Urges that every effort be made to provide enlarged facilities for the training of key administrative personnel required in the developing countries, including:

(a) Establishment in national and regional development plans of targets for the provision of qualified administrators;

(b) Provision of fellowships for training abroad and of opportunities for in-service training in the developing countries, in the developed countries and in international organizations;

(c) Organization of training courses and seminars on public administration in the developing countries and assistance in the organization and establishment of courses and schools of public administration in existing or contemplated institutions of higher learning in the developing regions; and

(d) Special emphasis on training in public administration in the regional development institutes established or planned by the regional economic commissions;

4. Notes with appreciation the progress made in providing, on an interim basis, trained administrators for the developing countries through the programme for the provision of operational, executive and administrative personnel, while recognizing that further steps will be required to make the programme more fully responsive to existing needs;

5. Requests the Secretary-General to continue to seek agreement among the related agencies that in furnishing operational personnel they will adhere to the following basic conditions:

(a) That the terms and conditions of employment, in so far as possible, be made identical with the rules applied in the programme for the provision of operational executive and administrative personnel;

(b) That an essential element should be the training of counterpart personnel with the aim that they replace as soon as possible personnel sponsored by the United Nations or related agencies;

(c) That the related agencies, in consultation with the United Nations, define the professional specialist and technical types of post which they intend to fill directly.

6. Draws the attention of the Secretary-General and the executive heads of the related agencies:

(a) To the importance of closely co-ordinating the planning and implementation of their assistance in this field to the developing countries;

(b) To the desirability of considering in the development of their programmes such problems as:

- (i) Legal and administrative relations between State and autonomous institutions;
- (ii) Structures and technical procedures of the central agencies designed to perform economic and social planning, and
- (iii) Decentralization, operating functions of ministries and departments including field offices, and areas of efficient district administration in selected functions;

7. Invites the Administrative Committee on Co-ordination to report to the Council at its thirty-sixth session on the progress achieved in co-ordinating the activities and plans of the United Nations and related agencies in the field and, in particular, to explore difficulties encountered in the development of more fully effective programmes for the provision of operational and executive personnel and to formulate, as it deems necessary, recommendations to the Council for further action on this subject".

I. DEVELOPMENT OF PROGRAMMES IN THE FIELD OF PUBLIC ADMINISTRATION
IN THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

A. General observations

1. In 1962 the Report (E/3630) gave a survey of the public administration aspects of the programmes of the United Nations and of the specialized agencies.
2. In one of its parts^{1/}, Resolution 907 (XXXIV), stresses the importance of co-ordination, not only in implementation, but also in "planning". The resolution also requests the agencies of the United Nations family to take into consideration a number of matters, such as decentralization, operating functions of ministries, structures and procedures of the central agencies designed to perform planning, and legal and administrative relations between State and autonomous institutions.

^{1/} Resolution 907 (XXXIV), paragraph 6.

3. All these questions are of fundamental importance, because the United Nations and the specialized agencies can produce surveys, conclusions and norms which will help Governments and the agencies themselves in preparing their programmes and will provide one of the bases for action, i.e. principally for technical assistance; in addition, such surveys, conclusions and norms can be used as a guide in training key personnel in national administrations.

4. Even if the institutional and technical aspects of public administration, the training of personnel and the provision of operational personnel are considered separately - in accordance with the division adopted in resolution 907 (XXXIV) and in this report - it is clear that these three types of problems and factors are closely related. All three are directed towards the same end, namely, to assist through analysis, consideration, methodology, and finally action, in the establishment and proper functioning of administrative structures, machinery and procedures and in the training of qualified personnel in sufficient numbers.

5. The attention paid by the international agencies to administrative problems, the extent and the salient features of the programmes relating to these matters, the nature, objectives and quality of the studies and the degree of co-ordination achieved in this connexion are factors quite as important as the number and quality of the experts. Some recent or current developments in these fields merit a brief survey.

B. The quantitative aspects of United Nations programmes

6. First of all, the importance of administration in the programmes can be gauged in quantitative terms.

7. The increase in financial resources available under this heading within the United Nations alone, which was already noted in 1962 in comparison with 1960^{2/}, has been maintained; the funds allocated in 1963 amount to some \$3.4 million (regular programme, expanded programme, OPEX^{3/}, Special Fund etc.).

^{2/} See E/3630, Report of the Consultants, para. 14.

^{3/} See chapter IV.B.

8. The number of public administration experts was 144 in 1963, as against 112 in 1960 (training 31, organization and methods 30, public finance administration 21, personnel administration 18, local administration 11, postal administration 4, other fields 29). It should be noted that the organization and methods and personnel administration sectors show the greatest increases over previous years, and that the number of personnel training experts remains relatively the highest.

9. The number of public administration fellowships, which are the subject of another part of this report^{4/}, was 201 in 1962; this represents a net increase over the average of previous years and the number for 1963 is expected to be at least as high.

10. Lastly, the programme for the provision of operational, executive and administrative personnel (OPEX) will be larger in 1963 than it was last year (the problems raised by the expansion of OPEX and the increased demands in this field are the subject of a special chapter^{5/}).

C. Institutional and methodological aspects of the programme

1. Reorganization of the United Nations Division for Public Administration

11. The reorganization of the United Nations Division for Public Administration on a substantive - and non-geographical basis - which was announced in the previous report^{6/}, has been fully implemented.

12. It has been found that this reform, which reflects, at the institutional and administrative level, the general conclusions of the report of the Secretary-General that was considered by the Economic and Social Council last year, has not hampered in any way the study of regional problems and the formulation of regional programmes wherever necessary. It is particularly significant that the Seminar on Urgent Administrative Problems of African Governments, one of the most striking and informative development in the work of the United Nations and the specialized agencies in the field of public administration over the last ten years, was held in a geographical context after the reorganization of the Division on a substantive basis had already taken place.

^{4/} See chapter III.B.

^{5/} See chapter IV.

^{6/} E/3630, paragraph 10.

2. Regional consultants and advisers in public administration

13. Reference was made last year to the trend towards a policy of posting consultants in public administration to the headquarters of the regional economic commissions^{7/}.

This policy has now entered an active phase. The consultants will be playing a decisive and manifold role in United Nations action in this field.

14. The most highly developed consultant machinery - already almost fully implemented in the Economic Commission for Africa because of the extent of the area to be served and the particular urgency of that continent's needs, and gradually being provided in the other regional commissions - consists of a consultant assisted by advisers who are specialists in each of the main divisions of public administration: organization and methods, personnel and training, fiscal administration and local administration.

15. The provision of these consultants should enable the regional economic commissions to include consideration of public administration problems among the varied activities of their secretariats, to include the study of public administration in their economic and social development activities, such as the preparation of studies and reports, the provision of technical assistance, the organization of seminars, etc.

16. The consultants will play an active role in the evaluation of needs at the regional and national level. Countries in Asia, Latin America and Africa have already made use of their services. The advisory services they can render at all levels, including services to Governments and to resident representatives, may constitute not only a positive contribution to the solution of urgent problems of public administration within the region but also an important element of the machinery for co-ordination and concerted action.

17. The 1962 report (E/3630) stressed the fact that while each specialized agency was specially qualified to assess, in its own particular technical field, problems which are of an administrative nature (establishment or improvement of ministries and of networks of regional and local services, the training of technical public service personnel such as labour inspectors, staff for medical and social services,

^{7/} E/3630, Report of the Consultants, paragraph 10 and 186.

agricultural engineers, meteorologists etc.) there were, over and above the substantive divisions, areas of common concern with the actual techniques of public administration: status of personnel codes, inter-ministerial relations, management of public buildings, public assets, organization and methods etc. It is in these common aspects that the consultants may be able to do very useful work in seeking solutions to problems with administrative aspects, which the individual specialized agencies have to face, often separately, and which many experts tend to deal with, in the course of their missions, within the framework of their own particular discipline.

18. Furthermore, the consultants and advisers in public administration, while forming part of the executive secretariat of the regional commissions, will also be called upon to perform an important role in the process of formulating the general policy of the United Nations in the field of public administration. Their practical knowledge of administrative problems in each country should enable them to determine the main trends, the development of needs, the progress achieved, and the obstacles encountered in the development of administrative services together with development in the economic and social field. The sources of information of the United Nations, and of the Division for Public Administration and the Fiscal and Financial Branch in particular, will thus be considerably increased. All this information, added to the findings and conclusions of seminars, symposia and workshops, should make it possible to draw up standards and work out increasingly detailed methods which will be more readily usable by officials in the developing countries, by public administration experts and even by those performing missions in the various technical fields who frequently encounter administrative problems.

19. Lastly, the consultants in public administration can render services in all matters connected with the training of basic administrative personnel in many countries^{8/}.

3. Framework of concerted action

(a) General observations

20. Resolution 907 (XXXIV) deals with co-ordination at the stage of planning public administration activities and at the stage of implementation.

^{8/} See chapter III.

21. The 1962 report (E/3630) analysed these problems and its conclusions have helped to determine which of the administrative aspects are of particular concern to a given agency of the United Nations family, to indicate the administrative fields of common interest and at the same time to define the division of fields of competence, the sectors in which co-ordination is a necessity, and the methods and machinery of concerted study and action.

22. During the Seminar on Urgent Administrative Problems of African Governments, these aspects were systematized as follows in connexion with the consideration of training problems:

"In a general way, co-operation between the international organizations of the United Nations system in public administration can be briefly described as follows:

- (i) The United Nations Division for Public Administration undertakes the training of personnel specialized in a particular branch of general public administration or the in-service training of administrative grades of this type: to this end it concerns itself with the establishment and development of Schools and Institutes of Public Administration to the extent that these institutions take part in the further training of the officials;
- (ii) The ILO is concerned with the problems of the pre-entry and post-entry service training of the lower grades of public administration (on the same basis as for the private sector) and has a general responsibility for technical training; it is also concerned with the employment conditions offered to public servants;
- (iii) UNESCO, which is endeavouring to advance the social sciences through encouraging the development of higher education and research in its branches of instruction, has a similar responsibility for public administration, exercised essentially in a University or quasi-University context. The Organization is mainly concerned, from this point of view, with basic training in public administration prior to the exercising of administrative functions, and consequently it is able to lend support to the creation or development of the Schools or Institutes of Public Administration, to the extent that these institutions deal with trainee public servants;
- (iv) Lastly, all the Specialized Agencies of the United Nations deal with the administrative problems that concern public organizations, such as Ministries, public services, educational establishments or research institutes, specializing in the spheres they are responsible for (education and scientific and cultural development, labour and social questions, agriculture, health and hygiene, civil aviation, etc.), as well as with questions of the pre-entry and post-entry service training of the administrative and technical staff of these various agencies.^{2/}

23. The definitions and rules that have thus been defined can also be transposed, mutatis mutandis, into other fields of public administration than those concerned with training: for example, study of the structure of Ministries, status of civil servants, general problems of organization and methodology, etc.

24. The development of concerted action has taken place at different levels and according to different methods.

25. Relations between the services of the respective Headquarters tend to become closer, more systematic and also more frequent whenever a programme embraces various aspects of interest to two or more organizations, in the fields and according to the respective areas of responsibility that have just been defined.

26. This co-ordinated action, particularly as between the United Nations, UNESCO and the ILO, when the study of general problems of common interest is involved, is also frequently applied at the regional level, especially in connexion with seminars dealing either with problems of public administration considered as a whole or with particular subjects.

27. Specific examples will be given in the study of programmes which appears elsewhere in this report. It should be noted here and now, however, that the action of the United Nations is co-ordinated not only with the two aforementioned agencies but also, depending on the nature of the subject considered, with others such as FAO, WHO and so on. In some fields, co-ordination has a systematic character: for example, in the framework of the Administrative Committee on Co-ordination, a sub-committee on education and training and a working group on rural development have been established.

28. Concerted study and action must be selective. If a project is to be concerned with fields such as the structure and staffing of the entire complex of Ministries and administrative services, all the agencies should be invited to co-operate in the study. When, however, the subject is not of such broad scope -- and this is very often the case -- it is of especial concern to two or three agencies only; at such times there should be no systematic endeavour to provide for concerted action which is not actually required by the very nature of the operation.

29. On the other hand, however, such an undogmatic approach to co-ordination does not justify wholly independent action on the part of an agency if the project, the study or the programme is concerned to a substantial degree with aspects of public administration which are of interest to other agencies by reason of the questions of principle involved or of the general repercussions that partial solutions might have. An exchange of information and, if necessary, prior consultations before projects are put into execution should make it possible to avoid a lack of concern for the co-ordination outlined above.

30. Co-operation may be further intensified according to the rules that have been described and on which relations between the agencies in the course of 1962 have, in many circumstances, been based.

31. It does not appear necessary at the present stage to contemplate setting up permanent administrative machinery for co-ordination.

32. One should not, however, exclude the possibility of arranging at an appropriate time for an inter-agency meeting for the special purpose of reviewing all the public administration aspects of the programme, drawing the most significant conclusions from past action and intensifying the broad lines of concerted action in that field.

(b) Concerted action and decentralization

33. Co-operation between the agencies in the field of public administration must also be considered in the light of the policy of decentralization.

34. The 1962 report (E/3630) described some instances in which a policy of decentralization was pursued, some of them antedating General Assembly resolution 1709 (XVI) "on the decentralization of the economic and social activities of the United Nations and strengthening of the Regional Economic Commissions". This is true, in particular, in the case of the Advanced School of Public Administration Central America (ESAPAC), which provides an example of inter-agency co-operation not only in the training of officials but also in the study of problems of public administration in the region, with the participation of national authorities.

35. The United Nations programme for 1962 and subsequent years shows a clear trend towards decentralization.

36. The posting of Advisers in public administration to the Headquarters of the Regional Economic Commissions (see above) already constitutes a significant step in this connexion.

37. The programme of seminars likewise evidences this trend towards decentralization, accompanied by inter-agency co-operation. The majority of seminars held during 1962, were organized at the regional level; in 1963, wide use will be made of the method which has been applied several times in the past and which consists in having one particular subject in the field of public administration studied, with the co-operation of one or more of the specialized agencies, at seminars held successively in several regions, after which global conclusions are drawn in the light of the work that has been done.

