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Chairman: Mr. Mohammad MIR KHAN (Pakistan).

AGENDA ITEM 26

Programmes of technical assistance (*continued*):
(a) Report of the Economic and Social Council
(A/3154, A/C.2/189 and Add.1, A/C.2/
L.283, A/C.2/L.284 and Corr.1, A/C.2/
L.285) (*continued*)

1. Mr. KHOMAN (Thailand) said that in Thailand the United Nations technical assistance programmes were regarded as a living symbol of international co-operation and a means of securing the aims of Article 55 of the Charter. Thailand was gratified that so many United Nations bodies, including those concerned with technical assistance, had their offices in Bangkok. Everything possible was being done to facilitate their work. Although primarily a recipient of technical assistance, Thailand helped to further the programme in many ways apart from its actual monetary contribution.

2. The larger contributions of the more industrialized countries were not entirely lost to them. They were often recouped indirectly. Every credit was due to those countries for their generosity, but it was in their own interest to maintain or even increase the amounts they subscribed. It was to be hoped that others among the more advanced countries would follow the example of Canada, the Netherlands and Switzerland and make greater efforts to increase their contributions and offer them in a readily usable form.

3. It was true that there were other financial and multilateral programmes which complemented the United Nations technical assistance programmes. However, although other programmes, such as the United States International Cooperation Administration programme and the Colombo Plan for Co-operative Economic Development for South and South-East Asia, under both of which Thailand received assistance, filled specific needs, they lacked the universality of the United Nations programmes. The coexistence of the two types of programme should be encouraged, and both should be expanded simultaneously.

4. In spite of the normal and healthy growth of the programmes, only a small proportion of needs had been met. The principal aim should be to reduce the widening gap between requirements and resources by increasing the latter.

5. The reduction of administrative costs was a creditable achievement and would act as a further incentive to contributors. It had in no way affected the quality of the services rendered.

6. Although Thailand's contribution was used to the full, he found the recommendation on currency utilization embodied in Council resolution 623 B III (XXII) to be entirely justified.

7. His delegation fully realized the need for co-ordination and evaluation. Thailand was co-operating closely with other nations and organizations providing assistance to ensure that all waste was avoided and that the best results were obtained from the help so generously given.

8. Mr. HOFFMAN (United States of America) stressed that the benefits of technical assistance were shared by donor and recipient alike. The present United Nations technical assistance programmes were truly world-wide, and the vision of United Nations technicians engaged in constructive work all over the globe was most inspiring. For millions of people the United Nations was represented by teams of such technicians working in village or in rural communities.

9. The support of technical assistance programmes was deeply rooted in United States foreign policy. For many years the United States had carried on various bilateral technical assistance programmes in areas where they were needed and wanted. The vigorous United States support for the United Nations programmes had once again been demonstrated at the recent Technical Assistance Conference when the United States representative had announced a contribution for 1957 of \$15.5 million, subject only to appropriate amounts being offered by other contributing countries. The amount of such contributions so far pledged by other countries indicated that nearly the whole of the United States pledge would be committed.

10. With twenty-three countries increasing their pledges for 1957—some very substantially—the Expanded Programme of Technical Assistance would be operating at the highest level in its history. It was particularly gratifying to note that Morocco and the Sudan, which had only recently attained their independence, were among the countries contributing to the Programme for the first time.

11. As the representative of Ecuador had cogently stated at the previous meeting, if technical assistance was to produce maximum results, the individuals initially trained must themselves train their compatriots. Those trainees in their turn must themselves be able to transmit their skills in an ever-expanding chain reaction.

12. Another important aspect of the Expanded Programme was evaluation. The results of the first thorough attempt to tackle that problem, begun in 1954 and completed in April 1956, were encouraging but were only a beginning. Much more accurate

methods of evaluation must be developed. His delegation welcomed the decision of the Technical Assistance Committee (TAC) that an evaluation of the Programme should be included as part of the annual report of the Technical Assistance Board (TAB), and would follow with close interest the results of that analysis. It hoped to see every year a major (E/2923, para. 34) advance in the effectiveness of the evaluation process.

