



UNITED NATIONS
PROGRAMME IN
PUBLIC ADMINISTRATION

Report of the Meeting of Experts

United Nations

Department of Economic and Social Affairs
Public Administration Branch



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UNITED NATIONS
New York, 1967

E/4296
ST/TAC/M/38

NOTE BY THE SECRETARY-GENERAL

The Secretary-General has the honour to transmit herewith to the Economic and Social Council the report of the Meeting of Experts on the United Nations Programme in Public Administration, together with the text of the covering note addressed to him by the Chairman of the Meeting. He wishes to call the attention of the Council in particular to the final paragraph of the report. In that paragraph, the participants express the hope that the Council will approve the general direction of the programme as outlined in their Report, and they present certain recommendations which in their view merit the Council's consideration. At the request of the participants, a factual review of the United Nations programme in public administration from 1950 to 1966 has been annexed to the document.

The findings of this outstanding group of experts confirm the view expressed in past resolutions of the Council and the General Assembly that sound public administration is essential for nation building and for economic and social development. Guidelines are suggested to enable the United Nations to make a more significant contribution to the efforts of Governments to improve the quality of administration in order to accelerate the pace of development.

The Secretary-General believes that the report will be of great interest to all concerned with international co-operation in public administration. He commends it to the Council as a basis for its consideration of the future United Nations programme in this field.

LETTER OF TRANSMITTAL

24 January 1967

Meeting of Experts on the United Nations
Programme in Public Administration

Sir,

The Meeting of Experts on the United Nations Programme in Public Administration, convened by you from 16th to the 24th of January 1967, has just concluded its deliberations at Headquarters and I have the honour to submit its report to you herewith. The report was adopted unanimously. The Meeting noted that the subject of public administration has been inscribed upon the provisional agenda of the forty-second session of the Economic and Social Council and that it is your intention to place this report before the Council for its consideration in connexion with this item.

The fourteen experts, drawn from different countries in the four major regions of the world and representing a wide diversity of administrative systems and traditions, were deeply conscious of the importance of the task entrusted to them by you. In this task they were greatly assisted by the presence of representatives of three regional economic commissions and of the specialized agencies and non-governmental organizations especially concerned with public administration, each of whom participated freely in the discussions and whose views are reflected in the report.

The Meeting appreciated that the subject of sound public administration and its indispensable role in making any substantial advance in the economic and social development of the developing countries had been before the Council many times since it was first considered at the sixth session and had been emphasized in a number of important resolutions of the General Assembly. The Meeting noted that public administration had been described as an "impact area" in the first United Nations

U Thant
Secretary-General of the United Nations

development decade and, in re-affirming the importance of public administration, the Meeting concluded that it should be accorded even greater emphasis in the Second Development Decade.

The Meeting therefore believes it is desirable that it draw the Council's attention not only to those recommendations which concern the importance of the United Nations programme itself but to those which concern the desirability, also, of according to public administration a rightful place within the overall activities of the United Nations in the field of economic and social development, with an allocation of resources commensurate with that place.

Accept, Sir, the assurance of my highest consideration,

(Signed) A.L. Adu
Chairman

REPORT OF THE MEETING OF EXPERTS ON THE UNITED NATIONS
PROGRAMME IN PUBLIC ADMINISTRATION

(Headquarters, New York, 16-24 January 1967)

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INTRODUCTION

1. The Meeting of Experts on the United Nations Programme in Public Administration was called by the Secretary-General to review the United Nations programme in public administration and to suggest new directions for future United Nations activities in this field. It was opened by Mr. Philippe de Seynes, Under-Secretary for Economic and Social Affairs who emphasized the scope of the work and the task of the Experts in this field. The agenda of the Meeting is given in annex I to this report.
2. The Meeting was composed of fourteen Experts, invited by the Secretary-General in their individual capacities from countries in different stages of development and under different political and administrative systems from Africa, America, Asia and Europe. The Meeting was also attended by representatives of United Nations specialized agencies, and of non-governmental organizations and the regional advisers in public administration from the three regional Economic Commissions. The list of participants is given in annex II to this report.
3. The Experts at their first meeting on 16 January 1967, elected the following officers:

Chairman:	Mr. A.L. Adu (Ghana)
Vice-chairmen:	Mr. S. Gebert (Poland)
	Mr. M. Goodarzi (Iran)
	Mrs. B. de Souza Wahrlich (Brazil)
Rapporteur:	Mr. N.K. Mukarji (India)
4. The Meeting held twelve plenary sessions. The report of the Meeting was unanimously adopted for submission to the Secretary-General, on 24 January 1967.
5. The Public Administration Branch prepared a basic paper on "The United Nations Programme in Public Administration: 1950-1966", setting out the past and present programme as well as putting together the facts relevant to the work of the Meeting. The Meeting decided to include the paper, after appropriate editing, as annex III to this report, as readily available background information. In view of this, there is no attempt to summarize past and present activities in the field of public administration and the report only refers to them where this is necessary.

6. The Experts had submitted their written comments on the basic paper in advance of the Meeting and later made statements during the Meeting. The report contains the more important of the points made by the Experts in their comments and statements, leaving it to the Secretariat to make use of the remaining material when working out the implementation of its recommendations, assuming that they will be found acceptable.

7. The views of the experts as they emerged from the discussion of the Meeting are presented in this report in five main sections. The report first deals with fundamental matters such as the place of the public administration programme in the total activities of the United Nations, the objectives that should be borne in mind in this programme, and the priorities that should be established. The next two sections go into details concerning major areas of the programme and the more important forms of activity. The report then deals with the important problems of co-ordination of activities in this field among the different offices of the United Nations, the regional economic commissions, the specialized agencies and non-governmental organizations. And the last section of the report discusses the crucial question of resources and also matters relating to organization.

I. OBJECTIVES AND PRIORITIES

8. The Meeting of Experts examined the United Nations Programme in Public Administration from the standpoint of the role of administration in enabling countries to achieve their policy and programme objectives. Effective administration was viewed as the crucial element in the formulation and implementation of plans, programmes, and other undertakings to advance economic and social conditions. Deficiencies in organization and management at all levels of government were noted as major obstacles to progress in fulfilling national aspirations and approved goals. The road to creating administrative capabilities was seen as a long and arduous one. In this context public administration should be regarded as a means to an end, and not an end in itself. In the past public administration tended to be regarded as something of secondary importance when compared with other substantive activities. Increasingly, the experience of countries and of the United Nations and the specialized agencies has shown that this is not a correct approach. Public administration is an essential vehicle for formulating and implementing policies and plans, and unless it is greatly modernized, progress will be even slower in reaching national goals than it has been up to now. It is essential, therefore, that the subject should be given the same importance and priority as other substantive programmes. The Meeting recommended that the United Nations should accept this view of public administration as a guiding principle.