38. By the use of this method, regional action can be rendered more effective and the specific needs of the various States can be met as realistically as possible, while at the same time adding at the central level to the fund of scientific and technical knowledge - and hence to the means of action and the influence - of the United Nations and the specialized agencies as a whole. This method is in line with the policy defined on several occasions by the Secretary-General^{10/}.

(c) Co-operation between the agencies in studying the needs of the developing countries

39. The co-ordination applied at the regional level and at the level of the respective Headquarters in considering the various problems relating to public administration and in drawing up conclusions and formulating standards is to be further pursued in the case of studies undertaken in order to evaluate specific requirements of a particular country for the purpose of helping it to shape a policy of economic and social development and to define the successive stages in implementing that policy in terms of the national resources - material and human - and of the international assistance - received or expected - from various sources.

40. This consideration is an important one, for at the present time the final impact of a large part of the activities of the United Nations and specialized agencies is felt at the national level. It is within the national framework that priorities are worked out by the national authorities, who may seek advice on that subject from the international organizations.

^{10/} See E/3643, Decentralization of the Economic and Social Activities of the United Nations and strengthening of the Regional Economic Commissions.

41. Recently there has been a tendency to send technical advisers or missions for the purpose of evaluating requirements, either globally or sector by sector, and of accordingly drawing up general plans for economic and social development or expansion in a given sector, such as education, labour, agriculture or public health. The necessary co-ordination and the shape it has taken so far in the field of the requirements in the training of public servants are dealt with in the section of this report devoted to various aspects of the training of key personnel.

42. At this point, it seems, however, necessary to mention the fact that analyses or surveys of the kind referred to above, and also the national development plans that can be evolved from them, should in any event make provision for the administrative structures which are the necessary basis for any development policy. It is not simply a question of establishing the administrative services which will be responsible for planning at the national level. It is also a matter of obtaining the most accurate forecasts regarding the nature, size and characteristics of the administrative units at the central, regional and local levels which will be required to translate the plan in terms of the nation's everyday life in particular sectors such as education, transport, housing, agriculture, medical and social services, etc; finally, forecasts of this type are necessary for the purposes of organizing that basic part of the administration whose general competence exceeds that of the individual sectors: the Secretariat-General of the Government, the national services responsible for drawing up legislation, the statutes of civil servants, the authorities exercising supervision, control and guardianship of the decentralized public services, the treasury services and controllers, budgetary and fiscal administration, etc.

43. Each one of the various stages of economic and social development provided for and described in plans or programmes based on the reports of the international agencies or of their experts must necessarily include an institutional section dealing with the various aspects relating to public administration techniques.

44. Noteworthy progress has been made in co-ordination, particularly between the United Nations, the ILO, UNESCO and WHO, when the surveys are concerned with the use of human resources and manpower utilization (see below, paragraph 107) or when the establishment of training institutes is involved.

45. Over-all surveys and the subsequent programming within the framework of a given country will not, however, be fully realistic unless increasing and sustained attention is paid to the role, form and size of the administrative factors (personnel and training, setting up of structures, juridico-administrative procedures) at each stage of expansion. The absence or inadequacy of forecasts in this field could result in real "bottlenecks", which might sometimes constitute as serious an obstacle as errors in estimates relating, for example, to demographic factors or to the probable evolution of the distribution of manpower among the various branches of activity.

46. It is therefore desirable that the co-ordinated endeavours should give an increasing place to experts in administrative techniques particularly the advisers in public administration of the regional commissions^{11/}, in the undertaking of studies of this nature. The missions entrusted with such general studies, composed of persons of various disciplines, should include in most cases an expert in administration as such. In any case, when a specialized agency has a permanent expert on a regional level in administration in specific fields (for instance, regional exports in labour services), close co-operation should take place between him and the consultant in public administration.

^{11/} Compare the resolution of the Economic Commission for Africa quoted in the Journal of the United Nations, 26 February 1963.

II. NATURE AND CONTENTS OF THE PROGRAMMES COVERING
VARIOUS ASPECTS OF PUBLIC ADMINISTRATION,
WITHIN THE FRAMEWORK OF THE DEVELOPMENT DECADE

A. General observations

47. Both the report on the Development Decade^{12/} and Economic and Social Council resolution 916 (XXXIV) recognize the importance of institutional questions in development policies and the role of sound public administration in each of the various sectors of national activity and in general.
48. It is also stated that "in the field of public administration itself, progress must be achieved on a broad front. If an attempt is made to reorganize one sector of the administration, neglecting the others, orderly development will become impossible. National effort and technical aid from outside must be fully and carefully integrated and co-ordinated. Thus there must be a focal point for administrative progress and reform".^{13/} (This does not mean that administrative decentralization is ruled out, at the national level, as a technique likely to promote development.^{14/}
49. The special problems of countries which have achieved independence are given particular emphasis. "The countries which became independent during the 1940's had often had long periods of preparation for the change to independence, and even then the growing pains of independence were severe .../In the case of/ countries achieving independence more recently, or likely to achieve it during the development decade, ... the preparation has been less. Much administrative rearrangement has to be achieved in a short time, and this in countries where experienced administrators are few in number."
50. Finally, it is pointed out that "the administrative needs of many Governments and the special needs of the newly independent countries are probably more urgent and will take longer to meet than has hitherto generally been admitted... A number of new avenues of progress must be explored in an effort to meet the cumulative demands of the situation".

^{12/} United Nations publication, Sales No.: 62.II.B.2

^{13/} The United Nations Development Decade, op. cit., VII.D.2.

^{14/} See below, E.

51. Although the administrative factor is often regarded as "auxiliary" to development and planning, the preparation and implementation of adequate programmes in the various fields of public administration can be considered one of the indispensable elements for the achievement of the objectives of the Development Decade.

Recent programmes and activities in the field of public administration have tended to adapt themselves to the spirit of the Decade and to be planned with a view to the objectives of development and the concerns and aims outlined in Economic and Social Council resolution 907 (XXXIV).

B. Improvement of general administration

1. Handbooks, guides and models

52. Efforts are being concentrated, first and foremost, on the preparation and dissemination of publications which deal with the general problems of public administration and are designed to provide guidance for the political authorities and senior officials responsible for planning the general structure of the public services of a country and for introducing general reforms in public agencies or adapting them to general objectives.

53. The Handbook of Public Administration^{15/} which appeared in English in 1962, has already been translated into French and Spanish. It is being translated into other languages. However useful it may be, being both comprehensive and specific, the Handbook does not set out to provide an answer to all the individual questions which may arise in developing countries in each sector of the public administration. Other publications dealing with certain categories of problems have appeared recently or are in preparation.^{16/} Of a more general nature, a new "Bibliography" of public administration is under study by the United Nations Secretariat in co-operation with UNESCO.

54. The various activities of UNESCO in the fields of research and teaching in the social sciences are expanding. They may be useful not only at the university level but also with regard to the training of public officials and for specific action. This may be the case in particular of the "Reader of texts on public administration", the preparation of which is at present under consideration.

^{15/} See E/3630, paragraph 24, and the United Nations Development Decade, p. 108.

^{16/} See below.

55. It is to be noted that the work of international organizations in this field is being developed in liaison with non-governmental organizations such as the International Institute of Administrative Sciences, the International Union of Local Authorities, the International Committee for Social Sciences Documentation, foundations, universities etc.
56. The publication of handbooks and guides, which may deal with public administration as a whole or with particular aspects, will be expanded. One of the objectives of the public administration programmes is to move gradually towards the elaboration of "models" which will be sufficiently precise and sufficiently flexible and diversified to enable the concrete needs of the developing countries to be rapidly met. Important achievements have already been recorded in the fiscal and budgetary field, and also in sectors falling for the most part mainly within the competence of the specialized agencies (vocational training, employment, health and agricultural services etc.); these achievements have already been referred to in the 1962 report.
57. A general study of the governments structures and organization, together with the establishment of institutional guides, is contemplated. In view of its nature and scope, such a study will naturally be undertaken in co-operation with most of the specialized agencies. This work will necessarily have to be linked to the work on the legal and technical administrative aspects of planning and on relations between the State and autonomous institutions.^{17/}
58. In strengthening the means which must be available to the State, budgetary and fiscal techniques and the techniques of national accounting play a leading part. The programmes described in 1962^{18/} will continue to be developed and extended. The same applies to the "Manual of performance and programme budgeting". Numerous regional and inter-regional study groups on budgetary techniques adapted to economic development will be held. A "manual for government accounting" will be prepared. Work in the field of fiscal administration will continue to be given high priority. Furthermore, certain countries have a particular need for the codification, simplification and co-ordination of their present fiscal legislation and for its adaptation to the new conditions brought about by independence and by the introduction of development plans. A "manual on income tax administration" is in course of preparation. It will be followed by other publications on the administration of other kinds of taxes and on common

^{17/} See below - C and D.

^{18/} See E/3630, para 28 to 32.

administrative problems (inter alia, the integration of all the fiscal services for the purpose of exchanging information and of making use of common services). Customs administration, which has already been considered in Africa in 1962, will be the subject of study seminars combined with training activities within the framework of ECAFE and of courses within the framework of ESAPAC.

2. Statutes of public personnel

59. The quality of an official does not depend solely on the training that he has received. As resolution 907 (XXIV) states, the existence of "national civil service systems which will attract and retain competent personnel for public service" is also essential. United Nations plans include the regular collection, analysis and periodical publication of information on the characteristics of systems of personnel administration and a study of the different systems applying to public servants in the various African countries.

60. The specialized agencies, amongst others the ILO, WEO and FAO^{19/} have become increasingly aware of the importance of the status of public servants carrying out administrative or technical duties in the various national sectors corresponding to the field of competence of the agency concerned.

61. New developments of two different types should be mentioned here. At the ILO, a study is progressing on law and practice concerning the methods of staff representation and consultation in the public administrations of about fifteen countries selected because of their experience in this field.^{20/} A second study comprises the body of problems relating to conditions of work and service stemming from the existence of considerable numbers of non-established "workers" in public administration.^{21/} These studies will serve as a basis for the initial work of the experts on conditions of work and service of public servants, which will meet in 1963.

62. UNESCO, for its part, is going to study the material situation and social standing of teaching personnel, a study which will necessarily include many statutory questions. At the ILO, a meeting of experts on social and economic conditions of teachers will take place in 1963, as follow-up action of previous ILO meetings on this subject held in 1954 and 1958. It will deal inter alia with principles underlying the determination of teachers' salaries and social security for teachers. This work will be carried out in co-operation with UNESCO.^{22/}

^{19/} See E/3630 Chapter II. B.2

^{20/} ILO, Governing Body, 6-9 November 1962, G.B.153/20/8.

^{21/} ILO, Governing Body, 6-9 November 1962, G.B.153/20/8.

^{22/} ILO, Governing Body, 6-9 November 1962, G.B. 153/20/9.

3. Purchase and management of government supplies

63. This subject, which raises complex problems on the legal, technical and financial plane, has already been touched on in particular within the framework of the "Manual for economic and functional classification of government transactions".

64. Furthermore, during recent years the United Nations has given special attention in its technical assistance programme in various countries to this problem. The volume of total expenditures on account of government purchases often exceeds the total payment of salaries and wages and is therefore the largest single object of expenditures out of public funds. The result of the technical assistance in the countries has in general been that application of modern methods in supply management and stores organization could lead to a large reduction of the total actual investment in government stores, while at the same time, improving the smooth operation of these stores for regular supply and reducing the risk of obsolescence and waste in government property. Capital released in such a form could be used to better advantage for government investments in other sectors.

65. But costs are only one of the factors. The prompt issue and availability of supplies to operating departments is a basic requirement of efficient government operations and an important condition for the execution of national development plans.

66. A preliminary study on this subject was carried out by a special consultant in 1962 and for mid-1963 a Workshop is scheduled in Latin America with the following objectives:

- (1) To study and evaluate the policies, structure and methods already adopted in certain developing countries;
- (2) To develop a technique for the formulation of a sound policy in this field;
- (3) To assist interested governments in the programming of a modern system of Purchasing and Supply Administration.

67. A similar workshop will be organized in Africa (preliminary study 1963 - workshop 1964-1965) and in the Far East (1965).

4. Utilization of Automatic Data Processing

68. The term "automatic data processing" is used here in the meaning of electronic machines having an internal programme of instructions capable of processing and providing data at electronic speeds; these machines are also commonly referred to as

computers. The adequate use of automatic data processing equipment in government operations in developing countries, even though of restricted application now, has special significance as it offers an opportunity, by its accuracy, speed and economy, for a more efficient contribution of the Government to the national economic development effort in the fields of planning, budgeting, statistics, revenue assessment, tax collection and in many others.

The objective of the study which will be undertaken in this field is to provide developing countries with advice and guidance by making them aware of the possibilities and implications when utilizing this equipment in government operations. The above project will be carried out in three stages: preliminary studies; seminars on a regional basis in 1964-1966; publications. Collaboration will be sought from the specialized agencies which have given assistance to governments in related fields.

C. Administrative aspects of planning

69. Among the sectors which are important in the planning and implementation of international and national activities, resolution 907 (XXIV) mentions "structures and technical procedures of the central agencies designed to perform economic and social planning". Some of these problems are dealt with in different connexions in other parts of this report.

70. The idea of planned national development is gaining more and more ground in the work of international institutions in the economic and social fields. Its influence can also be seen in the establishment of new organs such as the Economic Projections and Programming Centre at United Nations Headquarters, the Centres in the regional commissions and the regional development institutes. A great expansion of all kinds of activities connected with planning in the field of industrial development is also under way.

71. A general study on the experience gained and the techniques used in economic development in the different countries is in progress. It is natural that administrative problems of the type referred to in resolution 907 (XXIV) should find a place in such contexts. Meanwhile, activities more directly concerned with the administrative aspects of planning will be undertaken in 1964 at the regional level (Latin America and Africa) and at Headquarters. Considerable attention has been already devoted in the country case studies on planning for balanced social and economic development, which were prepared in connexion with the 1961 Report on the World Social Situation, to the organizational and administrative aspects of the planning process (E/CN.5/346/Addenda);

furthermore, a study is being undertaken, pursuant to resolution 903 B (XXXIV), summarising "the experience of various organizational arrangements for social planning in relation to development goals."