13. The United States was anxious that the multi-lateral character of the Expanded Programme should be retained, and accordingly strongly supported the action of the Economic and Social Council reflected in resolution 623 B III (XXII) on currency utilization, adopted at its last session. The implementation of that resolution would help to safeguard the essential structure of the Programme. The resolution in no way required contributions to be convertible into hard currencies. It did not in any way, as the Soviet Union representative had claimed, tie the Programme to the United States dollar.

14. His delegation continued to support the Council's action and would vote against the Czechoslovak and Romanian draft resolution (A/C.2/L.283).

15. Effective public administration was essential to a country's economic and social progress. His delegation attached great importance to the work being done by the United Nations in that field and would support, within the United Nations budget, an appropriation to the full amount requested by the Secretary-General (A/C.2/189 and Add.1).

16. The United States had for some time felt that TAA should be expanded in order to bring additional countries—including contributing countries not Members of the United Nations—into closer association with the Programme. Believing that appropriate action should be taken at the present session, the United States had joined in sponsoring a draft resolution on the subject (A/C.2/L.284 and Corr.1). A small increase in the membership of TAC, as provided in the draft resolution, would make the Committee more representative of contributing and recipient countries without making it so unwieldy as to prevent effective work.

17. Some delegations had objected to the rejection by the Secretary-General of an offer from the German Democratic Republic to participate in the Expanded Programme with a contribution of 400,000 East German marks. The Secretary-General's decision had been the only possible one. It was clear from General Assembly resolution 519 (VI), establishing the Programme, that only States which were Members of the United Nations or of a specialized agency were entitled to contribute to and participate in the Expanded Programme. Moreover, no precedent existed for accepting a financial contribution for the Expanded Programme under Article VII, paragraph 7.2 of the Financial Regulations (General Assembly resolution 456 (V)) from a régime not generally accepted by the international community as a legitimate government. Since only States so recognized might participate in the Programme, acceptance of a contribution for that purpose, even under that regulation, would imply a recognition by the United Nations of the East German régime as a State. Two important organs of the United Nations—the Economic and Social Council on 7 December 1955 (E/SR.896) and the Economic Commission for Europe on 6 April 1956 (E/ECE/SR.11/2 and 3)—had considered the status of the East German régime and had rejected the view that it was a sov-

ereign State. Clearly no action should be taken by the administrators of the Programme which would imply otherwise.

18. In conclusion, he would like to say how deeply he personally believed in the United Nations technical assistance programmes and how staunchly the United States Government was prepared to support them. Many United States citizens felt that there was probably greater hope for the world in the kind of effort represented by the over 4,000 United Nations experts working in 111 States and territories than in almost anything else that had so far been devised by man.

19. Mr. RAJAPATHIRANA (Ceylon) said that in a technological age countries with advanced economies continued to prosper while the less developed countries barely succeeded in maintaining their already low levels of living. Economic development was a complex process in which economic, technological and administrative factors all played a part. The United Nations programmes of technical assistance could do much to ensure that those factors were given due weight. It was therefore gratifying that the number of scholarships and fellowships had increased and that wider use was being made of regional projects.

20. Because the under-developed countries were trying to progress in many directions simultaneously, economic planning was essential if resources were not to be wasted. Ceylon accordingly attached great importance to the recruitment of experts on planning, as well as to the establishment of technological and training centres and scientific research institutes. In that connexion, it was grateful for the assistance granted by the International Bank for Reconstruction and Development towards the establishment in Ceylon of an institute of scientific and industrial research. Much was expected of the institute. Many problems required study, in particular the utilization of raw materials and the increasing competition of synthetics, such as synthetic rubber.

21. Mr. CROLL (Canada) felt it unnecessary to reiterate his Government's general attitude to technical assistance, which was amply demonstrated by its financial contributions to technical assistance programmes and by its co-operation with United Nations bodies in promoting the economic development of under-developed countries.