9. The concern of the United Nations in the field of public administration arose simultaneously with its concern in economic and social development. The responsibility of the United Nations in regard to economic and social development is shared with the specialized agencies and the administrative components of sectoral responsibilities are necessarily the concern of the various agencies. Public administration is the totality of the administrative processes of government, and, in fact, it covers areas not sometimes associated with the expression "general administration", such as judicial administration and may extend to the administrative services of the legislative branch. In defining this role of public administration, the participants noted that development involves not just economic and social change, but the transformation of whole societies, and public adminis-

tration should be viewed as an essential instrument for managing and implementing this process of transformation. The proposals in regard to resources and organization, set out later in this report, should be seen in the context of the wider responsibilities this involves.

10. The range of problems in public administration is vast, particularly as issues assume different aspects in different countries. However, the United Nations cannot hope to take up more than a limited number of projects even assuming that the proposals for enhancing the resources for the public administration programme will be found acceptable. It is important to ensure that these are so selected as to make the maximum possible impact comparable with the resources available.

11. The needs of countries vary greatly, according to their social, political, economic and administrative environments and history. It is important that there should be a constant endeavour on the part of the United Nations to ascertain the felt needs of countries and a readiness to adjust its activities to these needs. The whole approach should be to get as close to the ground as possible, as suggested below:

- (a) The Public Administration Branch should be enabled to strengthen its active links with the appropriate organizations in the countries. An effective communication system would enable the Branch to keep abreast of developments and problems. It would also help in passing down the results of research and the dissemination of ideas and information.
- (b) There should be periodical meetings of experts from the different countries at the regional level every two years or so, aimed at identifying current major problems and suggesting modifications of the United Nations programme.
- (c) Regional advisers should be assigned the role of keeping in touch with countries for the purpose of identifying their priority needs and also of assisting countries in formulating proposals against the background of the types of services the United Nations is able to provide.

(d) There should also be periodical meetings of experts on an inter-regional basis, on the lines of this meeting, to review the United Nations programme in the field of public administration, taking into account the administrative aspects of programmes in the United Nations system. These could be at longer intervals, say every four years.

12. Public administration is the responsibility of the countries, and so is the problem of improving it. This is a statement of the obvious, but out of it flows an important inference. It was the general feeling that one of the primary aims of the United Nations programme should be the building up of machinery and institutions within the various countries. It is by a process of strengthening key points in the countries' structures of public administration that the biggest impact could be made. This will vary from country to country, depending on the individual needs of countries and their stages of development. The United Nations programme should be sensitive enough to reflect this variety.

13. The United Nations programme in public administration falls into two general categories. The first takes the form of specific projects of assistance to individual countries including, inter alia, such activities as assistance in establishing and strengthening administrative institutions, major administrative reform, advisory services, and training and fellowship activities. The second category includes the items of activity of a general kind, the benefits of which are equally available to all member states, such as research, seminars and working parties, and the wide dissemination of its conclusions of such research and seminars. Both categories are closely inter-related and the research and seminars should always be designed to assist in country programmes.

14. Generally speaking, the activities undertaken in the past have taken these principles into account. The amount and quality of work done is truly impressive, particularly when viewed against the background of the slender resources available. The next two chapters review the different fields of operation separately, but some points require to be given priority:

(a) A number of developing countries have felt, and will in the future continue to feel, the need for major administrative reform. The effort of the United Nations should be purposefully

directed towards assisting such countries in all possible ways. The importance of defining specific objectives of reform and of calculating financial and time elements involved in their realization should be emphasized. This could be done either by specific projects of assistance in individual countries or by providing exhaustive information to countries which embark on programmes of major administrative reform on their own. Specific projects should be undertaken after careful reconnaissance and executed through missions composed of very high level experts after obtaining assurances of local commitments that would ensure successful completion of such projects.

- (b) Disappointing results in the implementation of plans are increasingly recognized as due, in a large measure, to insufficient attention being given to administrative requirements during the planning process. A great deal needs to be done both through specific assistance projects and through the supply of information and literature, to build up the capacity of the developing countries to devise plans, taking the administrative factor fully into account, and then to implement them effectively. Specific projects here should be framed having regard to country priorities in respect of programmes of economic and social development.
- (c) The two major inputs in administrative processes represented by personnel administration and financial administration require the special attention of the United Nations. The former has already received a good deal of attention, and this is particularly so in the field of training. The programme here should be developed further, with more emphasis on the total manpower needs of countries. Financial administration

has not so far been within the ambit of the public administration programme, but it ought to be, because otherwise the programme would remain incomplete in a vital way.

- (d) Decentralization and local government are crucial to the success of development programmes. Measures to improve administration at the local level and to increase the participation of the people in development activities will accelerate economic and social progress. Therefore, the United Nations should intensify its efforts in this field.
- () Activities in the realm of research also need to be strengthened and intensified. The research and publication projects to be sponsored by the United Nations should have a practical orientation, and their choice should be based on and responsive to the expressed and well considered needs of countries and regions. The maximum possible use should be made of world-wide and regional non-governmental organizations, national institutes of public administration and so forth.

15. The meeting felt that it was most appropriate that this review of the public administration programme should have taken place at a point of time when work on the formulation of goals and programmes for the next development decade is about to begin. It recommended that the Public Administration Branch should, in collaboration with the other specialized agencies concerned, formulate goals and programmes in the field of public administration consistent with the thinking in the report.

II. MAJOR FIELDS OF THE
UNITED NATIONS PUBLIC ADMINISTRATION PROGRAMME

A. General

16. The Meeting considered that the character and scope of the programme must be largely determined by the problems and needs of developing countries. While the detailed felt needs should be ascertained from time to time in the manner suggested already, the broad problems to be reckoned with are the following:

- (a) It is important for there to be general administrative capability and continuity that can sustain planned economic, social and cultural change.^{1/}
- (b) Administrative capabilities require to be increased as this is the pre-condition in many countries to formulating and implementing economic and social plans and projects, and to utilizing the resources of modern science and technology for the benefit of all citizens.
- (c) The process of modernization generates additional administrative problems and the necessity for increasingly higher levels of administrative leadership. Administrative modernization is thus the foundational need for social and economic advance.

17. The Meeting was glad to note that the United Nations public administration programme had recognized these problems and had contributed significantly to their solution in the countries to which assistance had been given. During the period of its operation, much had been learned about the tasks and processes of development, so that new dimensions as well as intensified measures could now be attempted. The Meeting endorsed the present programme of the United Nations in public administration, as summarized in the basic paper,^{2/} and was of the opinion that it should be strengthened.