72. In studying the main problems of planning, the problem of structures and of legal and administrative procedures and procedures for the preparation and implementation of the plans cannot be neglected. Similarly, the administrative aspects cannot be studied in isolation. The seminars and studies which are also of concern to the several units of the United Nations Department of Economic and Social Affairs will be conducted in close co-operation with the specialized agencies involved.

73. This co-ordination is made all the more necessary by the fact that in this field, which by its very nature is inter-disciplinary, many specialized agencies prepare and develop special programmes and bodies concerned with planning - planning in the fields of education, health services, employment, training etc.

74. Although, as is indicated by the many resolutions adopted by the UNESCO General Conference (November-December 1962), the extension of planning programmes in the field of education is a matter of particular concern to Africa, it is not limited to that region. Moreover, it covers all branches and levels, including the different kinds of technical education in the fields of competence of various specialized agencies with which UNESCO has concluded agreements on co-operation. Finally, it involves the problems of "administrative services" and institutions, as also the problem of training, not only of teachers but also of administrators.

75. One of the most important events^{23/} has been the establishment of an International Institute for Educational Planning, which is of threefold interest in connexion with the subjects dealt with in this report. Firstly, it will give instruction to senior civil servants, among others. Secondly, in the course of its research activities, which are designed to "co-ordinate existing knowledge and experience gained on this subject and to promote research into new concepts and methods in educational planning likely to further economic and social development", it will very soon have to touch on questions which lie within the purview of public administration and to which its techniques are suited. Thirdly, the membership of its governing body indicates a desire for concerted action at several levels: it includes the Secretary-General of the

^{23/} UNESCO, resolutions adopted by the General Conference - resolution 1.213 and annex 12C.

United Nations, Directors-General of the certain specialized agencies, the Directors of the three regional planning institutes set up by the Economic Commissions for Latin America, Asia and the Far East and Africa respectively, and educators, economists and other specialists.

76. The International Labour Organisation, for its part, has recently made important changes in its work on manpower planning and organization as regards both the scope and the nature of the tasks undertaken^{24/}. The assessment of human resources and of needs and possibilities in the field of labour, which is dealt with elsewhere in this report, is more and more bound up with the other aspects of planning in general.

77. This connexion is particularly marked in the case of the Economic Commission for Latin America and it is maintained by bodies such as the Advisory Groups under the OAS/ECLA/IDB Ad Hoc Committee on Co-operation. The representatives of the specialized agencies participate in the preparation of plans and the organization of general and sectoral planning services. The participation of public administration experts is envisaged within this framework.

78. This stage should be reached rapidly if it is desired that adequate attention should be given in good time to the institutional and administrative problems which no effective planning system can avoid. It should be noted in this connexion that the report of the Meeting of Experts on the Assessment of Manpower Requirements for Economic Development devotes attention to the "organizational arrangements that may be adopted by Governments for appraising the requirements for manpower" and points out that the organization of services in these fields "will depend to a large extent on the general structure of the State administration".^{25/}

79. Other agencies are also concerned with questions of public administration in their own special sectors - again in the context of planning and programming. For example, in addition to the regional seminars, a joint United Nations-FAO study will be carried out on an inter-regional level for the purpose of analysing systematically the different ideas of the role of the Government in agriculture, the different ways of organizing services, at all levels, and the different methods of studying and solving administrative problems in agriculture.

^{24/} Activities of the ILO 1961 - Report of the Director-General (Part II) to the International Labour Conference, 1962, pages 21-23.

^{25/} ILO Governing Body, GB 153/7/12, dated 6-9 November 1962.

80. The World Health Assembly recommended in 1960 'that the governments concerned organize their public health services on the basis of career appointments for health personnel' and decided 'to make available to governments requesting it whatever assistance WHO can give in this connexion'. (Resolution WHA13.36). Since then, this question has received increased attention in assistance to governments for public health administration. WHO's proposals for action during the United Nations Development Decade underline the importance of national health planning, as well as the strengthening of basic health services. From 1957, the Pan American Sanitary Bureau (WHO Regional Office for the Americas) gradually introduced into its programme collaboration with governments in matters concerning administrative methods and procedures in health services; in October 1961, the Directing Council of the PAHO/WHO Regional Committee for the Americas authorized a five-point programme in this field comprising advisory services, fellowships, seminars, in-service training and publications (Resolution XXXV). Under this programme, seminars for ministers of health and senior administrative staff have been organized in co-operation with the United Nations; the most recent took place in Bogota in December 1962. Another is planned for 1963 together with technical assistance missions. (See also below, paragraph 141).

81. Increased assistance in national health planning, particularly to newly independent and emerging states in Africa, was authorized by the Fifteenth World Health Assembly in May 1962 (Resolution WHA15.22). It is envisaged to provide in 1963 assistance to at least seven African States, and this work is expected to continue on a comparable or even larger scale.

82. Such subjects as government and administrative structures, planning bodies and implementation machinery, the problems of legislation and of the relations between the State, decentralized organizations and autonomous bodies, cannot each be studied in complete isolation.

83. The work begun at the regional level on the public administration aspects of planning should be carried further, so that the administrative problems common to the fields mentioned above and the most effective solutions to them can be identified; this should be done on the basis of the experience gained by the various departments of the United Nations and by each specialized agency, including the International Bank for Reconstruction and Development and its Economic Development Institute, which in recent publications has laid particular stress on the importance of institutional and administrative factors in the development of certain countries.^{26/}

D. Legal and administrative relations between the State and autonomous institutions

84. The 1962 report dealt at some length with this type of problem and analysed the work of the different institutions of the United Nations family as sources of information in this connexion. Co-ordinated use of these sources and joint analysis of the information they yield are important features of a planned policy, which, if it is to be effective, must necessarily define the relations between the State and all the more or less autonomous institutions, all bodies of whatever type or status, which take part in economic, financial, social and cultural life.

85. The United Nations are contemplating a programme in this field which will be mainly concerned with:

- (1) constitutional and legal basis,
- (2) financial resources,
- (3) managing bodies and organizational structure,
- (4) control and audit.

86. It is expected that a workshop will be held on this subject in Latin America towards the end of 1964. Collaboration for this project would be sought from all the specialized agencies which have had experience with public autonomous institutions in their respective fields of specialization.

E. Decentralization and community development

87. In the section of the report on the United Nations Development Decade which deals with public administration, emphasis is placed on the role of local communities in the proper implementation of development plans. The fact is also brought out that many specialized agencies, including WHO and FAO, attach very great importance, in their respective spheres, to decentralization.

88. These questions have occupied a predominant place in the public administration and social action programmes during recent years, and will do so even more in the future. During 1962, two fundamental works were published by the United Nations: "Public Administration of New Rapidly Growing Towns in Asia"^{27/} and "Decentralization for National and Local Development"^{28/}. The latter work, the result of a prolonged

^{27/} United Nations, 1960, Sales No. 62.II.H.1, co-sponsored by the United Nations Department of Economic and Social Affairs and the UNESCO Department of Social Sciences, Research Centre on the Social Implications of Industrialization in Southern Asia, with the co-operation of the Indian Institute of Public Administration.

^{28/} United Nations, Sales No. 62.II.H.2, Department of Economic and Social Affairs, Division for Public Administration, United Nations Technical Assistance Programme.

effort in which the specialized agencies concerned, non-governmental organizations and experts participated, is a veritable synthesis of the different national systems and it also includes a survey of the optimum areas for administration of technical services (in education, health, social affairs and agriculture). Its analyses and conclusions will be most useful to Governments and technical assistance experts.

89. Future seminars will deal with relations between central departments and local authorities, the status of local personnel, institutions for providing credits to the communes, and subsidies; they will be held in co-operation with the specialized agencies and with the assistance of such bodies as the International Union of Local Authorities (IULA) and the Eastern Regional Organization for Public Administration (EROPA).

90. Joint surveys and activities will continue in the social sector, including the field of community development, the 1962 report having demonstrated that those fields are, by their nature, the most favoured ones for inter-agency co-operation. Exhaustive studies of the organization and administration of social services, community development programmes, community development in urban areas^{29/}, and even the administration of services for nomads and other similar groups, are the most notable chapters of this continuing programme. Furthermore, a study is being prepared, in order to develop "precise criteria for allocation of resources to the various social programmes at different stages of development and improve government organizational arrangements". (Resolution 903 B (XIV)).

91. International co-operation in the fields of housing, construction, physical planning, and the administration of new towns will be further expanded: seminars, pilot or demonstration projects, research laboratories, housing and construction centres, the provision of a large number of experts, seminars and workshops, will deal with a whole range of questions, many of which, in the modern world, are among the major sources of concern to Governments and even more to administrators at the regional level and to local authorities.

F. Adaptation of programmes and methods to the needs of Africa

92. The programmes just dealt with, including those concerning the training of administrative personnel, may be employed anywhere in the world within the framework of the economic commissions and in other regional institutions and find concrete

application in many countries through technical assistance channels. Of equally general application are the methods for co-ordination between the agencies of the United Nations family and for co-operation with non-governmental organizations and bilateral aid programmes.

93. It appeared desirable, however, to provide in this part of the report some information concerning recent activity relating specifically to Africa. There are many different aspects to the problems faced by the African States and international action, particularly during the past year, has sought to find preliminary answers to meet the various specific problems.

94. The Seminar on Urgent Administrative Problems of African Governments (October 1962), to which several references have been made in the earlier parts of this report, was planned as a forum for the consideration of the urgent administrative problems of the African Governments. It sought to define those problems, which are numerous and particularly complex, and to suggest what methods and action might be necessary for their solution. The study which was carried out was both general and detailed in character and involved both analysis and synthesis. The main subjects dealt with by the Seminar were organization and administration in relation to development policies, financial administration, conditions of employment and training of personnel, and local government. Seventeen African States, two European States which have large-scale bilateral programmes in Africa, the United Nations, six specialized agencies and IULA took part in the Seminar. The conclusions and resolutions which were adopted have served, in large measure, as the basis for the public administration programmes of the United Nations and the specialized agencies for the years to come. Many of the seminars, workshops and reports mentioned in the programmes described earlier had as their immediate origin the suggestions put forward in the course of the African seminar.

95. The report which was drawn up will serve as a guide for ECA and its secretariat in planning regional and sub-regional activities relating to public administration, as well as for Governments in connexion with their programmes for the improvement of public administration at national and local levels. It will greatly influence the character and objectives of technical assistance missions.

96. The Seminar's conclusions, which were endorsed by the Economic Commission for Africa, should have the long-term effect of strengthening co-ordination between all the "agencies sponsoring regional and sub-regional activities relating to public

administration" or to "the administration of major services and programmes which have been asked to "concert their efforts", using the ECA Secretariat to the fullest extent practicable".^{30/}

97. The Economic Commission for Africa also requested the Executive Secretary, "after consultation with specialized agencies concerned and especially UNESCO" to draw up, in the light of the Seminar's conclusions, "a plan for regional and sub-regional support of national efforts to improve public administration, and to develop training facilities in this field using the existing institutions, in so far as practicable for the purpose."

98. This Seminar and the resolutions which it adopted are of interest from many points of view and particularly from the point of view of concerted action, not only between the United Nations and the specialized agencies but in conjunction with bilateral aid programmes and action at the national level. This last aspect, often dealt with in broad terms by various United Nations bodies and particularly by the competent standing technical assistance organs and by the Ad Hoc Committee on the Co-ordination of Technical Assistance Activities, does not fall within the scope of this report. It should be noted, however, that the magnitude and variety of aid from various sources, including bilateral aid, would seem to indicate the desirability of harmonizing these various programmes whether for the purpose of surveying existing needs or for studying methods of meeting them. Depending on circumstances, this harmonization may be effected within national co-ordination agencies, at the level of the Resident Representative or of multilateral and bilateral programme experts, within institutes of public administration, development institutes etc.

99. In addition to providing a basis for programme planning by the United Nations and the specialized agencies, the Seminar also helped to introduce more flexibility into the methods which they employ in the various fields of public administration and to adapt them to the particular conditions and needs of Africa, in such areas as surveys of human resources, education, manpower, technical training, taxation, etc.

100. The Economic Commission for Africa also decided, with a view to facilitating the Commission's review of the plan and of long-term projects in public administration for inclusion in its work programme, "to establish a working party on public administration of the Commission which shall convene in 1964 and every two years thereafter unless otherwise determined by the Commission". The majority of the

body in question "should be composed of African experts".^{31/}

^{30/} E/CN/14 Res.70(V) and Journal of the United Nations, No. 3090, 26 February 1963, p.5

^{31/} Journal of the United Nations, 26 February 1963 and E/CN/14 Res.70(V).

101. The establishment of this Committee, whose sessions are to be held at more or less regular intervals, relates to an institutional problem which was raised in a general way in the report drafted in 1962. At that time it was suggested that the Economic and Social Council should authorize the Secretary-General to convene a group of experts at periodic intervals, every few years, for a review and evaluation of the programme in public administration. It was proposed that the review should be undertaken in consultation with the specialized agencies. The choice of the experts and the regions from which they come would be influenced by the nature of the public administration problems which are deemed to be of greatest interest and urgency at the time^{32/}.

102. The establishment by ECA of a working party transfers to the regional level the ideas which at that time were put forward at the general level. It is likely to enhance the importance of the preceding suggestion. Experts meeting periodically in a committee at the regional level can undoubtedly contribute to the analysis of situations and the drawing up of programmes, but their competence - in the legal sense of the term - is limited to the region, and the questions which concern them and the problems they have to face are necessarily regional ones.

103. Many problems of public administration, however, like others, have inter-regional aspects. The procedure so far adopted for seminars, which consists in studying one category of questions in each of the regions and then making a synthesis at the general level, has proved its worth. The same could apply in this case. A Committee having general functions of the type envisaged in last year's report, meeting at headquarters, could define these common aspects on the basis of the conclusions reached in each part of the world. It could stimulate the action of the United Nations Secretariat and provide useful information and guidance to the Economic and Social Council and to the specialized agencies^{33/}.

^{32/} E/3630, paragraph 10.

^{33/} E/3630, paragraph 10.