22. The Canadian delegation thought that the Expanded Programme of Technical Assistance now had a sound financial basis: it was gratifying to note the greater promptness with which contributions were being paid and the steady increase in their size. His delegation supported the country programming procedure. Both the regular and the Expanded Programme should remain as flexible as possible so that full account might be taken of the preferences expressed by the Governments of the countries for whose benefit the programmes were designed. That consideration should apply to the distribution of resources among the specialized agencies, the percentage of the programmes applied to regional projects, the number of continuing projects, and the extent to which experts should be supported by modest amounts of equipment or materials. His delegation welcomed the increased co-ordination between the various United Nations bodies associated with the technical assistance programmes. None of the scarce resources available for assistance should be allowed to go to waste through lack of co-ordination or through duplication of effort. His delegation also welcomed the initiative of the Technical

Assistance Administration (TAA) in providing assistance to States which had recently become independent or would shortly become so. It was important, as the representative of Afghanistan had said, that technical assistance programmes should be constantly evaluated, and his delegation had supported the Economic and Social Council's resolution in that connexion at its twenty-second session.

23. The Canadian delegation had also strongly supported Economic and Social Council resolution 623 B III (XXII) as the best solution possible, in present circumstances, of the currency utilization problem. The Expanded Programme had in the past been hampered by the fact that some countries had attached such rigorous conditions to the use of their contributions that they had, in effect, become unusable. Moreover, it was important that contributions made towards an essentially multilateral programme should not be diverted to bilateral uses, and the resolution sought to prevent that from happening. What it asked was not that contributions should be made in any specific currency, but that they should be readily usable. The delegations which had suggested that the effect of the resolution might be to deter participating countries from increasing their contributions were, he thought, mistaken. The records of the recent Technical Assistance Conference showed that many countries intended to increase their contributions. The decision of the Government of the Soviet Union to make 25 per cent of its contributions in currencies other than the rouble was a step in the right direction. His delegation earnestly hoped that all members of the Committee would support the Economic and Social Council's resolution and reject the draft resolution submitted by the delegations of Czechoslovakia and Romania, which could harm the technical assistance programmes.

24. His delegation was a co-sponsor of the draft resolution calling for an increase in the membership of TAC as a means of enabling countries which were not eligible for election to the Economic and Social Council or which, although eligible, were not elected to the Council, to participate in the work of TAC. His delegation favoured a two-year term of office for the additional four members, to make possible a greater rotation of membership.

25. With regard to the suggestion that countries which were not now Members of the United Nations or of the specialized agencies should be permitted to take part in technical assistance programmes, his delegation believed that, like all United Nations activities, the programmes must be administered within the framework of the General Assembly's political decisions.

26. With regard to the Secretary-General's request for additional funds for technical assistance in the field of public administration under the regular programme, although his Government believed in principle that new projects involving technical assistance pure and simple should be undertaken by the Expanded rather than by the regular programme, it was prepared to modify its position in the present instance in view of the fact that the need for assistance in public administration was particularly urgent. He hoped that delegations supporting the proposal in the Second Committee would take similar positions in the Fifth Committee.

27. Mr. GISCARD D'ESTAING (France) noted with satisfaction that the Expanded Programme of Technical Assistance was becoming constantly more effective and arousing ever-increasing interest. The French delegation had been among those which in 1954

had recommended certain changes in the procedure for drawing up technical assistance programmes. The most important had been the adoption of the principle that programmes should be based on the requests of recipient countries themselves, and the past two years' experience had shown how right that decision had been.

28. With regard to the effectiveness of the Programme, the report of the TAC Working Group on the evaluation of the Expanded Programme (E/TAC/48) was very encouraging. It was obviously difficult to estimate the value of the Programme in statistical terms and, as the report stated, the value of United Nations assistance could only properly be seen against the background of the national plans of economic development of which they were becoming an increasingly integral part. One result of the change in emphasis in the Programme had been a diminution in the percentage of expenditure on experts. There was a tendency, however, for experts to be more highly specialized and to work on more specific tasks. The percentage of resources spent on equipment, although it had risen, was still small, and he would be grateful for the views of recipient Governments in that respect. Regional projects were increasing in number. They resulted in considerable economies in personnel, equipment and time. They also fostered a sense of political and economic interdependence among neighbouring countries, and brought home to them the need for co-operation which would no doubt have beneficial results for the world as a whole. His delegation had some doubts, however, about the absolute need for certain of the regional projects. It also had some misgivings about the implementation of the recommendations of experts. Frequently their proposals could not be carried out owing to administrative shortcomings or financial difficulties. Technical assistance should not be regarded as an end in itself but should form part of a general plan of development. Long-term programmes were clearly the most useful, but Governments must obviously undertake gradually to assume financial and operational responsibility for them.