^{1/} while emphasizing the tremendous benefits that are to be obtained from good administration, the Experts recognized that other factors such as political stability and the attitude of the people are also important.

^{2/} ST/SG/AC.6/L.3

18. Four points require special mention. Firstly it is not enough to introduce effective management in the conduct of projects and services; sectoral projects commonly suffered serious delay and were sometimes paralyzed because of inadequacies in general financial, personnel, supply and other administrative processes. Secondly, there is need for rationalization of the organization, management and financial procedures of public enterprise. Thirdly, there is a similar need in the case of municipalities to enable them to meet the challenge of rapid growth through urbanisation and industrialisation. Fourthly, the problems of administration at the level nearest the people require concerted studies by the United Nations family, taking into account the requirements of regional and spatial planning and the need for co-ordination of de-concentrated units with provincial and municipal administrations. The United Nations programme must be able to respond to these and other problems discussed below to a far greater degree than has been possible in the past if the objectives of the Development Decade are to have a possibility of being achieved.

B. Major administrative reform

19. Improvement in public administration is a continuing concern of all countries. The mounting complexity of modern life in an age of rapid technological and social change has resulted in an increasing emphasis on activities in the public sector regardless of the differences in economic and social systems and cultural heritages.

20. The need for administrative reform is especially acute in the newly independent and other developing countries, as the changes in the functions of government are more fundamental there and the need for meeting and maintaining aspirations of peoples more pressing. The provision of effective governmental administration is basic to the establishment and maintenance of a nation-state. The assistance given to the developing countries in specific fields, such as education, health, agriculture and industry, frequently runs the risk of being ineffective because of shortcomings in administration. Thus, often basic reforms in public administration are essential to the success of measures for economic and social development.

21. The emphasis on planning for economic development as a means of accelerating economic growth is likely to focus attention in a country on the need for major administrative reform. The regional advisers in public administration as well as

the various missions of the United Nations family of organizations at the country level are likely to be in the best position to alert the United Nations Public Administration Branch to such needs.

22. Major administrative reform is a long and difficult task which can only succeed with sustained support of the political leadership. Although the reform programme must be tailored to the particular circumstances of each country, a government is likely to benefit from knowledge of significant experiences of other governments. When the United Nations receives requests from Governments which are ready to undertake major administrative reform, it should be prepared to respond quickly and to select highly qualified experts to advise the Governments. In addition to technical qualifications, experts should have the requisite sensitivity to cultural and psychological factors prevailing in countries of their assignment.

23. Basic reforms may come about either through comprehensive programmes of administrative reform or through partial measures. The former are preferable but, as pointed out in the paper submitted by the International Bank for Reconstruction and Development, ^{3/} circumstances may necessitate and make advisable a piecemeal or partial approach. The latter are often necessary in solving urgent problems. But they should, where practicable, be designed with the over-all requirements of administrative reform in mind.

24. The public administration programme of the United Nations has from the beginning included the provision of advisory services and general guidance to governments in effecting major administrative reforms. The Branch is carrying out an interregional study of major administrative reform programmes in selected countries in order to provide documentation for a seminar which the Economic Commission for Asia and the Far East has planned on the subject for 1968.

25. While the nature of the research and advisory activities of the Branch in the field of administrative reform met with the general approval of the meeting, it was felt that these should be greatly expanded. Methods of examining requests for assistance, of fixing priorities, and of assessing the feasibility of prospective reforms in the light of prevailing conditions should be improved. Any support for programmes of administrative reform should be preceded by a careful examination of their feasibility, a determination of the sequence of steps to be taken and an

^{3/} "Public Administration for what: A Pragmatic View" (ST/SG/AJ.6/L.9).

agreement on measures considered indispensable for their implementation, including training of the necessary personnel. Special criteria for recruiting and briefing of experts who are to advise governments on major administrative reforms should be developed. Headquarters backstopping of the experts for major administrative reform should be strengthened with the addition of staff of high calibre.

26. The activities of the Public Administration Branch should be geared in a purposeful way to the establishment and the strengthening of those country institutions from which maximum results can be expected to flow. The role of the regional advisers in public administration should be substantially strengthened, so that they may assist both national institutions and the Public Administration Branch at Headquarters in the proper evaluation of governments' needs and priorities for administrative reform and in the follow-up action to be taken. The dissemination of information relating to major administrative reform should be substantially enlarged. A principal inadequacy of the present programme is the lack of facilities and information for ascertaining the effectiveness of past assistance granted by the United Nations in the field of major administrative reform. Attention should be given to the necessary follow-up action, to the carrying out of periodic reviews and to advice on adjustments which may be necessary in reform measures already adopted and to a general appraisal of the effectiveness of assistance provided by the United Nations.

C. Organization and methods

27. Advisory services and other activities in Organization and Methods have constituted an important share of the United Nations programme in public administration. Most of the activities in this area have been devoted to assistance in re-organization of agencies, work simplification, records control and supply management. Its aid in establishing and strengthening central Organization and Methods offices has increased the impact of O and M in the public administration of developing countries. The impact of the Branch's work in this field could be even greater in the future if it were to give more attention to the behavioural and cultural aspects (e.g. changes in attitudes) implicit in O and M work.

28. An important objective for every country is to create a central administrative planning or improvement staff, closely related to the development planning office, which can assist in designing better organization, management, and other procedures. Thus, O and M work needs to be elevated in scope and importance. Assistance in O and M is important as it involves the introduction of a set of techniques, and has great potentialities in stimulating general administrative improvement. O and M improvements, begun in a small way and perhaps in only a part of administration, may pass dramatically into major administrative reform.

29. The Public Administration Branch has produced guides on administrative aspects of automatic data processing (ADP). Although certain governments can be expected to seek increasing assistance in this field, ADP should be installed only after the need for it has been established and due account has been taken of the human factor. Feasibility studies, including systems analysis, can help to ensure that the necessary pre-conditions to installation are established.

30. The Experts recommended that in its future programme, the United Nations should concentrate on strengthening central O and M offices as centres for administrative improvement and for training personnel for the O and M units of ministries and agencies where they may be required. It should also continue its support of other forms of training for O and M personnel, on which O and M and administrative reform effort depends. The United Nations can expect governments to request for more specialized experts to assist in modernizing their public administration systems. In its research and advisory services, the Branch should have a broad conception of O and M as an instrument for management improvement. It should be in a position to provide assistance of high quality and professional leadership in this field. A special effort should be made to help each country to improve its capabilities for performing its own O and M work.