III. TRAINING OF KEY ADMINISTRATIVE PERSONNEL REQUIRED IN THE DEVELOPING COUNTRIES

A. General observations

104. Resolution 907 (XXIV) urges that every effort should be made "to provide enlarged facilities for the training of key administrative personnel required in the developing countries". The resolution mentions among these facilities fellowships, opportunities for in-service training in the developing countries, in the developed countries and in international organizations, seminars and institutes of public administration. At the more general level it urges that every effort should be made with "a view to the establishment in national and regional development plans of targets for the provision of qualified administrators" and, similarly, that there should be "special emphasis on training in public administration in the regional development institutes established or planned by the regional economic commissions".

105. The establishment strengthening and improvement of all these means of training, on which the report drafted in 1962 (E/3630) gives in some cases general and in some cases detailed information, call for sustained effort at the national and international level.

106. They raise problems of harmonization and of concerted action at every level which greatly affect the agencies of the United Nations family. Co-ordination must occur both at the specific action stage and in the policies of the technical assistance missions in fields such as those of fellowships, training institutes, seminars and others.

107. Such concerted action, however, must be sought, in the first place, during the necessary prior appraisal of the present and future needs in the field of public administration including training. Reference has already been made to the study of the needs and, in particular, to the necessity for co-ordinated forecasts concerning the type, size and characteristics of the institutions and administrative procedures which are required at each stage for the genuine and effective application of the policies outlined in the plan. The goals and the principles which are thus defined (Chapter I.3.(c) and Chapter II.C.) are applicable with regard not only to the institutions and structures but also to

the needs in personnel. In the course of surveying manpower and human resources, the United Nations, the ILO, UNESCO, WHO and FAO have been increasingly cognizant of the value of co-ordinated action, since educational planning should take into consideration forecasts of manpower needs, particularly the high level categories, in relation to the future development of various sectors of the national economy. Moreover, primary, secondary and higher education can only be considered in close relationship with technical education and vocational training. In particular, the training of future officials cannot be studied in isolation from university and secondary education. Increasing awareness of the need for such co-ordination is reflected in the documents issued by the ILO 34/ and UNESCO 35/. Moreover, the Sub-Committee on Education and Training of the Administrative Committee on Co-ordination has important functions in this respect. When such general surveys are planned for a particular country, consultations are frequently held. "The organizations agreed to integrate their assistance to governments in the conduct of such assessments, and in making continuing arrangements for keeping the manpower inventories up to date. The ILO would serve as the focal point in this respect, it being understood that systematic enquiries of this nature do not preclude the use of other methods and can, in fact, be combined therewith".36/ A co-ordination is established between UNESCO and ILO for developing a classification having regard to the broad classification of educational levels adopted by UNESCO and to the ILO - 'International Standard classification of occupations'. Finally, one of the objectives is to carry out manpower assessment projects (ILO) in such a way that they can be used for educational planning, and make sure that educational planning projects (UNESCO) take into account manpower requirements.

108. Furthermore, co-operation should be intensified in order to ensure that specific forecasts, as differentiated as possible, are made in the general studies of the training needs within medium-range and long-range planning, and that such forecasts include, in particular, an assessment of the quantitative and qualitative needs in officials. Recent studies in Africa into medium-level personnel 37/ and

34/ See 1961 report by the Director-General of the ILO.

35/ See in particular 1962 General Conference of UNESCO 12 C, particularly resolutions 1214 to 1242

36/ Twenty-fifth Report of the Administrative Committee on Co-ordination - E/3495, para. 42.

37/ Economic Commission for Africa (E/CN/14/218)

into operational personnel have shown the complexity of those problems. The analysis of such studies and the conclusions concerning specific action which might be drawn from them should, however, be based on the need to provide guidance for the training not only of experts in the various disciplines but also of the men who, as administrators, will be responsible for the preparation and implementation of development policies. Such analyses constitute a necessary stage in the adoption of a large-scale policy of training of personnel. This means that in such surveys increasing use must be made of the services of experts in public administration, particularly at the level of the regional economic commissions and, in some cases, in the multi-purpose missions.

B. Fellowships

109. The report (E/3630) on the basis of which Economic and Social Council resolution 907 (XIII) was adopted described the value of the award of fellowships in public administration and the conditions which seemed to be desirable to ensure that the experience and qualifications they enabled the recipients to acquire would be fully utilized in the national civil service.

110. In this report it is possible to furnish information on recent developments in this field together with some supplementary data. There is every reason to think that in 1963 there will be a substantial increase in the number of fellowships in public administration as compared with the average in recent years. The number of such fellowships will be over 200, at the least. It is also noteworthy that of the 7,400 fellowships administered by the Technical Assistance Programme between 1947 and 1962, 1,023 were in public administration disciplines. Moreover, many of the fellowships in the field of economic development (3,076 during the period under consideration) and social questions (2,501) have made a definite contribution to the training of officials of various technical services, for a large number of the fellows belong to the public sector and during their period of training they study the operation and organization of ministries and administrative services. Lastly, these statistics do not include the officials who took part in seminars, conferences or study tours.

111. Much information can be drawn from recent experience in the award of fellowships in public administration. Many fellows hold administrative posts in their own countries in such departments as the Post Office, the Treasury, customs, town

planning, regional and municipal councils, personnel administration, organization and methods, etc. The result is twofold: firstly, the fact that the persons concerned belong to a specific administration often ensures that the additional training they receive will make an effective contribution to the improvement of a given service when the fellow resumes his functions on his return home; secondly, the relatively high seniority of the fellows should naturally enable them to initiate reforms which will bear fruit at all levels in an office, division, directorate or even ministry.

112. Before these beneficial results can be produced, however, several conditions must be met: (a) the conditions in the country must be such as to ensure that on their return the fellows will resume their position, in most cases a senior position, but one connected with the field in which they have received additional training during their period in a foreign public administration or institute; (b) they must have under them sufficient number of middle-level and junior officials, with a capacity to carry out reforms.

113. (a) As far as the first aspect is concerned, the Technical Assistance Board recently completed a survey which indicates that considerable advances have been made. In many countries the former fellows are employed in the fields to which their fellowships related. It is important that these advances should be consolidated and further extended in the future. As certain countries develop, it will often happen that fellows, who have rapidly acquired much higher qualifications than those of the rest of the administrative personnel, find good opportunities outside the civil service which may persuade them to "abandon" government employment. Moreover, the very statute of the civil service, either because it is too rigid or because it does not offer adequate guarantees, may in some cases threaten the former fellow with the loss of his post or prevent his advancement even where it is warranted by his increased qualifications and by the need to improve the general efficiency of the administrative unit in which he is employed. Thus, without belittling the progress that has been made, it must be stressed, as was done in the Seminar on Urgent Administrative Problems of African Governments (E/CN/14/180), that: "the greatest care should be taken in the selection of candidates for fellowships and their fields of study ..., and upon return, the trainee should be given a position related to his field of study and there should be provision that he will remain in this employment for a reasonable period."

114. (b) The extent to which the training received by a high-level official during his stay abroad will "pay dividends", will in most cases depend on the number and ability of the middle-level and operational personnel working under him in his national office. It is pointless to grant fellowships to senior officials unless there are parallel facilities for training and improvement for the bulk of middle-level and operational officials, both present and future, in the public service.

115. In this respect the institutes of public administration and the centres or courses for lower-level training are called upon to play a decisive role (see D.).

116. These considerations lead to the conclusion that the system whereby fellowships are granted in relation to "connected projects" should be employed with increasing frequency. A fellowship granted to a senior official who is subsequently to train persons who will administer or direct a national institute of public administration which is being established in a country with the aid of international experts is an example of a closely co-ordinated operation. If this operation is combined with the granting to students of scholarships and fellowships in foreign institutions specializing in administrative sciences and techniques, these students, once trained, may later form part of the teaching staff of the national institute. Other examples of links between the sending of technical assistance experts and the granting of fellowships are common in the spheres of activity of the ILO, WHO and other agencies.

117. The idea of the "connected project" can, however, be applied much more widely. When fellowships are granted with a view to improving the higher levels of administration, other fellowship or training programmes should be developed, so that there may be adequate administrative and technical personnel capable of implementing at the intermediate stages, and even at the local level, the policies laid down at the higher levels of government and administration. Even if some senior officials are able, partly through the help of United Nations or bilateral fellowships, to plan a general or partial reform of government services and methods of work, if they draw up a rational scheme for organizing services and procedures in the social affairs sector, for example, these reforms cannot be put into effect properly unless there are specialists in vocational training,

labour inspectors, doctors, auxiliary health and social welfare personnel etc. available.

118. Fellowships granted with a view to improving the public service as a whole should therefore be combined - in as many cases as possible - with fellowships in technical fields, which in all countries fall largely within the public sector, and, more generally, with all the other processes for the training of a body of public personnel competent in the basic economic and social disciplines and thus, in the light of the goals of national planning for development. Inter-agency co-ordination dealt with by the Sub-Committee on Education and Training, should also be characteristic of the regional level. Such co-ordination rests also, and above all, on the efforts of the national authorities in co-operation with the Resident Representatives, the advisers in public administration attached to the regional economic commissions and the representatives of the specialized agencies.

C. Types of special training offered by international organizations

1. General observations

119. The recipients of international fellowships are most often sent abroad to study in educational and training establishments or in administrative services. However, a fellow may spend all or part of his period of training in an international organization. If the person concerned is already engaged in government work in his own country - or is being trained for such work - in a department responsible for relations with international organizations or which, for one reason or another, is concerned with the activities of some of them, this type of international training certainly helps to improve the public administration of his own country.

120. In particular, it facilitates the setting up of close and rational relations between the national and international services respectively responsible, in various capacities, for assistance to the developing countries. If international aid is to be effective, some national administrators must know the structures, machinery, procedures and methods of international administrations. The volume of technical assistance in recent years and the foreseeable growth of programmes in connexion with the Development Decade are reasons in favour of holding such training courses at United Nations Headquarters, in the specialized agencies and

also in the secretariat of the regional economic commissions in view of the role of these commissions under the policy of decentralization.

121. This training, which by its very nature and purpose is intended primarily for administrators and technicians in the public sector of the developing countries tends to become systematized and institutionalized. (Resolution 1827 (XVII), adopted by the General Assembly, has to be mentioned, in this field. It requests the Secretary-General to study the "desirability and feasibility of establishing a United Nations Institute or a training programme; the frame of reference of the institute or programme might include such fields as (a) training of personnel, particularly from the developing Member States, for administrative and operational assignments with the United Nations and the specialized agencies both at Headquarters and in field operations, and for national service; (b) advance training for persons now serving in such posts ..."). It would appear that four projects are at the present stage particularly worthy of note. Each concentrates on a given category of subjects. They are all designed to expand and deepen the participants' knowledge in these fields for specific purposes; furthermore, they devote an important place to the international picture, to the structure of multilateral organizations, their means of action and their methods. Lastly, the participants generally receive fellowships, some of them under the Expanded Programme of Technical Assistance.

2. Training Programme for Foreign Officers from the Newly Independent Countries

122. The self-evident need rapidly to build up foreign service administrations in the newly independent countries and to train foreign service officers and consular personnel seems even more urgent today when we consider the importance of international and regional organizations and of bilateral assistance in the development of these countries.

123. In 1962, seventeen fellows, all of them officers in their national foreign services, participated in the training programme for foreign service officers from the newly independent countries, organized in 1962 as part of the regular programme of technical assistance. A further course will be given in 1963, to be attended by a maximum of twenty-two participants. The instruction given covers not only international law and the study of typical problems of international

economic and trade relations, but also diplomatic and consular procedures and practices, the structure and functions of international organizations and techniques of international co-operation. Both at the instruction courses and during visits, special attention is paid to the practical and administrative aspects of the operation of ministries of foreign affairs, embassies, consulates and delegations to international organizations. During their training courses at Geneva and in New York, the persons concerned also become directly acquainted with the specialized agencies.

3. Training Programme for African Government Economists at United Nations Headquarters

124. Five training courses have thus far been held under this programme. The number of participants has progressively increased, and about twenty took part in each of the last two courses. The trainees are, for the most part, officials of economic and ministries of economic affairs and finance and of planning bodies.

125. The courses are largely devoted to ways and means of promoting economic development at the national level - including "reforms and adjustment of the institutional pattern" and the relations between public administration and economic development (administrative procedures for dealing with economic matters, execution and management of projects) - and at the international level.

126. The specialized agencies contribute to the training programmes in several ways, e.g. through courses and lectures by their officials, and visits to and conferences at the headquarters of the agencies. In this way, the trainees acquire a precise and practical knowledge of the structure, functions and programmes of the international organizations (including IERD, ILF, GATT, FAO, WHO, ILO and UNESCO), which participate in economic and social development, as well as of bilateral institutions and programmes.

127. It is at present intended that the sixth training course should concentrate on the financing of development projects, so that African officials responsible for financial matters will be better able to prepare and evaluate development projects and to present them, in suitable form, for negotiations with external sources of investments, loans and financial assistance. This training course will meet the need, in a field vital to the future of the African countries, "for the training of key administrative personnel required in the developing countries", as stated in resolution 907 (XXIV); furthermore, this training,

given within some of the international organizations and in co-operation with others, is an example of co-operation and concerted action between the agencies.

4. The Economic Development Institute of the International Bank for Reconstruction and Development

128. This institute, which has been in operation for several years, gives training to specialists who occupy key posts in the economic and financial policy-making organs of their governments or national agencies and who are responsible for the preparation, financing and management of development programmes and projects.

129. The courses and seminars deal with the various aspects and sectors of development, and particularly with monetary, financial and fiscal policies. The area covered includes, in particular, the study of budgeting, fiscal administration, the structure and role of governmental and administrative bodies in the economic, monetary and financial sectors, institutions and monetary, financial and economic policies. Furthermore, the visits paid to countries where the development process can be observed and analyzed in practice enable the trainees to acquaint themselves with public institutions and administrative problems.

130. In addition to its regular programme, the institute has set up a special course of training for French-speaking African officials and specialists.

5. International Institute for Labour Studies (ILO)

131. The International Institute for Labour Studies, which was established pursuant to a decision of the Governing Body of the ILO, organized its first course during the last quarter of 1962. The aims of the Institute include the supply of training media for the study of labour problems. The first series of courses, which covered mainly social problems in relation to economic development, devoted considerable attention to the problems of labour administration, including labour inspection and the inspection of employment services, and to the role of the State and of public administration in the framing and implementation of social policy.