29. His delegation saw no justification for a reconsideration of Economic and Social Council resolution 623 B III (XXII), which merely urged Governments to make their contributions in readily usable currencies, so that unused contributions should not accumulate as they had done in the past and so that it would not be necessary to resort to expedients such as the special projects, which were contrary to the principle of multilateralism.

30. The French delegation would support the proposal for an increase in the allocation from the regular programme fund for public administration, having voted in favour of resolution 623 A II (XXII) in which the Economic and Social Council had approved that request.

31. With regard to the administration of the Programme, the problem of co-ordination had not been wholly solved; but enough progress had been achieved to justify the maintenance of the existing system for a fairly lengthy period, although of course minor improvements could be made. Resident representatives, for instance, should be given powers matching their rapidly multiplying functions, and his delegation welcomed the tendency in that direction. Again, recipient countries ought to be informed at the beginning of each year of the total amount of assistance they could expect to receive during that year. They ought also to be told that the specialized agency sub-totals were purely

tentative. The present system was likely to lead to an undesirable rigidity in the programme and might prevent Governments making requests in the fields in which they most needed assistance.

32. The Technical Assistance Committee had decided that the Working Capital and Reserve Fund should be fixed at about 35 per cent of the annual programme. At the same time it had authorized the Executive Chairman to draw upon the Fund for emergency purposes in an amount up to 5 per cent of the annual programme—a procedure which, although innocuous if contributions increased from year to year, would become dangerous if for some reason they should decline. The application of paragraph 1 (b) (v) of Council resolution 542 B II (XVIII) was of course subject to certain conditions, but very often the Executive Chairman of TAB was not able to observe them. That was the case, in particular, with requests resulting from initial errors and omissions. The Working Capital and Reserve Fund ought, in his delegation's view, to be kept for genuinely exceptional and unforeseeable situations, such as urgent requests from newly-independent countries. His delegation shared the apprehension that further budgetary supervision would entail an increase in administrative costs, but he hoped that TAC, TAB and the specialized agencies would succeed in keeping them within reasonable limits.

33. Mr. CARANICAS (Greece) said that his delegation was conscious of the fact that the continual flow of technical knowledge and experience from the advanced to the less-advanced countries, occasioned by the technical assistance programmes, constituted the best contribution to those countries' economic development. Indeed, as the United States representative had just shown, benefits accrued to all participants in the technical assistance programmes. It was gratifying to see so many new members in the Committee, for universality of membership was the ultimate aim.

34. It was very satisfactory to learn of the constant increase in the size of the Expanded Programme, but it should not be forgotten, as the Executive Chairman of TAB had pointed out at the 389th meeting, that that increase had been possible only because for various reasons contributions had not been fully utilized in the past. That meant that if the Programme were to continue to expand and meet the requirements of all needy countries much more ample resources would have to be found. Among the problems which had beset the technical assistance bodies in the past had been those of currency utilization and the stability of the Programme. His delegation supported the Council's efforts to solve them in its resolution 623 B III (XXII). The Working Capital and Reserve Fund would give the Programme additional financial security and the payment of contributions in the form of, or convertible into, readily usable currency would ensure the multilateral character of technical assistance activities.

35. His delegation fully supported the Secretary-General's proposal for an increase in the allocation from the regular programme funds for technical assistance and substantive activities in the field of public administration. As his delegation had stated when the matter had been discussed the previous year, there was no doubt that good administration was an essential prerequisite to progress in the economic and social fields, and that the money spent in the past on improvements in public administration systems had been inadequate. Moreover, as was stated in paragraph 20 of document A/C.2/189, additional funds would help to

bring about greater co-operation between the United Nations regional economic commissions, the specialized agencies and the International Cooperation Administration of the United States. His delegation agreed with the reasons given in paragraphs 27 and 28 of that document for not placing public administration activities under the Expanded Programme. He earnestly hoped that if the proposal were adopted the delegations supporting it in the Second Committee would continue to do so when it came before the Fifth Committee.