D. Administrative aspects of planning
and plan implementation

31. The meeting stressed the great importance of the administrative factor in plan formulation and plan implementation. The task of the United Nations Public Administration Branch should be seen as one of identifying the major components of the administrative aspect of planning and developing a programme of research, consultation and training that would help countries to improve plan administration. Planning is sometimes thought of as synonymous with plan formulation. There have usually been difficulties because of the virtual separation between planning in this narrow sense and implementation. The development needs of countries require both well-formulated plans and their efficient implementation. Planning should, therefore, be viewed as a process covering both aspects.

32. While some of these components would fall exclusively in the field of plan administration, others would extend wider. Close co-ordination is thus needed between the improvement of plan administration and the programme for administrative reform. The Meeting of Experts felt that the United Nations should promote such co-ordination at the country level in all countries engaged in development planning.

33. Other administrative aspects of planning were mentioned at the meeting for further consideration, such as:

- (a) The sequence of the various stages and steps of plan preparation and implementation;
- (b) The structure of the planning machinery and its relationship with the legislative and administrative processes;
- (c) Organization for plan formulation and plan implementation, including the establishment of new organs and the allocation of functions and responsibilities;
- (d) The role of the higher governmental organs in plan approval and plan implementation;

- (e) Arrangements for participation by the people, including employers and workers organizations, in the formulation of the plan. Only to the extent that the people understand and support the plan can they be expected to give their full support in the implementation process.

34. The Meeting noted that it was highly important to explore how the United Nations, through the programme of technical co-operation in public administration, could contribute to the strengthening of the administrative machinery of the developing countries to the extent necessary for successful planning and plan implementation. The Public Administration Branch is not the only part of the United Nations which is interested in planning. It is important that in almost everything that the United Nations might do in this field, all elements in the United Nations family should co-operate and there should be an inter-disciplinary approach to the problem.

35. In the Meeting's opinion the interests of the Public Administration Branch in development planning could be further expressed in its programme of research and action. With respect to research, it could collect accurate and up-to-date information about the administrative process of planning as it is followed in many countries. It could show by this means how some countries have gained the participation of large numbers of persons and agencies in the formulation and implementation of plans. It could examine the administrative problems of producing viable sectoral plans relating to the principal functions of government and plans of particular application in territorial sub-divisions. In particular, a comparative study of the administrative aspects of development planning and plan implementation could be undertaken. Research along these and other lines could result in formulating guidelines and advice for governments in solving their own problems related to planning.

36. The action programme of the Public Administration Branch could take numerous forms, among which assistance in training may be the most important. The United Nations is already assisting in the training of planning experts, but a larger task which remains to be done is to train public employees in the higher administrative and executive levels to be conscious of the importance of planning and of their role in it. This kind of training can be offered in a variety of

round-tables and seminars and by encouraging the many schools and institutes of public administration to give a larger place to planning in their curricula. Public administration advisers in the field are in a position to exercise influence towards better practices in planning and in implementing plans. Governments should be encouraged to include provision for technical and financial assistance in their national plans and to study the best means of doing so.

37. In addition to the fields of research and action mentioned above, two other subjects important to development administration were stressed: project administration and the administration of public enterprises. The administration of regulatory bodies was also noted as a useful field for comparative study. In view of the importance of sound projects and their efficient implementation to development, it is recommended that more research and assistance be devoted to ways to improve the assessment of need, design, evaluation, management and control of projects. The participants endorsed the initiative of the Branch in the field of public enterprise. Note was taken of the recently completed world-wide study which will provide useful documentation for regional meetings as well as guide national officials and experts. Another significant achievement is the preparation of a document to be issued soon containing five papers on the role of public enterprises in development planning in the centrally planned economies. ^{L/} A third subject which the Meeting felt warranted attention by the Branch was that of regulatory administration, especially as it related to furthering economic and social goals.

38. The Meeting endorsed the current and projected programme related to development administration and the recent action establishing a Section for Development Administration. Noting that no staff had as yet been authorized for the new Section and considering that administrative aspects of planning and plan implementation, public enterprises and other subjects in this field should play an increasing role in the work of the Branch, the Meeting strongly recommended that adequate staff be assigned to this work as soon as possible.

^{L/} Role of Public Enterprises in Plan Formulation and Plan Implementation in Centrally Planned Economies (ST/TAO/M/37).

E. Personnel administration

39. The Meeting endorsed the current and future activities of the Branch in personnel administration, as described in the basic paper. Particular emphasis was placed on the need for exploring more creative approaches to personnel administration adapted to the circumstances of developing countries.

40. The Meeting agreed on the danger of a central office recommending personnel norms that may be acceptable theoretically or supported by experts but which are still not pertinent to the requirements of the developing country concerned. The importance of ethics and integrity within the public service merits wider recognition. Where circumstances so warrant, attention should be given to making greater use of retired personnel from both the public and private sectors. Concern was expressed that there were not enough key personnel in the public sector owing to the greater financial rewards available in the private sector.

41. Noting the limited attention that personnel administration has received in the past, it was recognized that high priority should be given to expanding the personnel management activities of the Branch in collaboration with the specialized agencies and non-governmental organizations where appropriate. Research and advisory activities in this field are particularly important because proper recruitment, staffing, use and retention of individuals have a significant effect on achievement of national goals through public service action. Attention should be given to increasing motivation and productivity through effective personnel organization. The need is clear for increasing the professional staff and financial resources of the Branch to enable it to undertake and to foster through collaborative effort activities in the field of personnel management that merit urgent attention. Some of the activities and subjects for further consideration mentioned at the meeting were as follows:

- (a) Preparation of a catalogue of tested personnel practices and techniques that would be useful to developing countries.
- (b) Study of problems of recruitment, training and conditions of employment of scientists and other technical personnel.
- (c) Arranging for the exchange and use of documentation, such as manuals and publications, and curricula that have been found useful.

- (d) A study of the role of tenure in connexion with the efficiency and productivity in public service.
- (e) The possibilities of broadening the concept of a civil service corps, particularly by the use of contracts and other arrangements to facilitate the movement of personnel between the public and private sector and between the national services and international organizations.
- (f) Increasing the recognition of the problem of integrity in the public service.
- (g) The need for projecting public personnel requirements on a medium and long-range basis.
- (h) The need for fostering the professionalization of practitioners within the public service.