132. Furthermore, the status and structure of the independent bodies and groups dealing with social matters, as well as their relations with government authorities, accounted for a substantial part of the programme^{38/}, under such heads as trade

^{38/} Compare resolution 907 (XXXIV), paragraph 6 (ii).

unions, relations between the State and private enterprise in the matter of economic development, functions of the State in the field of labour relations, participation of trade union organizations in development policy, etc.

133. Moreover, the origins of those taking part reflected the broad subdivisions of the programmes to a large extent: some of them hold high posts in the ministries of labour and of social affairs of what are for the most part developing countries, while others serve in employers' or workers' organizations.

D. Institutes of public administration and regional development institutes

1. General observations

134. The 1962 report surveyed the characteristics of those institutes of public administration^{39/} which the United Nations had helped to establish or to operate and indicated the scale of United Nations activities. The present report, therefore, need only emphasize some of the recent developments and probable future trends in one of the earliest fields of United Nations action.

2. Institutes of public administration and universities

135. In many developing countries, institutes of public administration essentially have to perform a dual function, that of training future public officials and of assisting in the training of officials already in service. This dual function has certain consequences. In the first place, if the young officials come from universities, a connexion must be established between the curricula of the universities and those of the institutes of public administration. In the second place, where students at the institutes of public administration are already employed in the public service - but are not university graduates - and are being given further training, the instruction provided by the institutes must be designed, not only to expand their technical capacity, but also to fill the gap in their general knowledge. Against that background the courses provided by the universities and by the institutes of public administration respectively cannot be regarded as entirely unrelated matters.

136. At the international level, this calls for co-operation between the United Nations and UNESCO. The bases and principles of this collaboration have been defined in the 1962 report and in an earlier section of the present report. They are being applied with increasing frequency, in particular, whenever international assistance is requested for the establishment of an institute of public administration or a similar institution.

^{39/} E/3630, paras. 15-19 and annex II.

137. Much work has recently been done by the United Nations and also by UNESCO as part of its educational planning policy. A number of recommendations were made at the meetings of Ministers of Education of the African countries (March 1962), the Asian countries (April 1962) and the Arab States (February 1960), at the Conference on Education and Economic and Social Development in Latin America (March 1962), and by the Conference on the Development of Higher Education in Africa (2-12 September 1962). The last-named conference clarified the respective objectives and functions of universities and schools of administration or similar institutions, and defined the relationship which should exist between their courses of instruction. It was in the light of the principles thus enunciated that the Seminar on Urgent Problems of African Governments^{40/} considered questions of training. All these recommendations will serve as a guide for international action by facilitating, in particular, the co-ordination of university education and the training of public officials.

138. The recommendations will obviously have to be broadened, since the vastness of some of the needs is in contrast with "the lack or extreme scarcity of any administrative doctrine of development."^{41/} Among the problems which are at present being jointly studied, the following should be mentioned:

- (i) The relative weight to be given to administrative subjects in university education and, similarly, to the social sciences in the training of public officials;
- (ii) The extent to which the planning of educational and training curricula should be influenced by the considerable vocational mobility which exists in some countries among middle-level personnel who, irrespective of the particular training they have received, often transfer from the public to the private sector - or vice versa - or from technical to administrative work.

^{40/} E/CN.14/180, chapter V, report of Committee III on Personnel Administration and Training.

^{41/} UNESCO; Conference on the Development of Higher Education (2-12 September 1962); Selection of higher education curricula and adaptation of such curricula to the African way of life and to developments in the field of public administration; working paper by Mr. Rougevin-Baville.

3. Curricula of institutes of public administration, technical institutes and regional development institutes

139. There are a number of other studies on training which are of great interest from the standpoint of public administration. They relate to the place of administrative questions in the curricula of institutes intended mainly for technicians in various fields who will be entering the public service. A survey of these problems and of the scope of international assistance in their solution was contained in the 1962 report.
140. It has also become evident from the training given at the headquarters of some international agencies to officials in certain specialized fields (see above) that increasing account is being taken of the need to supplement training in a particular technical field with a basic knowledge of administrative organization, procedures and techniques.
141. A similar trend is noted in the regional centres established by the international agencies. This is true, for instance, of the regional centres for the training of educational planners in Asia and the Middle East, established by UNESCO, and the programmes prepared and executed by or under the auspices of the International Labour Office, particularly those for labour inspectors. (As regard health planning (WHO) and planning in agriculture (FAO) see Chapter II - C.).
142. On a broader scale, the link between economic development and public administration is also emphasized in the programmes and activities of the Latin American Institute for Economic and Social Planning. The administrative aspects of economic development, administrative planning, and the role of the State and the government services in the implementation of planning, are the subject of quite extensive courses; its special training programmes, drawn up in co-operation with WHO and UNESCO also deal with administrative matters, in the framework of health and education planning. In addition, there is a trend towards instruction in the evaluation of human resources (in collaboration with the International Labour Office) and in agricultural planning (in collaboration with FAO), and such instruction will embrace administrative questions.
143. In the Development Institute of the Economic Commission for Asia and the Far East, which is now being planned, it is intended that, in addition to courses on the administrative aspects of each sector of the economy, a special course will be given on administrative and budgetary organization. Lastly, in connexion with the

African Institute for Economic Development, ECA and requested the Executive Secretary to draw up detailed programmes of study and research for 1963/1964 in close co-operation with the standing Committee of Direction and the specialized agencies, keeping in mind the conclusions of the Advisory Mission of the Special Fund^{42/}. It seems clear, in view of the great interest in public administration shown by ECA at its 1963 session^{43/}, that the programme of courses will deal quite extensively with public administration.

4. Concerted action regarding institutes of public administration

144. The trends just mentioned indicate an increasing appreciation of the inter-relationship of economic, social and administrative factors. Greater care is also exercised with respect to concerted action. In this connexion, some reference must be made to the problems of co-ordinating national, bilateral and international action.

145. There are many institutes of public administration in the developing countries. The 1962 report showed that as each institute which the United Nations has helped to establish comes to maturity, its international support diminishes and sometimes even disappears. This process is in keeping with the philosophy and objectives of technical assistance. There may exist simultaneously, within a given region, a number of institutes of public administration which are in their early stages and are receiving active support from the United Nations and the specialized agencies, others which are receiving bilateral aid and yet others which are entirely national in character, while in some States of the region no institutes may yet have been established.

146. The common interest in the training of administrators which is shared by international organizations, countries providing bilateral assistance and national authorities calls for co-ordinated and concerted action. Wherever there is a vacuum, international organizations should always seek to fill it, as in the past, on a country level or even on a regional basis. Where national institutes have only recently been established, multilateral action, either alone or in conjunction with bilateral efforts, can supply the benefits of experience and the facilities of all kinds which are available through technical assistance. Finally, where national

^{42/} Journal of the United Nations, 28 February 1963

^{43/} See chapter II.F.

institutes have already been organized and have been in existence for some time, it should be possible to derive useful guidance in the planning of training methods and curricula, which may be of benefit to other countries. A centre for the exchange of information and experience might be set up, which, by its very nature, would have to be extra-national in character.

147. There are therefore many fields, which deserve to be more fully explored than they have been in the past, in which the developing States, the States supplying aid and the international agencies can co-operate.

5. Institutes of public administration and development institutes

148. One problem of co-ordination which will soon arise, particularly in Africa, is that of determining the respective roles of regional economic development institutes and national institutes of public administration. This aspect of the question of co-ordination has already arisen in connexion with the curricula of the regional institutes (see above, section 3). However, in the light of the lessons which may be drawn from the experience of the Latin America development institute, a greater measure of co-ordination seems desirable to serve the particular needs of different types of trainees.

149. In the last analysis and regardless of their particular function, national civil servants at the higher levels must be regarded as being at the service of their country's development. While an official who is a specialist in a particular technical field must have a minimum of administrative training, it is also necessary that those administrators who, because of the nature of their functions, require a knowledge of the legal and technical aspects of public administration, should also be acquainted with the objectives and techniques of economic and social development. Whatever a country's philosophy and political structure may be, its planning and programming must necessarily be based on the initiative and actions taken by the State and the administrative machinery. Furthermore, most foreign aid necessarily entails co-operation between international organizations and public authorities, i.e. the political leaders and civil servants.

150. It is therefore desirable that some of countries' existing or potential senior civil servants should receive, in addition to training in institutes of public administration, supplementary training of suitable duration and content in regional development institutes. They will then be equipped to participate in the implementation of plans and thus to make the best possible technical and intellectual contribution to the attainment of their country's economic, social and cultural objectives.

IV. PROVISION OF OPERATIONAL, EXECUTIVE AND ADMINISTRATIVE PERSONNEL (OPEX, UNESCOPAS, WHO OPERATIONAL ASSISTANCE)

A. General Observations

151. The international contribution to the solution of problems of public administration, as just described, the intensification and diversification of the facilities for study and action in this field and the dovetailing and co-ordination of the efforts of the United Nations family of organizations are gradually bearing fruit. However, they are clearly not sufficient to overcome, within the near future, all the difficulties encountered by many developing countries in establishing a sound, efficient administrative machinery manned by an adequate corps of fully qualified administrators and technicians.

152. Wherever the shortage of trained administrative personnel is acute, new interim solutions must therefore be adopted in order to fill the key-posts in the administration. If this is not done, the basic requirements of the national community - even some of its most elementary needs - cannot immediately be met. Furthermore, the execution of plans or reforms drawn up with the help of technical assistance will be delayed owing to the absence of a minimum of administrative support.

153. Consequently, the idea of providing, through the United Nations, personnel to perform operational, executive and administrative (OPEX) functions in national administrations, which was originally conceived on an experimental basis (General Assembly resolution 1256 (XIII)), will continue to be of considerable value for quite some time. The General Assembly recognized this by establishing the programme on a continuing basis (resolution 1530 (XV) 1960).

154. The importance attached, both in the report of the Secretary-General (E/3630)^{44/} and in resolution 907 (XCVI)^{45/}, to the problems of OPEX or similar schemes organized by certain specialized agencies and the new factors which have arisen recently in this field make it necessary to deal extensively with the matter in this report. To enable an informed study to be made of the co-ordination aspects which are stressed in the

^{44/} Report of the Secretary-General, (E/3630 paragraphs 12 to 22). Report of the Consultants, (E/3630, Chapter VI).

^{45/} 907 (XCVI), paragraphs 5 and 7.

above-mentioned resolution, it appeared necessary to give some consideration to the content and characteristics of these programmes.

B. Expansion of programmes

155. OPEX has grown in size and its content has become diversified to such an extent that the very concept of OPEX seems to have undergone a certain development.

1. The United Nations OPEX programme

156. The OPEX programme, which is a United Nations responsibility, (see above mentioned resolution), has steadily expanded, in terms of numbers of posts over the last few years.

157. During 1961, thirty-one posts were filled. In 1962, appointments rose to sixty-five, with a further ten appointments confirmed and officers due to reach the field early in 1963. The 1963 programme proposals had envisaged one hundred and twenty-two posts, still leaving one hundred and fifty requests unsatisfied.^{46/} The limitation of funds in 1963, however, makes it unlikely that more than seventy-five to eighty posts can be filled within available resources.

158. Such a trend which expresses the increasing tendency of many governments to avail themselves of the OPEX scheme, raises inter alia problems of financing (see infra).

159. The nature of the posts reveals the greater variety of fields in which OPEX can be applied. Many of the posts are in the field of public administration proper and this is in keeping with the more obvious objective of the OPEX system (directors or heads of the civil service, personnel, pensions, governmental administrative study centres and legal services, inspectorates or ministries of finance, land registration, in-service training of officials, management of equipment and supplies, etc.).

160. Other posts are of a highly technical nature and exist in various branches of the central administration or in agencies in the public or semi-public sector

^{46/} See United Nations Programme of Technical Assistance, Report of the Secretary-General (L/TAC/120), 23 October 1962, paragraph 38 and table 5-A, paragraph 39 and table 5-B.

(directors of central banks, credit institutes or development corporations, public works agencies, agencies concerned with hydrology, meteorology or cartography, industrial, commercial or agricultural services or undertakings: post office and telecommunications, air navigation, co-operatives, dairy products, textiles, mining, electric power, etc.).

161. The OPLX posts which have been filled recently, as well as the applications made by Governments in recent months, indicate that increasing emphasis is being placed on economic development considered from an over-all organizational viewpoint. In this category, for example, are to be found senior officials in charge of planning or general economic development and directors of departments responsible for development in specific sectors. The organization and management of statistical services also occupy a very important place.
162. This analysis of the OPLX situation and of present trends shows that OPLX is in fact developing on different levels which are far from unconnected. OPLX is endeavouring to fill the gaps which exist in the State machinery: (1) in the purely administrative fields which affect the over-all functioning of ministries, their external departments and the civil service as a whole; (2) in the various strictly technical branches of the public sector; (3) it provides also a means of constituting part of the teams responsible for establishing basic machinery in the initial phase of planning and co-ordinated national economic development programmes.
163. All these posts are at very high or relatively high levels, which is in accordance with the original philosophy underlying OPLX and with the rules governing the scheme.
164. However, growing personnel requirements and the precedent created by OPLX have opened the door to many applications, from the newly independent countries in particular, for assistance in respect of functions and levels not normally covered under the original programme.
165. This trend, already mentioned in the 1962 report^{47/} and taken into account

in resolution 907 (XXXIV)^{48/}, has become more marked, particularly in the fields of education and health.

2. Programmes of the specialized agencies

166. It was already pointed out in 1962^{49/} that UNESCO, authorised by the 1960 General Conference (resolution 27 (XI)) to fill requests for personnel made by certain Member States, was considering the possibility of expanding that programme. At the twelfth General Conference, a new resolution^{50/} was adopted, which provided, inter alia, for the supply of "temporary services of specialists in UNESCO's fields of competence and of teachers recruited on an international basis, who will perform duties of an operational or executive character defined by the requesting governments, as servants of these governments, in projects for which the Director-General is satisfied that such services are required to ensure, within the financial resources available, the effective attainment of the objectives of the projects as approved by the General Conference"^{51/}.

167. The UNESCOPAS programme is intended to apply to such categories of personnel as directors of peripheral institutions, education officers at intermediate levels and, in particular, to teachers at all levels of instruction: higher, secondary and technical and even primary.