36. The TAB report entitled *A Forward Look* (E/2285-E/TAC/49) was very instructive. He felt, however, that it would at some time be found necessary to define eligibility for technical assistance, for the countries considered to be economically advanced ought not, in principle, to receive such assistance. It might perhaps be advisable to set a *per capita* national income limit above which countries could not be considered eligible for assistance.

37. He would like to express his Government's gratitude for the help given his country by TAB and TAA and for the allocation recommended for 1957, although the amount suggested was far from adequate to meet Greece's real needs and compared unfavourably with the assistance given to other countries in the same region.

38. His delegation agreed with the proposal for an increase in the membership of TAC.

39. In general it was to be remembered that, as the Director-General of TAA had pointed out, it had only been possible to meet less than one-quarter of the expressed needs of Governments in technical assistance. There was therefore constant need for more assistance and increased co-operation in the economic as in other fields.

40. Mr. FAHMY (Egypt) said that his Government had decided to increase its contributions three times during the five years since the inception of the Expanded Programme, notwithstanding the fact that it had embarked on various national and social development programmes. In spite of the hardships with which it was at present faced, it was determined to continue to support the Expanded Programme financially or otherwise.

41. Egypt's position with regard to the various points dealt with in chapter III, section VI, of the Economic and Social Council's report (A/3154) had been made clear in TAC and in the Council.

42. In the summer of 1956, TAC had discussed the problem of currency utilization from its various angles and had adopted a resolution on the subject (E/2923, annex I C). He had made it clear, in a statement delivered before TAC on 14 July 1956 (E/TAC/SR.107) that in view of its far reaching implications, the General Assembly should have the last word in connexion with that resolution, for three main reasons. First, any action taken should be in accordance with the basic legislation governing technical assistance (Council resolution 222 (IX)). Secondly, TAC's decision should be based exclusively on TAB's report on that question (E/TAC/50). Thirdly, because of the nature of the Programme, the Committee's decision should be accepted unanimously by all countries participating in the Programme as donors or recipients.

43. With regard to the first point, according to resolution 222 (IX), the Expanded Programme should preserve its multilateral character. All contributions should be pledged on a voluntary basis, and no politics

should interfere either in the planning or during the implementation of the Programme.

44. He believed that there was complete agreement on the three principles and that the Committee should not take any decision which might affect any of them. Many delegations had expressed concern that Council resolution 623 B III (XXII) was inconsistent with the principles set forth in resolution 222 (IX), particularly the principle of voluntary contributions. Nothing should be done which might be misconstrued as a disregard for the concern which they had expressed.

45. According to TAB's report no serious difficulty had been experienced in making full use of most contributions, even those which were inconvertible. There was therefore no problem on which the Committee was obliged to take any decision if its action was interpreted by some to be contrary to the basic legislation. Subject to confirmation by the Executive Chairman of TAB, he assumed that so far no problems had arisen which necessitated the adoption of a resolution or a departure from the basic resolution.

46. If the Executive Chairman confirmed his assumption, he believed that there was no need to endorse the resolution adopted by TAC. On the other hand, he was prepared to accept any suggestion to study the problem of currency utilization further, if the majority of the Committee favoured such a procedure in the light of the Executive Chairman's statement. He urged that the Committee's decision in the matter should be unanimous. In view of the limited time available, the Committee might refer the whole issue, including the Council's resolution, once again to TAC for re-examination and report.