F. Training

42. The Meeting of Experts noted with satisfaction the important place training occupies in the United Nations public administration programme and the considerable achievement of the Public Administration Branch in the training activities it had already promoted. It expressed the belief that the Branch would be confronted with many important opportunities in this field in the future

43. The magnitude of the demand for training in developing countries is immense. These countries should be able to provide pre-entry and post-entry training for various kinds of staff. The existing staff should also be able to receive training at later stages of their careers to bring them up-to-date on new techniques and to prepare them for posts of higher responsibility. In addition, there is a special problem for some countries in regard to existing public servants of some seniority who had not received as good a basic education as the present new recruits. Of particular importance was the problem of administrative training of technical personnel who were increasingly called upon, in the developing countries, to undertake administrative and executive responsibilities. Equally important was the training of "generalist" civil servants in economics, finance, planning, etc.

44. With a view to developing a comprehensive programme to provide pre-service and in-service education and training to prepare personnel for the enormous range of administrative and managerial responsibilities required, every country should make a systematic inventory of the present staffing situation and anticipated changes in all agencies, services, enterprises, and authorities in the country in which administrative tasks are inherent. This would provide a forecast of the numbers of each category of personnel to be produced and up-graded over a period of years. Only in this way could sound decisions be made in regard to the establishment of educational training programmes suitable to actual needs, viz: the role of universities, institutes of administration, government-operated training centres, external assignment of persons, and other training arrangements.

45. The Experts felt that the problem facing the Public Administration Branch was how to deploy the resources made available to it to the best advantage. Over the past fifteen years, the United Nations had helped to establish a number of important institutes of public administration, and many countries had also developed such institutions on their own initiative or with bilateral assistance. These institutions now provided a ready instrument through which the United Nations could channel further training assistance. A particular advantage of these schools was that they provided a place for the common training in management and administrative practices that was needed by various kinds of government officials.

46. In the opinion of the Meeting, in the years ahead the Public Administration Branch will have three possibilities before them:

- (a) To establish new institutions;
- (b) To broaden the range of existing institutions;
- (c) To improve the quality of performance of existing institutions.

The priorities to be given to these three possibilities would, of course, vary from time to time.

47. With regard to the establishment of new institutions, there may still be some requests from countries where United Nations' help would be valuable, but the number is not likely to be large. There may, however, be a need to develop institutions to meet special functional needs, such as a staff college for the training of the most senior personnel within a region, a suggestion discussed in detail later.

48. So far as the range of activities of existing institutions is concerned, the possibility of their expansion in particular countries merits close consideration. The scope of some of the existing institutes is unduly limited, and in considering the ways by which their range might be extended, regard should be paid to the administrative problems described in the papers submitted to the Meeting by the regional advisers in public administration attached to ECA, ECAFE and ECLA. ^{5/} Existing institutions should certainly seek to help solve these urgent problems.

49. The quality of performance of institutions in their existing activities could be improved by assistance in the development of teaching materials and in making further staff available by means of United Nations fellowships. Many institutions now feel the need for teaching materials derived from experience and practice in their own countries, rather than from those of Europe and America. Both these questions are dealt with in other parts of the report.

50. The Meeting considered a suggestion that an international staff college should be developed to assist with the training of senior officers who are likely to occupy the very highest posts in government. While the need for this training is recognized, the problems involved in carrying it out must not be under-estimated. The establishment of regional organizations has hitherto met with difficulties, and the kinds of officers an international staff college would be expected to attract, can generally be spared for only very limited periods of time. The idea should certainly be pursued, however, and it is recommended that experimental courses should be organized with the aid of existing institutions. This should secure early action at minimum cost.

51. Regional training schemes must also be contemplated for specialist officers, and the collaboration of existing institutions, which are well situated from the point of view of travel and have suitable facilities, should be enlisted for this purpose.

^{5/} ST/JG/AC.6/L.5, L.6, L.7.

52. Consideration was given to the role of the university in the training of public servants and to whether or not it is desirable to make an institute of public administration part of a university, due note being taken of UNESCO's competence in the teaching and research in public administration as a social science discipline. The university has an important part to play in providing high level education in various fields of public administration, but there is also a need for training of a practical nature which can generally be best carried out in a specialized institution. Small countries, however, cannot afford a multiplicity of institutions, and in these it might be necessary for the institute to be made part of the university. When this is done, it must be on the understanding that the teachers are capable of dealing with practical problems. The possibility of establishing an institute within a university as a means of modernizing the university itself was also touched upon. It was thought however, that this dual task should not normally be attempted.

53. The development of teaching materials would require a substantial effort of research, a matter dealt with elsewhere in the report. Once the supply of teaching materials is increased, it will be desirable to promote the exchange of these materials among the institutes of developing countries, particularly among countries of kindred background and administrative experience. In this connexion, note should be taken of the work already initiated by the International Institute of Administrative Sciences, of which many institutes of public administration are already members. It might well be that the United Nations could promote this exchange most effectively by giving further support to the IIAS to supplement its own efforts.

54. In view of the heavy cost of residential training, there is a need to consider the possibilities of developing correspondence courses. Experimental courses could perhaps be developed with the aid of certain non-governmental organizations and national institutes, and might well merit United Nations support.

55. Emphasis should be placed on the special training needs of executive and managers at the highest level in ministries and other government agencies. Experimental training methods should be developed that could be utilized not only by national institutes, but also regional institutes for better meeting these special problems. Emphasis should also be placed in the methodology of planning and the problems of plan implementation.

56. Over the whole range of public administration training there remains the need for improved methods of evaluation and assessment, about which studies and publications by UNESCO should be noted. Any assistance which could be given to the development of these would be of great value both to the Public Administration Branch and to many of the developing countries themselves.

G. Financial administration

57. Financial administration includes matters of such importance as budgeting, expenditure control, accounts and audits. The concept of these as management and administrative tools has still to be worked into the systems of financial administration of most developing countries. Inadequacies in this field constitute one of the most prominent obstacles in the way of efficient administration and particularly in the implementation of development plans.

58. The Meeting had raised questions as to why the functions of financial administration were to be found in another unit of the United Nations than public administration. Recognizing that economic aspects of financial problems are a normal concern of economic units of the United Nations, research and assistance in financial administration and other financial management matters are an important component of public administration. Although this question was not studied in detail, the Meeting of Experts recommended that careful consideration be given to the combining, in due course, of these important functions with the Public Administration Branch. In any case, the Meeting was of the view that it was necessary to give high priority to programmes in this field.

H. Decentralization and local government

59. The Meeting of Experts emphasized the role of local government in national development, specifically in the formulation and implementation of development programmes, in meeting the problems resulting from industrialization and urbanization, in promoting the modernization of agriculture, and in providing the physical infra-structure and public services essential for development. Local government is also an instrument for enhancing democratic participation in public affairs and thus increasing political stability in a society and contributing to the democratic character of the system of government as a whole.