168. At the same time, WHO, whose Executive Board made a study of problems of this type in January 1962^{52/}, adopted at its Assembly resolution (WHA 15-22) on OPEX-type operational assistance which lays down the principles to govern such assistance.

169. The filling of the gaps should permit the maintenance of a minimum staff to cope with critical situations in the development of basic health services and help to raise health services where they are "below standards".

170. The critical situations referred to are of two types: the sudden departure of part of the health personnel (doctors, nurses, etc.) during the period following independence; and bottlenecks at a certain stage in the development of health services which bring expansion to a halt. WHO is of the opinion that an OPEX-type policy which would provide

^{48/} Paragraphs 4 and 5.

^{49/} Report of the Secretary-General, E/3630 (paragraph 19); Report of the Consultants, E/3630, (paragraphs 227 and 228).

^{50/} Resolutions adopted by the General Conference at its twelfth session, 12 C/Resolutions (prov.), No. 7.61

^{51/} Or by the authority for which the Organization is acting as Executing Agency.

^{52/} Report of the Consultants, E/3630, (paragraphs 229 and 230).

short-term solutions in countries whose health services are below a reasonable level could be applied only if considerable resources were allocated for this scheme.

171. It should also be pointed out that one of the criteria applied in considering requests is whether, in the requesting country, a national health plan already exists, whether such a plan is in course of preparation or whether the country in question has the intention of drawing one up when WHO will be in a position to assist.

172. The fact that other international organizations have not established an OPEX procedure does not necessarily mean that no requests have been made by any countries^{53/} in fields which are the concern of the various international agencies.

C. Terms and conditions of employment

173. In this connexion, resolution 907 (XXXIV) establishes the principle that the "terms and conditions of employment, in so far as possible, be made identical with the rules applied in the programme for the provision of operational, executive and administrative personnel".

174. The resolutions of the United Nations and of the specialized agencies (UNESCO and WHO), as well as the relevant legal instruments (contracts between the agency and the Government and between the agency and the officer) reflect the degree of similarity between the applicable rules.

175. The principle is first mentioned, in general terms, both by UNESCO "... on conditions similar to the United Nations OPEX programme" (General Conference, twelfth session, resolution 7.61) and by WHO ("uniformity should be achieved in the conditions and arrangements governing the provision of assistance under the two programmes [i.e. the United Nations OPEX and WHO operational assistance programmes] which would go a long way towards avoiding any misunderstanding and confusion on the part of requesting countries" (WHO EB31/42, paragraph 4.3).

176. The features of the various systems which are identical are as follows:

- (a) The officer is recruited by the international agency but is employed by the Government. He is responsible to the latter and is forbidden to seek or take instructions from any other authority. He is not required to report to the international organization. The obligations of the officer are set forth in identical form in the United Nations standard contract and in those of UNESCO and WHO;

^{53/} Report of the Secretary-General, E/3630 (paragraph 20).

(b) The Government pays the officer the salary and related emoluments which would be payable to a national civil servant holding the rank to which he is assimilated;

(c) In addition, the Organization pays the officer a stipend of the amount specified in the contract;

(d) Furthermore, a certain number of expenses are borne by the Organization. These include travel, dependents' allowance, installation costs, life and disability insurance, etc. The organizations also undertake to reimburse the officer for any taxes which may be levied either on the salary he receives from the Organization or on that paid to him by the Government which he is serving;

(e) Finally, although employed by the Government, internationally recruited officers enjoy certain privileges, immunities, exemptions and facilities on account of their special status.

D. Training of counterpart personnel

177. The services of operational and executive officers are considered to be "temporary"^{54/}. They should normally be discontinued when a national administrator is qualified to occupy the post.

178. The requirement that the Government must arrange for the training of national personnel - and that the officer must participate in such training - is set out, in substantially identical terms, in the regulations of the various agencies, which govern the operational personnel.

179. The relevant wording of UNESCO resolution 7.61 indicates the close link between these two ideas:

"[The Director-General is to] ensure by agreement with the governments that arrangements shall be made for the training of national personnel, with the active participation of UNESCOPAS personnel, to enable them to take over as soon as possible the responsibilities of the internationally recruited specialists and teachers".

180. In resolution WHA 15.22, WHO displays the same concern as UNESCO, which had already been expressed in the basic resolutions adopted by the United Nations on this subject and was expressly referred to in resolution 907 (XXIV):

"Special emphasis should be put on the possibilities of combining this with the efforts to train medical and auxiliary personnel at all levels."

181. Experience of the United Nations in the field of OPLX since 1959 shows that this

^{54/} United Nations, General Assembly resolution 1530 (XV); WHO, EB31/42, section IV, (paragraphs 1 and 6. 7.).

principle is far from being fully applied everywhere, or rather that it is not always possible to ensure, in practice, that the assignment of internationally recruited officers is only temporary.

182. From January to October 1962, in only one of seven posts (OPEX) that became vacant, was the expert, after three years' service, able to arrange for his duties to be transferred to an adequately trained national administrator. None of the other six officers, of whom one had served for two years in the country and the others for one year each, had been able, during those periods, to give adequate training to a national of the country so that the latter could take over from him. In some cases, when the contract expired, the State requested the provision of another officer to perform the same duties. In many cases, the State requested a renewal of the contract for the same officer; thus, on 1 October 1962 two OPEX officers had been serving for more than three years, seven for more than two years, and ten for more than one year.

183. In some ways, the trend revealed by this experience is understandable. United Nations OPEX posts are very high-level ones, which call for high qualifications and lengthy previous experience on the part of the officers concerned. It follows that the training of a successor to a comparable level of skill normally takes much longer than one year. (This has also been particularly stressed by WHO and WMO).

184. The fact remains that everything possible must be done, at both the national and the international level, to ensure full compliance with the condition that national personnel are to be trained in cases where operational, executive and administrative personnel are provided.

185. There can be no single and universal remedy in this matter, in view of the variety of posts held, the differences in the qualifications of the senior administrative and technical personnel according to country and sector, and the varying extent of the training facilities available locally or abroad.

186. Nevertheless, it appears possible to define and systematise some rules, which could be applied in many cases. This is particularly necessary where operational personnel are provided on the terms laid down by UNESCO and WHO, because the needs are so vast that, even with increased financial resources, it would not be possible to fill all requests. If, in any country, the training of national counterpart personnel is

not carried out to the letter, and if officers from abroad have to spend a long period in the country, other countries will be unable, in view of the financial limitations of the programme, to benefit from the services - temporarily vital to them - of OPEX officers or officers from similar operational assistances.

187. Broadly speaking, it would be in keeping with the spirit in which OPEX or other programmes of a similar type have been conceived to have those who serve it function as part of a comprehensive plan in which progressive stages of implementation are contemplated.

188. It may be, as in the cases listed by WHO^{55/}, that plans for the development of administrative or technical structures exist or are being prepared, so that it is essential and fully justified, pending the implementation of such plans, temporarily to integrate into those structures one or more officers destined to occupy key positions at the national level, in regional and local services or in decentralized public or semi-public agencies; guarantees should, however, be given that training facilities exist or are being established which will in fact make it possible to replace the foreign officer at the earliest possible moment.

189. From this standpoint, conditions may vary. In the case of a high level post, the training depends to a great extent on the OPEX officer. The express clause in his contract can be fully implemented only if the State places at his disposal counterpart staff with sufficient university, professional and technical qualifications to be able to derive effective and speedy benefit from the in-service training given by the foreign officer. Obviously, in such cases, the officer should not be dispatched to the country until full guarantees have been given on that point.

190. In the case of posts for medium level operational personnel, the training procedures may take various forms. Where there is an Administrative School, for instance, the training of potential administrators or advanced courses for those already in service should take account of the need to replace the officer or officers from abroad at an early date. The instruction given at the School, the distribution of the students among the various sections and the practical work should be directed partially with that objective in view. The same pattern can be applied, mutatis mutandis, wherever schools exist or are being established, in the various technical fields for which

personnel are provided under OPEX, UNESCAP and WHO operational assistance.

191. Lastly, it is possible, in the case of many posts, to ensure that the use of internationally recruited officers is strictly temporary by means of close co-ordination between programmes of provision of operational personnel and programmes of fellowships or training abroad.

192. In each technical field, the selective granting of fellowships, whether national or international, should be based in particular, among other criteria, on the need to prepare for the replacement of foreign officers working in the country by nationals specially trained for the purpose.

193. Special attention should be given to the relations between OPEX, UNESCAP and WHO operational assistance and the programmes of bilateral assistance which exist in many countries, particularly in Africa, under which many foreign technicians perform managerial and operational duties or technical functions in the public sector. Here again we encounter - but in a different legal context - some of the problems referred to in the part of this report which deals with the training of basic administrative personnel. An attempt should be made to harmonize the multilateral and the bilateral assistance with a view to obtaining maximum effectiveness at minimum cost.

194. The application of the rules mentioned above, or the stricter use of some of them which already underlie some of the decisions taken in this field, could still leave room for flexibility. Obviously, when a situation is serious and extremely urgent, solutions must be found at once, and the provision of personnel cannot be made dependent on full compliance with the conditions listed above. It is equally obvious that, in the case of technical personnel (medium level and auxiliary), the training of even a relatively small number of technicians may take quite a long time. That is true in the medical field^{56/} and in many of the subjects within the competence of UNESCAP. In such cases, the concept of "temporary" assistance cannot reasonably be limited to one year. Recognition of this fact, however, makes it even clearer that there must be a close connexion between methods of training national personnel and international programmes. In the absence of a strictly applied system of dovetailing, international programmes might become of indefinite duration in many countries. Moreover, they would not be attaining their ultimate objective, which is not only to fill existing gaps

^{56/} WHO, EB31/42, paragraph 6.7.

but to pave the way for permanent solutions to the difficulties encountered by the developing countries, particularly in the establishment of sound administrative institutions and their continued and effective functioning.

E. Division of fields of competence between the United Nations and the specialized agencies

195. Resolution 907 (XXXIV) provides that the specialized agencies shall "in consultation with the United Nations, define the professional specialist and technical types of post which they intend to fill directly."

196. At present, the fields of competence are divided on the basis which are described here below.

1. OPEX

197. The posts covered by this programme, which are mainly high level posts, are filled by the United Nations, either independently or after consultation with the competent specialized agency, if the type of employment relates to a technical field within the competence of a given agency.^{57/}

198. Posts falling within the exclusive field of competence of the United Nations are not only public administration posts in the usual sense of the term, but also higher posts for technicians in subjects that are within the competence of the Department of Economic and Social Affairs of the United Nations.

199. At present, approximately one-third of the officers engaged for OPEX were recruited after consultation with an agency of the United Nations family.^{58/}

2. Programmes of the specialized agencies

200. The resolutions and rules quoted above, adopted by UNESCO and WHO with respect to the provision of operational personnel, make it clear that these programmes are complementary to and not competitive with the United Nations programme^{59/}. Resolution 7.61 of the General Conference of UNESCO, confirming this division of fields of competence, provides that the Director-General shall "co-operate with the Secretary General of the United Nations in the operation of the United Nations OPEX programme

^{57/} General Assembly resolution 1530 (XV).

^{58/} E/TAC/120, tables 5-A and 5-B.

^{59/} WHO, EB31/42, para. 4.2.

in meeting requests for high level administrative staff required in governmental ministries dealing with UNESCO fields", while technicians taking up operational and executive duties, who, like teachers, are not at the highest level come under the independent programme of UNESCO.

201. The experience of the past few months has shown that these questions of competence were easily settled through the recent decisions mentioned above and, where necessary, through consultations between the agencies concerned. It would be useful, however, as part of a comprehensive system of co-ordination, for the specialized agencies to forward to the United Nations periodically a list of the posts they were filling under their personnel assistance programmes.

202. Lastly, it should be noted that when States request the international organizations to provide the services of officers to perform specific duties in fields for which no system similar to OPEX has been established by the competent agency, such requests cannot, in any circumstances be effectively considered under the United Nations OPEX programme unless they relate to high level posts.

203. From the foregoing review, the conclusion may justifiably be drawn that effective co-ordination between the agencies concerned has led to the substantial attainment of the objectives defined in resolution 907 (XXXIV) with respect to identical conditions of employment for all operational personnel, their legal obligation to assist in the training of counterpart personnel and an agreed definition of the types of post to be filled by the United Nations and by some of the specialized agencies respectively.

F. Problems of financing

1. Increase in costs

204. As early as the spring of 1962, the Report on Programmes in the Field of Public Administration in the United Nations and Specialized Agencies pointed out that the marked increase in the number of requests for operational and executive personnel at different levels would probably require an increase in the financial resources internationally available.

205. In October 1962, in his Report on programmes of technical assistance financed by the regular budget (L/TAC 120, 23 October 1962), the Secretary General noted that the fact that the 1962 allocation would suffice to cover the current requirements was due, inter

alia to certain delays in recruitment, but that at all events the amount appropriated for 1963 (\$850,000) would not be sufficient to meet all the requests deserving consideration.^{60/}

206. In addition to the financial problems posed by the increasing number of requests there is the increase in the average cost of posts. At the beginning of the OPEX programme in 1959, an estimate of \$10,000 per post per annum was used, and proved to be adequate for the earlier appointments. That cost has been rising steadily, however, and it is estimated that the expenditure now averages \$12,500. Two factors have contributed to this increase. The total remuneration of OPEX officers is now approximately the same as that of advisory experts at a similar level and with similar experience; in addition, the supporting stipends paid by the United Nations must be further increased because of the generally low level of Government salaries to which these stipends are related. Although the average over-all remuneration of OPEX officers is now higher, the corresponding average contribution of Governments is now lower than was the case with some of the earlier appointments, thus involving the United Nations in a still higher average contribution to each post in order to bridge the gap between local salaries and the prevailing international rates.^{61/} The financial problems are not restricted to the OPEX programme.

207. Up to the present time (February 1963) UNESCO has been able to provide officers for some sixty posts under the UNESCOPAS programme, principally in Africa; but that figure represents only a small part of the specific requests formulated by different countries and a tiny fraction of the real requirements.

208. Similarly, in setting aside an amount of \$300,000 for its operational assistance programme in its 1963 budget, WHO was aware that the amount was insufficient.^{62/}

2. Possible solutions

209. Solutions to problems of financing may be sought in several directions:

(a) Funds in trust

210. Under this procedure, a Government - when it is in a position to do so -, assumes

^{60/} E/TAC/120, Chapter V.