47. The question of extending the membership of TAC should not have been raised at the current session. There was no such item on the agenda. The subject, because of its importance, would require each delegation to consult its Government. The question had been raised in TAC, which had decided to postpone the discussion since no agreement could be reached. It had then been felt that the composition of TAC was closely linked with that of the Council. In spite of some indications as to the ultimate size of the Council, no one could foresee what the Assembly's decision would be. When it was known how many additional seats would be added to the Council, the Committee could consider whether or not to recommend an increase in the membership of TAC. In view of the delicate aspects of the question, a full examination of such factors as geographical and adequate representation was necessary. Countries which were not Members of the United Nations but which participated in the Expanded Programme should be allowed to take an active part in the deliberations of TAC. He would welcome any constructive suggestion and any approach which led to unanimous agreement regarding the criterion by which those countries were chosen, but he hoped that no discrimination would be made and that the fact that the Expanded Programme was an international scheme would be taken into consideration.

48. If the majority in the Committee were in favour of taking a decision during the current session, he would propose that it should at least be deferred to a later date, because any change in the membership of a United Nations organ should be studied with the utmost care and the basis for the change should be clearly stated either in a resolution or in the Rapporteur's report. He would favour including in the

Rapporteur's report a clear indication of the areas from which the countries were to be elected. That was of paramount importance to avoid any future misunderstanding.

49. His position with regard to the various draft resolutions would be determined by the reaction of the co-sponsors to the various comments on them and by the final form in which they appeared.

50. Mr. BOIKO (Ukrainian Soviet Socialist Republic) was gratified to note from the available documentation and from the statements made by Mr. Owen and Mr. Keenleyside at the 389th meeting that in 1955 and 1956 there had been an increase in the number of experts sent to the under-developed countries and in the number of grants and fellowships. He hoped that TAA would be able to effect even greater savings in administrative and operational services costs so that more resources could be made available for such purposes as the purchase of equipment. More funds should also be made available for industrialization.

51. The increase in the volume of contributions was welcome. The Ukrainian SSR had contributed a total of 2 million roubles and he hoped that TAA, in utilizing that contribution, would devote more attention to the recruitment of Ukrainian experts and to sending Fellows to Ukrainian institutes of higher learning.

52. He agreed with the Czechoslovak representative that the information concerning requests for assistance should be made more readily available to participating countries. That would ensure that the requests were dealt with more promptly.

53. The Secretary-General's refusal to accept the contributions to the Expanded Programme offered by the German Democratic Republic was regrettable and violated the principle of universality. Council resolution 623 B III (XXII) on currency utilization was ill-advised and might impede the expansion of the Programme. Some difficulties had arisen in the past in connexion with currency utilization, but the sponsors of the resolution had ignored the fact that those difficulties had been overcome. In addition, the utilization of national contributions was conditioned not only by convertibility but also by the way in which TAA dealt with the requests for assistance, where it recruited the requisite services, and the manner in which Governments reacted to the possibilities of providing assistance. Sometimes part of a national contribution had not been used because the administration of the contribution had been badly organized or because other obstacles had been placed in the way.

54. The USSR, Ukrainian and Byelorussian contributions had been used mainly to purchase samples of Soviet machinery and, on a small scale, to recruit Soviet experts and to provide fellowships for study in the Soviet Union. The French representative had expressed his dissatisfaction because the number of Fellows sent to study in France was not commensurate with France's contribution to the Expanded Programme. The Soviet countries could voice even greater dissatisfaction, the more so as Soviet institutes of higher learning were generally recognized to be of high quality. It had been maintained that few of the students from the under-developed countries knew Russian, but in view of the large number of students desirous of training in the USSR it would seem that the authorities of some countries were intent on creating difficulties. It appeared, for example, from a letter reproduced in document A/C.4/330 that the Administering Authority

for Togoland under British administration had refused to issue passports to inhabitants of that Territory who had been offered scholarships to study in the USSR and Yugoslavia. Yet the sponsors of Council resolution 623 B III (XXII) ignored such facts and attributed to inconvertibility the failure to utilize currencies fully. At present that resolution was unjustified, although it might be of some use in the future should such difficulties arise. As was clear from the pertinent documents, as well as from the statements by Mr. Owen and Mr.

Keenleyside, the difficulties of currency utilization had been substantially overcome.

55. It was regrettable that the Soviet Union, the Ukrainian SSR and the Byelorussian SSR had not been invited to provide technical assistance under the regular programme. In conclusion, he stated that he would support the joint Czechoslovak and Romanian draft resolution.

The meeting rose at 6.5 p.m.