Over-centralization often obstructs the administration of development functions, warranting special attention to problems of decentralization, including not only devolution to local authorities but also of deconcentration to field units of central agencies. The Meeting recognized that there were also dangers of over-decentralization. It noted that decentralization was not an end in itself but a means for increasing the participation of people in government both to increase the effectiveness of administration and democratic integration of the society.

60. It was noted with satisfaction that the United Nations programme in this field has been significant notwithstanding the limited allocation of staff put in support of it. Its publications have been of considerable practical value to officials in developing countries who are concerned with local government matters. Its programme of assistance through country advisers has rapidly expanded in recent years, reflecting a growing appreciation of the importance of this field.

61. In formulating the future United Nations programme, the Meeting recommended that certain factors should be kept in mind: the significant differences in local government between countries and even within the same country and in the extent to which local authorities promote participation by the people in public affairs; the advisability of adequately preparing local government technical assistance advisers so that they will render effective counsel; the need for exchanging information between the technologically advanced and the developing countries, while giving priority to assisting the latter; the continuing changes in administrative requirements and in central, regional and local relationships as local government develops; the importance of assistance to governments in establishing and strengthening central agencies and institutions for the improvement of local government; the success in some countries of using local authorities as instruments of national development and the need to disseminate information on such experiences; and the need for increasing the financial resources of local authorities if they are to contribute significantly to development.

62. In the opinion of the Meeting the current and planned programme in decentralization and local government of the Public Administration Branch as described in the basic paper is sound and merits support. Previous activities of the Public Administration Branch have produced useful general information on systems of decentralization and local government and provide the basis for comparative research on such important problems as the following, which merit consideration:

- (a) Administrative aspects of comprehensive planning at local and regional levels;
- (b) Local government finance, including local sources of revenues and national government assistance to local authorities;
- (c) Relationship between the size of local communities and the most efficient area for administration of development functions;
- (d) Structure of local government for decision-making; including means for ensuring citizens' participation in the decision-making process;
- (e) Relationship between local government and local public enterprises;
- (f) Forms of co-operation between local authorities on a regional basis and of co-ordination of local units of central agencies and local authorities;
- (g) Special administrative problems in multi-ethnic societies, including measures for the protection of minority rights.

63. It was emphasized that, in research, as well as in technical co-operation in the field of local government, priority should be given to problems of direct importance for governments, including short as well as long-term tasks and having in view the variety of users of the results of research.

64. The Meeting recommended that in these matters, the United Nations should continue to co-operate with specialized agencies and non-governmental organizations and with practitioners in local government administration. Moreover, it should seek other resources for work in local government, including foundations and bilateral and other multi-lateral programmes of assistance. At the same time, continued progress by the United Nations in local government and administration would require a significant increase in staff and financial resources devoted to local government at Headquarters and in the regions.

III. FORMS OF TECHNICAL CO-OPERATION
AND OTHER UNITED NATIONS ACTION IN PUBLIC ADMINISTRATION

A. General

65. The Meeting of Experts noted that the United Nations activities in the field of public administration, particularly as they relate to programmes of technical co-operation of the developing countries, have always followed the guide-lines of the Economic and Social Council and of the General Assembly under which such programmes have been carried out, namely, that assistance should be provided (a) at the request of governments and (b) as far as possible in the form in which governments desire it. These principles apply not only to those technical assistance activities directly related to specific requests from individual governments or groups of governments, but also to the regional and interregional activities of the United Nations in this field and to the Branch's work of collection, analysis and dissemination of information.

66. At the time a country programme is being formulated the Resident Representative should be encouraged to consult with regional and country public administration advisors, particularly on projects having administrative implications. In view of the continually rising demand for assistance, in excess of available resources, such consultation will assist in selection of projects which have a high priority of importance and show promise of successful implementation.

B. Advisory experts and missions, including institution-building through Special Fund type of financing

67. It was noted that providing advisory experts has been the most important form of activity. While in most cases individual experts are sent on assignments to the developing countries, in some important cases there is a mission composed of a team of experts. In recent years, some requests for assistance in institution-building have been made the basis of Special Fund projects. This kind of activity has been characterized by the team approach, financing over an extended period usually of five years and comprehensive planning of all aspects of the project before it is undertaken.

68. In regard to requests relating to a comprehensive programme of major administrative reform or the establishment of key research and training institutions, the Meeting felt that the following propositions seemed to be apposite:

(a) Before launching a programme to deal with such a request, the United Nations should conduct a reconnaissance survey to review the whole situation and assist the requesting country in arriving at a proper identification of its main problem areas and preparing a plan of action, including the assembling of basic material for the orientation of the experts who will be expected to help implement the plan.

(b) The United Nations should concentrate increasingly on the Special Fund type of assistance because of its numerous advantages. It provides more time and better continuity, thus increasing the chances that the assistance being rendered can take root. The country involved is brought into partnership from the beginning and is committed both financially and as regards the furnishing of local staff. The multiple mission usually provided under a Special Fund project is particularly useful when problems of major administrative reform are being considered. A group of experts working under a team leader, having specific terms of reference, can usually have a greater impact than experts who are sent to a country to work as individuals.

(c) When a Special Fund project for major administrative reform is approved, it would seem appropriate to persuade the country receiving the aid to create or designate an organization for the purpose of carrying out the programme. A programme entrusted to a number of organizations, or to a ministry normally responsible for numerous tasks, will lack co-ordination, which will militate against its being given the necessary priority, attention and dedication.

69. It was recognized that as the provision of experts is a major component of technical co-operation projects in public administration, the possibilities of improving the effectiveness of experts should be given the most careful consideration. This should begin with the selection of the experts, review of their qualifications, experience, temperament, age and health. High priority should be given to experts with previous experience in the area or region. The experts, after their selection, should be given proper orientation and briefing.

70. The Meeting stressed that for long-term assignments, efforts should be made to recruit specialists with a good, practical level of ability, while for short-term assignments the emphasis should be placed on either the very high-level generalist or the exceptionally high calibre specialist, as the case may require. In addition to the present rosters, the United Nations might consider keeping an active, up-to-date roster of specialists of different types who are known to be available for assignments of short-term duration.

71. The Meeting recognized that requesting countries usually like to have a prestigious expert, even if he could be made available only for assignments of two or three weeks. The high qualifications of such an expert enable him to identify the problems, and his prestige and knowledge could assist the country in deciding on the necessity or desirability of embarking on a programme of major administrative reform. Once problems had been clearly identified, they could be worked out in detail by the long-term specialists. The former would have served his purpose if he makes the government's request more realistic and the feasibility of successful implementation more likely. It should be kept in mind that regional and inter-regional advisers were often in a good position to offer short-term consultation and assistance.