^{61/} E/TAC/120, Chapter V, paras. 34, 40 and 41

^{62/} LB31/42, para.2.2.

the entire cost of remunerating the internationally recruited officer who has been placed at its disposal. Funds covering the estimated cost of the services are paid in advance by the Government to the Organization concerned and are progressively drawn upon as the contract is carried out. So far, this system has been used only in rare instances.

(b) Larger Government shares

211. Where possible the beneficiary Government might be requested to defray a larger share than that called for in the rule, under which they are required to pay only that part of the salary corresponding to the salary of a national official of equivalent level.

(c) Voluntary contributions

212. Voluntary contributions by various Governments could be used in part to finance the administrative and operational personnel programmes, as is done, for example, in the UNESCO emergency programme of assistance to African States.

213. The combined use of these means would in the long run make it easier to meet existing demands and those that could reasonably be anticipated. But such solutions are for the most part dependent on decisions taken outside the Organization, and in the best of circumstances, they could not possibly suffice to solve all the existing financial problems in the short run.

(d) Financing through the Expanded Programme of Technical Assistance

214. At the last session of the General Assembly, the idea was put forward that some of the funds of the Expanded Programme of Technical Assistance might be used to meet the growing expenditure of OPEX.

215. On the basis of the report of the Second Committee of the General Assembly, it was decided that the draft resolution containing that proposal would be transmitted to the Economic and Social Council "for any appropriate action, including, inter alia its transmittal to the Technical Assistance Committee". This question is considered by the Technical Assistance Board. The Technical Assistance Committee is to deal with it, on the request of the Economic and Social Council, in June 1963.^{63/} the Ad Hoc Committee of Ten on the Co-ordination of Technical Assistance Activities also has the question before it.

^{63/} Resolution A/C.2/L.719 -- also see A/5360.

216. At the present stage, and within the framework of this report, it is not possible to do more than refer to the problems raised by the proposed procedure, as resolution 907 (XXXIV) asks that the "difficulties encountered in the development of more fully effective programmes for the provision of operational and executive personnel" be explored.

217. In particular, legal questions arise. From the basic resolution of the Economic and Social Council (222(IX)) and of General Assembly (304 (IV)) on the Expanded Programme of Technical Assistance and from the rules applied from the outset in that field, it follows that the experts sent to developing countries under the Programme go as advisers, not as executive and operational officers; furthermore, it is an established rule that they are not subject to governmental authority but depend on the organization which appoints them and to which they must report. The functions and status of a technical assistance expert are therefore radically different from those of an officer supplied by OPLX or by one of the corresponding programmes of the specialized agencies. The present framework of rules and regulations relating to technical assistance should therefore be amended or supplemented by the Economic and Social Council and by the General Assembly, if the proposal under consideration is accepted.

218. It would, moreover, be desirable to work out precise criteria so that a determination can be made in each particular case whether one or more experts should be sent, or one or more administrative, executive or operational officers, depending on the type of problem involved and the conditions in which it arises in the applicant country. The resident representative of the Technical Assistance Board, as well as the public administration advisers of the Regional Economic Commissions should be called upon to play an important part in this respect. The existence of such criteria would, inter alia, provide a means of preventing the unitary financing of the two programmes from becoming the source of any confusion, on the juridical or professional plane, between the functions of the advisory expert, and of the OPLX (or OPLX-type) officer, which are intrinsically different even if advisory experts undertake, where appropriate, some additional executive and operational activities.^{64/}

^{64/} Twenty-seventh Report of the Administrative Committee on Co-ordination, document E/3695, (paras. 28 and 29).

219. Furthermore, the financial rule that applies to the Expanded Programme of Technical Assistance (minimum contribution of 12.5 per cent) should also hold good if funds of that Programme were used to finance OPEX or similar programmes. This would mean, that in cases when the share of the Officer's salary paid by the beneficiary State amounted to less than 12.5 per cent of his total remuneration (stipend paid by the organization plus emoluments paid by the State), the State would have to increase its outlay.

220. Lastly, if technical assistance funds were used to finance the provision of officers under OPEX and the programmes of the specialized agencies, still greater stress should be laid on the need, already mentioned in this report, for a strict correlation between decisions regarding the allocation of posts and the existence of a plan including, inter alia, precise provisions regarding national counterpart staff and, more generally, the training of specialists to replace the foreign officers and technicians as soon as possible.

221. According to the fundamental concept of technical assistance, international aid is meaningful only in so far as it has a "multiplier" effect. According to the classical definition, which still holds good, it is intended to "help countries to help themselves". Beyond and above any differences of a legal or functional nature, the provision of administrative, executive and operational personnel must be based on the same principle and pursue the same end.

222. With this aim in mind, everything possible must be done to ensure that the internationally recruited technicians can help effectively to train the nationals to manage their own affairs; they must fill the gap for only just so long as it takes to produce fully trained officers and specialists capable of implementing the economic, social and cultural programmes at all levels.

223. Observance of these rules is essential not only in the interests of sound administration of funds of international organizations, but also, and above all, in the interests of the developing countries.

V. GENERAL CONCLUSIONS

224. The study that has just been made records an increase in the share of public administration in the programmes of the United Nations and the specialized agencies.

225. The increases mentioned deserve the more to be stressed, that in number of cases they took place in fields which report (E/3630), prepared in 1962, had noted as having not received sufficient attention or are related to methods of concerted action that the Report found insufficient, and that the progress was attained in less than one year.

226. This evolution is naturally reflected in the size and nature of the programme of the United Nations (Department of Economic and Social Affairs) directly concerned with studies or action in the specific fields of public administration. The seminars, workshops, publications and projects of all kinds that are under way, or are listed in the work programme for the coming years, are more numerous; they tend to go deeper into the study of questions that formerly had been very often treated only in their general aspects or had given place only to fragmentary or geographically limited work. A tendency to explore new fields is also noticeable. Finally, the evolution reveals a will to closely adapt the choice of topics and the selection of methods to the needs of the developing countries and to the circumstances particular to certain states that recently acceded to independence. In particular do the sections of the report that are entirely or partly concerned with Africa reflect such an evolution.

227. But such tendencies go beyond the scope of a specialized division. One has seen that beyond the technical specializations of the various units of the United Nations a co-ordination has taken shape which rapidly increased to such an extent that many administrative aspects of each technical field have been highlighted and taken into due account when formulating conclusions, standards, or concrete programmes.

228. Finally, in the field of public administration, various procedures for co-ordinated study and action have been established between the United Nations and the specialized agencies, and often even between them and bilateral programmes of non-governmental institutions of all kinds.

229. The expansion and deepening of the programmes, the changes that have taken place in their nature, and the adoption of creation of new mechanisms or new functions are more and more influenced by the adoption, in a number of nations, of the methods of planning economic and social development and also by the tendency in the international institutions to decentralize certain activities.

230. The various forms of progress noted in the report do not exclude - on the contrary - the adoption of certain measures designed to increase the efficiency of international work and national action in all sectors coming under public administration.

231. Without attempting to sum up all conclusions that may have been formulated in the various chapters of this report, or to foresee all ideas that the preceding developments may inspire to those who alone are qualified to adopt recommendations and make decisions, it did nevertheless appear useful to stress some of the above suggestions.

(1) The appointment, within the regional commissions, of consultants and advisers in public administration, which has reached the active phase, notably in Africa, should be generalized as soon as possible so that each regional commission should really have at its disposal at least one consultant and four advisers, specialized in each of the major fields of public administration (organization and methods, personnel and training, local administration and public finance).

(2) The studies and survey dealing with the evaluation of the needs of developing countries (namely manpower surveys and studies on the utilization of human resources), are among the basis on which the plans and national programmes are developed and thus have an important impact on the volume, the nature, the cost and the rhythm of technical assistance. A still greater place should be given to forecasts of structures and institutions and juridico-administrative procedures and to estimates of the nature, number and qualifications of the various public staffs needed for the formulation of the planned policy and its application at the different stages of its implementation.

An increased recourse to the public administration specialists of the regional economic commissions, and to those that the regular

and expanded programmes of technical assistance can supply and also the inclusion of such specialists in multipurpose and composite missions should, in most cases, be the rule.

- (3) The decentralization of the activities of the United Nations, instances of which in the field of public administration have so frequently been noted in this report, is a means to increase the intensity, the pertinence and the realistic character of international collaboration to the solution of the problems of the developing countries, and of the specific problems of the newly independent States. But the universal character and aims of the United Nations imply that at headquarters level should be brought out the common elements of an inter-regional character, that are quite numerous in the field of administrative science, techniques and procedures. This balance, once admitted, implies practical consequences that have been outlined in the report when examining each particular field of the international work: formulation of guiding principles, of "models", process of preparation of seminars and workshops and inter-regional synthesis of their work etc.
- (4) One of the conclusions on which one may here draw the attention is the suggestion, already stated in the report of 1962, that the Secretary-General might possibly convene at appropriate times, at headquarters level, a group of independent experts - of recognized authority in the field of public administration - whose advice could contribute to orient the Secretary-General of the United Nations and, through ACC, the heads of the specialized agencies, as well as the Economic and Social Council, in their action in the field considered.
- (5) Another conclusion concerns the fundamental modalities of the co-ordination between institutions. Co-ordination rapidly increased in the sector of public administration, by numerous ways and means described in this report. But this multiplication of concerted action, the procedures of which often vary according to the nature of the problems to be solved and the sectors involved, should not diminish the interest presented by an inter-institutional meeting intervening at an appropriate moment in view of reviewing the essential public administration aspects of the programmes, drawing the principal conclusions of past action and thoroughly analysing the main lines of preconcerted action in that field.

- (6) It would certainly be presumptuous and not very realistic to establish detailed priorities in the list of themes for studies or action by the United Nations and specialized agencies aimed at reinforcing national administrations. However, the essential place given in resolution 907 (XIV), on the one hand to the above-mentioned relationships between public administration and planning, and on the other hand to the training of key administrative personnel, and lastly to the providing on a temporary basis of qualified administrators under the OPEX programme or similar programmes, responds to both the most immediate needs and the most imperative necessities of the future. In the field of training, particular attention should be paid to the following points:
- (7) A quantitative and qualitative evaluation of the manpower needs and resources in the public sector should be included in every general survey of human resources and manpower utilization, and this in close relation to the overall economic and social studies and forecasts.
- (8) For the reason outlined in the report, the granting of fellowships and access to the international training facilities should more and more be governed by criteria closely relating the decisions to the wider programmes and projects in the various fields where technical assistance missions are under way at a given time, in the country of origin of the fellows; these criteria should also take into consideration the conclusions of the pre-investment studies of the Special Fund, the nature of the development programmes of the various national services in the several public sectors (health, labour, education, agriculture etc.), the contents, structure and size of the parallel training programmes, local or abroad, for intermediate and executive technicians and civil servants.
- (9) While the search for solutions to problems as complex as the liaison between elementary, secondary, university - including technical education - and the training of future civil servants (or the professional improvement of those already belonging to the civil service) will continue through, thanks to the co-operation that has developed in the past months, namely between the United Nations, the UNESCO, the ILO, the FAO, and the WHO, a wide action is called to expand at the level of the public administration

institutes themselves. The most important points should be not only the study of the most suitable means to fill gaps still found in this respect in many countries, but also the co-ordinated examination of the problems common to these institutes, some of which are purely national while others benefit from either multilateral or bilateral aid, or from both. The creation of a centre ensuring the exchange of information and experience could be envisaged.

- (10) Lastly, the inclusion in the curricula of the regional development institutes of parts dealing with the questions of public administration, satisfactory as it may be, does not exhaust the general problem of the relationship between these institutes and the public administration institutes. Certain suggestions made on this point in the report might be examined at the moment when two regional development institutes are going to be established, respectively in Asia and Africa.
- (11) The report is largely devoted to the problems raised by the provision of operational, executive and administrative personnel (OPEX, UIESCOPAS and operational assistance of WHO) to the developing countries. One sees that the part of resolution 907 (XIV) that recommended parallel terms and conditions of employment and a legal obligation for such personnel to participate in training of the national counterpart personnel expected to take over, has mainly been carried out in the year 1962. Also, the distribution of fields of competence between the United Nations and the specialized agencies concerned has been established on clear bases.
- (12) Now, the major problems in this field have their origin in the disproportion between the magnitude of the needs, reflected in the increasing number of requests received from governments, and the means presently available to satisfy them.

This problem falls within the competence of several organs, that will take it up in the coming months, i.e. between the moment when the present report was written and the time when the Economic and Social Council will examine it.

One could therefore present here no definitive suggestions. The report draws, however, the attention on the limits, soon reached in many cases, of the feasibility of actual replacement of the foreign civil servants

and technicians by national personnel. Consequently, it emphasizes the need for parallel programmes; training of administrators and technicians in various fields and at several levels. These conclusions coincide with those formulated as regards scholarships. Indeed, even in the hypothesis of an increased effort at the international level in order to finance the provision of personnel of the OPEX and OPEX-type programmes, in particular in the fields of health, education, agriculture, meteorology etc., the existent needs are such that they could not be satisfied exclusively by this means.

- (13) Lastly, in case the examination presently under way in various instances of the United Nations would lead to the financing of OPEX and OPEX-type programmes by funds from the Expanded Programme of Technical Assistance, the report draws the attention on the fact that measures should be taken in order to avoid that a unification of financing systems, for the provision of experts advisers as well as of operational personnel might bring about a legal and functional confusion between these two types of technicians.

APPENDIX

SUMMARY LIST OF THE PRINCIPAL PROJECTS OF THE UNITED NATIONS DIVISION FOR PUBLIC ADMINISTRATION

1963-1964

- Compilation, analysis and periodic reporting on the characteristics of Government systems for personnel administration.
- Assisting in meeting urgent public service training needs of African Governments.
- Preliminary study on patterns in the organization of Central Governments - Africa.
- Seminar on Legal and Administrative Relations between State and Public Institutions - Latin America.
- Seminar on Government Purchasing and Supply in Asia and the Far East.
- Workshop on Government Purchasing and Supply in Africa.
- Seminar on Utilization of Automatic Data Processing in Government Operations in the Middle East.
- Preliminary study on Administrative Aspects of national development planning in Latin America.
- Seminar on Administrative Aspects of national development planning in Africa.
- Workshop on organization and administration of agricultural services in Arab States.
- Inter-regional study of organization and administration of agricultural services.
- Workshop on Administrative problems of Rapid Urban Growth in the Arab States.
- Study on administrative aspects of urbanization.
- Seminars on Central Services to Local Authorities (Africa and Latin America).
- Credit Institutions for Local Authorities.
- Unified personnel systems for Local Authorities.
- Arrangements for in-service training to Local Government Personnel.
- Administration of new towns.
- Administration of services to Nomadic and other special Ethnic Groups.