72. Every possible effort should be made to retain advisers within a region in order to foster area specialization. In addition, arrangements should be made to permit regional and interregional advisers to meet from time to time to pool their experiences.

73. The Meeting noted that a more systematic evaluation and assessment of the results of expert missions in the various fields would be useful. Based on the conclusions of such evaluations, which could be undertaken by UNCTAD in collaboration with the United Nations and the specialized agencies, the current programmes and methods could be reviewed and improved.

74. Considering the limited resources of the United Nations in giving aid for creation as well as support of national training and research centres, and in view of the increasing need as well as demands of the various countries on United Nations resources, the meeting recommended that consideration should be given, in consultation with the regional economic commissions, to the selection in each region, of a

promising training and research centre, or in the absence of one, creating a new training and research institution for the following purposes:

- (a) Assisting and advising various national institutions of similar nature on research programmes;
- (b) Carrying out or supervising contracted research programmes of interregional character;
- (c) Training officials of governments in the region whose training is financed by United Nations funds such as through fellowships; and
- (d) Assisting national training institutions in preparing the curricula and developing higher standards of training as well as establishing methods for identifying their training needs.

75. The Meeting concluded that the creation of additional staff and resources at the regional level was necessary, particularly with a view to increasing the role of the regions in the backstopping of technical assistance work. In view of the policy of decentralization, the meeting considered it unfortunate that no established post in the field of public administration exists in any of the regional commissions. The need to strengthen these commissions in public administration is great. Nevertheless, there were indications that there would be at least one established post in each of the commissions by 1968. Public administration activities could not be properly decentralized unless there was at least one staff member in each of the regional commissions.

76. The increase in regional projects and programmes meant that more staff was needed at Headquarters to co-ordinate and support them if they were to be effective. The allocation of staff between Headquarters and the field needed to be examined with regard to the nature and scope of the programmes of work for which the Branch was responsible.

C. Operational, Executive and Administrative Personnel (OPEA)

77. The provision of operational, executive and administrative personnel generally known as the United Nations OPEX programme had greatly expanded since it was formally authorized in 1958 and had now become a standard and accepted new dimension in the United Nations Development Programme. It enabled countries to choose whether

they desired the services of an expert in an operational capacity or, as in the past, as an adviser. The OPEA types of appointment could now be made out of the regular budgets of the United Nations, of UNESCO (where they are known as "UNESCO-PAS") and of the World Health Organization. They could also be financed out of the EPIA component of the United Nations Development Programme.

78. The felt need for this new type of service rendered by the United Nations family was indicated by its growth. In the first seven years of the programme the United Nations had provided out of regular funds the services of 200 OPEX experts to fifty governments, which did not include the number provided out of UNESCO and WHO regular funds nor out of development funds. A great many of these posts fell within the field of competence of other substantive units of the United Nations and of the specialized agencies.

79. The OPEX scheme was a public administration concept to provide a means by which experts, functioning as government servants, strengthen the administrative structure of government throughout the whole range of sectoral activities. It thus fell to the Public Administration Branch of the United Nations to render a notable service in the "incubator" stage of this programme and to develop the ingenious policies and procedures which this form of assistance entailed. With the acceptance of OPEA as an integral part of the technical assistance activities of all the specialized agencies as well as the United Nations, the Public Administration Branch no longer undertook the combined responsibility for operational and substantive work for the total programme, as hitherto. It continued, however, to provide overall policy guidance to the various substantive offices of the United Nations involved in respect of the public administration aspects of all OPEA posts within the United Nations competence and to provide the specialized agencies with assistance at their request.

80. One valuable by-product of the OPEA programme had been the fact that the public administration unit from its inception was brought into closer contact in respect to concerted action with other substantive units in the United Nations and with the specialized agencies.

81. Although the experience with the dispersal of responsibility for the OPEA type of appointment has apparently been successful and should be continued, the experts recommended that a valuable service would be rendered and the common elements of the programme would be identified if the Secretary-General would arrange from time to time to have a survey and report prepared on the total experience of all the agencies comprising the United Nations family with this type of appointment. Such a survey should review the internal steps needed to recruit an expert of the OPEA type with a view of expediting the procedure. The study should also report on the success in the training of national administrators to replace the OPEA experts. It was further stated at the meeting that such training should be made the subject of precise commitments by the Governments concerned when an OPEA project begins.

D. Fellowships, seminars, study tours and conferences

82. The Expert Group discussed the fellowship programme in public administration and reviewed some of the evidence indicating that it had contributed to the improvement of the administrative capabilities of the developing countries. A large number of fellows were known to have assumed positions of high responsibility upon return to their home countries in government agencies and in institutes of public administration. The knowledge and experience in up-to-date administrative methods and procedures, gained by fellows in study abroad, increased their competence. The exposure of able public servants of developing countries to other cultures and administrative systems was generally stimulating and provided greater motivation in job performance.

83. During the earlier stages of the programme, fellowships were provided mostly to lower and middle management personnel. Now that better training facilities exist on national and regional levels, greater use should be made of fellowships for the training of senior and executive personnel. The selection of fellows from junior grades of the public service often has the result that, upon return to their respective countries, their superiors ignore their advice or that their training was not put to good use. The selection of fellows should therefore be made on a more rational basis. Greater emphasis needed to be given to the training of counterpart personnel to enable them to assume the responsibilities of the adviser upon his departure. Greater use should be made of study facilities available within the respective regions, as the methods of administration and circumstances were likely to be more closely related to the fellows' home countries.

Group training by providing fellowships for participation in seminars, conferences and study tours was considered an important technique and a better procedure, in most cases, than trying to provide individual study programmes.

84. The Expert Group considered it important that a survey of the employment of former fellowship holders be made, so as to evaluate the benefits derived by individual fellows and by the country and to gain insights into methods of improving the fellowship programme.

85. In considering new directions which the fellowship programme might take, it was suggested that the number of fellowships might be greatly expanded, resources permitting. The crux of the matter, as brought out in the discussions, was not so much the number of fellowships, but rather the use of study grants to further the main objectives of the public administration programme. Thus, it appeared to the experts that fellowships should be granted, so far as possible, in close relation with ongoing technical co-operation projects. The use of fellowships in support of institution-building, as in the establishment of national schools and institutes of public administration, was well understood and worthy of continuance. Efforts should be made in the future to select fellows from the agencies of developing countries which were concerned directly with major administrative reform and the implementation of plans. In this way, the strategic choice of persons to benefit from study grants could be made to contribute to the main objectives of the global programme. In developing fellowship programmes, it should be kept in mind that different types of administrators and forms of administration were needed in different circumstances, depending on different levels of economic and social development in individual countries.