* Most of these projects will be implemented in collaboration with other units of the Department of Economic and Social Affairs of the United Nations, specialized agencies, regional economic commissions, non-governmental organizations.

ANNEX II

ATOMIC ENERGY

I. SCIENTIFIC MEETINGS DEALING WITH THE PEACEFUL USES OF ATOMIC ENERGY

(1 January-31 December 1963)

Date	Subject	Place	Main Organizer	Other Co-operating* Organizations
9-18 Jan.	Pannel on the Legal Implications of Disposal of Radioactive Waste into the Sea	Vienna	IAEA	-
4-20 Feb.	United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas	Geneva	United Nations	IAEA**
18-22 Feb.	Panes on Heavy Water Lattices	Vienna	IAEA	-
4-8 March	Panel on Chemical Research Using Research Reactors	Vienna	IAEA	-
5-9 March	Symposium on the Application of Radioisotopes in Hydrology	Tokyo	IAEA	-
11-15 March	Symposium on Criteria for Guidance in the Selection of Sites for the Construction of Reactors and Nuclear Research Centres	Bombay	IAEA	-
11-22 March	Panel on Revision of Regulations for the Safe Transport of Radioactive Materials	Vienna	IAEA	-
25-29 March	Pannel on Basic Requirements of Adequate Systems for Personnel Dosimetry for Radiation Workers	Vienna	IAEA	-
1-5 April	Panel on the Economic Aspects of the Integration of Nuclear Power Plants in Electric Power Systems	Vienna	IAEA	-

* In this context, "co-operating" means making financial or technical contributions in the form of papers, etc.

** This reference is only to questions relating to the peaceful uses of atomic energy which were discussed under several items of the agenda. As far as the conference as a whole was concerned, the other agencies co-operated actively on other subjects.

Date	Subject	Place	Main Organizer	Other Co-operating Organizations
22-26 April	Symposium on the Use and Application of Radioisotopes and Radiation in the Control of Plant and Animal Insect Pests	Athens	IAEA/FAO	
29 April-18 May	International Conference on Civil Liability for Nuclear Damage	Vienna	IAEA	-
24-25 May	Study Group on Radiation and Isotope Applications in Olive Fly Control	Lisbon	IAEA/FAO	
27-31 May	Conference on Application of Large Radiation Sources in Industry	Salzburg (Austria)	IAEA	-
May	Meeting of Experts to Prepare a Long-Term Programme in Scientific Hydrology		UNESCO	-
Second half of May	Panel on Nuclear Data	Vienna	IAEA	-
4-8 June	Panel on Research Programme on the Toxicity of Incorporated Radionuclides	Vienna	IAEA	
4-10 June	Conference on Operating Experience with Power Reactors	Vienna	IAEA	-
4-10 June	World Food Congress (will include item on the application of atomic energy in food production and agricultural and food industry)	Washington, D.C.	FAO	
1-5 July	Conference on New Nuclear Materials Technology including Non-metallic Fuel Elements	Prague	IAEA	

Date	Subject	Place	Main Organizer	Other Co-operating Organizations
8-12 July	Panel on the Agricultural Use of Isotopes and Radiation in Ecological Regions in South America	Vienna	IAEA	-
Second half of the year	Panel on Evaluation and Development of Uranium Ore Deposits		IAEA	-
15-19 July	Panel on Standardization of Contamination Measurements	Vienna	IAEA	-
22-26 July	Panel on Super-high-energy Physics	Vienna	IAEA	-
3 weeks in November	Seminar on Theoretical Physics		IAEA	-
26-30 August	Symposium on Radiological Health and Safety in Nuclear Materials Mining and Milling	Vienna	IAEA/ILC/WHO	-
2-6 Sept.	Symposium on Exponential and Critical Experiments	Amsterdam	IAEA	-
2-6 Sept.	Panel on the Use of Isotopes and Radiations in Plant Pathology	Vienna	IAEA	-
9-13 Sept.	Panel on the Provision of Radiological Protection Services in Small Nuclear Establishments (II)	Vienna	IAEA	-
9-14 Sept.	Technical Meeting on the Use of Isotopes in Soil Organic Matter Studies	Braunschweig Volkenrode	FAO/IAEA	-
9-13 Sept.	Panel on the Research Application of Calcium-47	Vienna	IAEA	-
Sept.	Study Group Meeting on the Utilization of Research Reactors	Athens	IAEA	-
7-11 Oct.	Symposium on Biological Effects of Neutron Irradiations	Vienna	IAEA	-

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Date	Subject	Place	Main Organizer	Other... Co-operating Organizations
8-11 Oct.	Panel on Non-destructive Analysis of Irradiated Fuel Elements	Vienna	IAEA	-
14-18 Oct.	Panel on Environmental Monitoring in Emergency Situations	Vienna	IAEA	-
14-26 Oct.	Standing Committee of the Diplomatic Conference on Maritime Law	Monaco	IAEA	-
21-25 Oct.	Seminar on Medical Radiation Measurement of Ionizing Radiation in relation to activities of national health laboratory services		WHO	IAEA*
? October	Panel on the Application of Food Irradiation in Developing Countries	Vienna	IAEA	-
4-8 Nov.	Panel on Techniques for Preventing Atmospheric Pollution from the Operation of Nuclear Facilities	Vienna	IAEA	-
4-6 Nov.	Consultative Group of Representatives of Transport Organizations on Legal Aspects of the Transport of Radioactive Materials	Vienna	IAEA	-
11-15 Nov.	Seminar on the Protection of the Public in the event of Radiation Accidents		WHO/PAO	IAEA*
11-15 Nov.	Symposium on Physics and Material Problems of Reactor Control Rods	Vienna	IAEA	-
18-22 Nov.	Panel on Physical Requirements of Radiation Sources for Intracavitary and Interstitial Radiotherapy	Vienna	IAEA	

* Consultations are taking place on possible co-operation.

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Date	Subject	Place	Main Organizer	Other Co-operating Organizations
25-29 Nov.	Panel on Development of Regional Nuclear Research Programmes		IAEA	-
November	Study Group on Operational and Safety Problems of Research Reactors and their Use for Isotope Production	Manila	IAEA	-
9-13 Dec.	Panel on Co-ordination of Research Contracts in Tropical Medicine	Vienna	IAEA	-
16-20 Dec.	Panel on Permissible Emergency Doses to the Public	Vienna	IAEA	WHO*

* Consultations are taking place on possible co-operation.

II. TRAINING COURSES IN 1963

IAEA	International Training Course on Nuclear Science for High School Teachers (Nahal Soreq, Israel, from 28 July-5 September 1963)
IAEA	Regional Training Course on the Applications of Radioisotopes in Medicine (Buenos Aires, 12 August-2 December 1963)
IAEA	Advanced International Training Course on the Physics of Radiotherapy (London, 2 September 1963-31 January 1964)
IAEA	International Seminar in Atomic Energy for Atomic Energy Administrators (Vienna, 30 September-4 October 1963)
IAEA/FAO	International Training Course on the Use of Radiation and Isotopes in Entomology (University of Florida, Gainesville, United States of America, 7 October-30 November 1963)
IAEA	Regional Training Course on the Application of Radioactive Isotopes in Soil-Plant Relations (Turkey, 1 October-25 November 1963)
IAEA	Regional Training Course in the Maintenance and Repair of Nuclear Electronic Equipment (Colombo, November 1963-April 1964)
UNESCO/IAEA	Regional Training Course on Scientific Documentation Techniques (New Delhi, 21 October 1963, for six weeks)
IAEA	International Training Course on Bio-assay of Radionuclides (Seibersdorf, Austria, 4 November-2 December 1963)
WHO	Training Course on Radiation Health
Swedish Agency for International Assistance UNESCO/IAEA	International Seminar for Research and Education in Physics (University of Uppsala, Sweden, various courses during 1963)
IAEA	Regional training course on the use of research reactors* (India, autumn 1963 for 2-3 months)

* Subject to confirmation.

III. SUMMARY OF RESEARCH BEING SUPPORTED BY THE UNITED NATIONS FAMILY

The different organizations are concerned with research to meet different needs and it is carried out in different ways including contractual arrangements with other organizations or institutes. In the case of IAEA, research is also carried out in its own laboratory near Vienna and in its laboratory of Marine Radioactivity in Monaco.

A summary of the subjects on which research is being supported by the United Nations family is described under the following main headings:

A. Health, physics and radiation protection

WHO continues to support certain studies by ICRU and ICRP.

WHO is also supporting research projects relating to the study of the biological effects of radiation and the application of radioisotopes and ionizing radiation in health work.

IAEA also supports relevant work of ICRU and ICRP and, in addition, has awarded or renewed twenty-eight research contracts on subjects coming under this heading.

B. Radioisotope applications in agriculture

IAEA has awarded or renewed nineteen research contracts.

C. Radioisotope applications in medicine.

IAEA has awarded or renewed thirteen research contracts.

D. Radioisotope applications in hydrology

There is one continuing joint WHO/IAEA project.

IAEA has awarded or renewed five research contracts.

E. Radiobiology

IAEA has awarded or renewed fourteen research contracts.

F. Radioactive waste management and environmental research

IAEA has awarded or renewed fourteen research contracts.

G. Studies involving the use of reactors

IAEA is organizing regional study groups on research reactors and has awarded or renewed three research contracts.

In addition to the studies under the above main groupings, IAEA has renewed a research contract on ion separation of uranium and thorium in non-aqueous and mixed media and three contracts on safeguards methods, which are of concern only to IAEA.

IV HEALTH AND SAFETY CODES AND STANDARDS

1. Last year ACC reviewed the extent to which different groups of people exposed to ionizing radiation were being covered by international codes and standards.^{1/} A brief account of developments since that time is given under the relevant headings below.

Basic safety standards

2. In June 1962 IAEA's Basic Safety Standards were approved by the Board of Governors as a first edition. The Director General of IAEA was authorized to apply the Standards to IAEA's operations as appropriate, and to operations assisted by IAEA in accordance with the relevant provisions of IAEA's Health and Safety Measures, and to invite Governments of Member States to take the Standards as a basis when formulating national regulations, or recommendations, on protection against the dangers arising from ionizing radiations.

Transport of radioactive materials

3. In June 1962, the revised International Regulations concerning the Carriage of Dangerous Goods by Rail (RID)^{2/} came into force. These Regulations were extensively based on IAEA's Regulations for the Safe Transport of Radioactive Materials^{3/} in so far as the transport of radioactive materials is concerned. On the basis of the RID and of a draft prepared by ECE in consultation with the Secretariat of IAEA, the part of the European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR) concerned with radioactive materials was revised. In addition, draft regulations relating to the transport of radioactive

^{1/} See document E/3625, paragraph 106, and Part Two of Annex II.

^{2/} These Regulations constitute Annex I of the International Convention concerning the Carriage of Goods by Rail (CIR).

^{3/} IAEA publication No. STI/PUB/40.

materials on the Rhine, were presented to ECE jointly by the Central Committee for the Navigation of the Rhine, and IAEA, as a draft proposal for the relevant part of the draft European agreement concerning the international carriage of dangerous goods by inland waterways.

4. With regard to the labelling of radioactive materials, agreement was reached between the Secretariats of ILO and IAEA which was subsequently approved by the competent bodies of both organizations.

5. Although Article 60 of the Universal Postal Convention formally prohibits the dispatch by post of dangerous goods, including radioactive materials, UPU is giving consideration to the possibility of admitting the transport of such materials, based on the recommendations contained in IAEA's Regulations for the Safe Transport of Radioactive Materials mentioned in paragraph 3 above.

6. The work of the IMCO Working Group on the Carriage of Dangerous Goods by Sea has continued. In 1963 the carriage of radioactive material will be considered by the Working Group, and IAEA will assist in the discussions.

Protection of workers against ionizing radiations

7. The ILO Convention concerning the Protection of Workers against Ionizing Radiations (No. 115) has now been ratified by six Governments.

8. Part III of ILO's Manual of Industrial Radiation Protection is at present in the process of publication.

Control and treatment of radioactive waste

9. An IAEA panel met in February 1962 to discuss methods of radioactive waste management other than environmental disposal. Also in February 1962, a second IAEA panel considered the preparation of a manual on radioactive waste management for users of radioisotopes, when the importance was emphasized of giving detailed information on the best present practices of collection, treatment, storage, transportation and disposal of radioactive waste.

10. In September 1962 an IAEA panel of experts met to consider problems associated with the disposal of radioactive waste into the ground.

11. Another IAEA panel was convened on methods of surveying and monitoring marine radioactivity in November 1962, and a manual is being prepared from the material presented. An IAEA panel on the legal implications of disposal of radioactive waste into the sea met in Monaco in March 1962 and in Vienna in October 1962 and in January 1963. At the latter session it finished its work by preparing two sets of draft Articles on the regulation of disposal of radioactive waste into the sea, one providing mainly for a system of control and the other for the complete prohibition of such disposal. The proposals will be brought before the Board of Governors at its meetings in June 1963.

Civil liability.

12. The Intergovernmental Committee on Civil Liability met in Vienna in October 1962. On the basis of the text elaborated at its first meeting in May 1961, and in the light of comments received from Member States, the Committee prepared a revised text of the draft Convention on Minimum International Standards regarding Civil Liability for Nuclear Damage. The revised draft was before the International Conference on Civil Liability for Nuclear Damage, which met in Vienna in April/May 1963.

13. An ad hoc session of the Diplomatic Conference on Maritime Law, held in Brussels in May 1962 and co-sponsored by the Belgian Government and the IAEA, completed and adopted a Convention on the Liability of Operators of Nuclear Ships.

Manuals of Safe Practice

14. In December 1962 an IAEA panel to draft a manual on the provision of radiological protection services in small nuclear establishments held its first meeting.