86. The Expert Group noted that many seminars, conferences and study tours have been sponsored by the Public Administration Branch or held in co-operation with the specialized agencies and non-governmental organizations concerned with public administration. Such activities were valuable in themselves and often resulted in the publication of reports which were of wide interest and use. Some conferences held on a regional level were of sufficient significance to warrant repeating them on the interregional level. Similarly, interregional meetings often produced documentation of value for subsequent regional meetings.

87. Consideration was given to the financial aspects of such meetings. It was suggested that to supplement United Nations resources, contributions could be sought from foundations and bilateral technical assistance agencies.

88. The experts mentioned study tours for senior officials, either singly or in groups, as being worthy of more frequent use. A study tour gave the opportunity to observe how administrative problems were approached in different countries, to become acquainted with public servants of different nationalities having similar responsibilities and, generally, to broaden perspectives and knowledge. It was probable that study tours were beneficial on both sides, as the visitors stimulated thought on the part of the hosts. Both sides profited from the fresh ideas expressed and the stimulus of discussing common problems with colleagues of like interests.

E. Collection, analysis, and dissemination of information

89. The General Assembly, in its Resolution 723 (VIII), specifically provided for the collection, analysis and exchange of technical information in the field of public administration. The Meeting reviewed in a general way the measures taken to give effect to this part of the programme.

90. In considering the standards and objectives of the research programme, the Meeting noted that, as heretofore, United Nations should engage only in applied, not fundamental, research. The Public Administration Branch in some respects was in a favourable position to carry out worldwide studies and to provide leadership in comparative research. Moreover, it must carry out research on practical problems of administration in order to support regional and country projects. At the same time, it should make full use of the research capabilities of non-governmental organizations, especially for studies involving political analysis which they were in a position to carry out.

91. Some of the best and most widely used research materials had been produced in the past by non-governmental organizations. An example of the latter can be seen in the well-known "Grey Series" of the International Institute of Administrative Sciences. The Public Administration Branch might well consider whether some of these widely used publications should be brought up to date and re-issued in the near future.

92. The Public Administration branch's research, while drawing upon the experience of the technologically advanced countries, should be focussed on the needs of the developing countries as expressed by them. The results of research should be presented in ways that would enable the governments to make use of the findings and that facilitated communication.

93. The discussion touched also upon the reference facilities for research and support of experts. It was proposed that the Public Administration Branch should maintain basic information and materials that were not readily accessible, without duplicating available library facilities. With basic information at hand, the Public Administration Branch would be in a better position to handle enquiries from the governments of developing countries as well as to brief and support experts. The meeting recommended the establishment of an information dissemination centre at Headquarters for these purposes.

94. Good material for comparative research would not be available unless strong research institutions were fostered on the national level. One of the important accomplishments of technical co-operation was the founding and developing of institutions of public administration and other research institutions capable of conducting research related to the administrative structure of the country concerned. The Public Administration Branch should be equipped to be able to render greater help to institutions of these kinds in becoming capable of carrying on independent research work. It was pointed out that national institutions of these kinds became a valuable resource in carrying on comparative research programmes.

95. In the discussions of the Expert Group, many themes for study were suggested. Some of these related to specific substantive fields and were dealt with in the appropriate sections of this report. The Expert Group noted that some themes for research, which had been mentioned in various sessions, were not confined strictly to one of the substantive fields which had been discussed, but related more broadly to two or more such fields. The compilation appearing below indicated possible studies of this type:

(a) World report on progress in public administration. The preparation of a periodic report on progress in public administration, comparable to the economic and social reports issued by the United Nations should be considered.

(b) Directories of public administration agencies. The Public Administration Branch should consider the preparation and publication, perhaps every two years, of a comprehensive directory or directories, of central agencies and institutions concerned with the improvement of public administration at regional, national and local levels. Such directories would greatly facilitate communication and interchange among the many agencies and persons active in the field of administrative improvement. A few specialized directories have been published from time to time, one of the most useful being the directory of schools and institutes of public administration being issued in loose-leaf form by the International Institute of Administrative Sciences. Such directories could either be compiled and published by the United Nations itself or by appropriate non-governmental organizations.

(c) Government organization manuals. A number of governments, including those of a few developing countries, had issued government organization manuals. These were, typically, a compendium of information about the organization, functions and officers of ministries, departments, agencies, etc. Publications of this kind, if collected at a central place, would constitute a valuable source of information. The United Nations might help by providing guides for the preparation of such manuals and by exploring methods of preparing a compendium on the administrative organization of government of member states.

(d) Administration of justice. The United Nations Secretariat should prepare itself through research and comparative study to give advice to developing countries on the organization and administration of courts. Research materials in this area could be expected to be useful in training in this field.

(e) Glossary of public administration terms and concepts. A compilation of generally accepted definitions of public administration terms would go far to clarify nomenclature and facilitate communication among persons of different nationalities who are working in this field. The glossary should include terms and concepts in local government and administration or these should be compiled in a separate glossary.

IV. RELATIONS WITH THE SPECIALIZED AGENCIES
AND NON-GOVERNMENTAL ORGANIZATIONS

A. Collaboration with the specialized agencies

96. The Meeting of Experts had before it a paper on the collaboration between the United Nations and the specialized agencies in the field of public administration ^{6/}, which provided a synopsis of two reports ^{7/} on public administration presented to the Economic and Social Council at its thirty-fourth and thirty-sixth sessions, and a review of developments since 1963 in collaboration between the United Nations and the specialized agencies in this field. The Meeting of Experts was gratified to find that significant progress had been achieved in co-ordination and co-operation among the United Nations and the specialized agencies in the field of public administration. The importance of the administrative aspects of substantive activities which fall within the competence of specialized agencies was generally recognized by them, while the inter-relationship of public administration and the various sectoral activities was clearly perceived by the United Nations itself, which was generally responsible for public administration within the United Nations family.

97. The Meeting of Experts concluded that the concerted approach must continue in view of the need to mobilize and use as effectively as possible the available resources, which fell short of meeting the needs. The concept of co-ordination should be interpreted broadly and should take a variety of forms, such as the exchange of information, prior consultation, joint activities. The Meeting felt that ideally permanent mechanisms should be established which would ensure automatic co-ordination. Such co-ordination was necessary at the stage of formulating general policies as well as in the later stages of planning and executing individual projects. To that end, meetings could be held from time to time between the United Nations and representatives of the specialized agencies concerned, possibly with the participation of the interested non-governmental organizations. As an example of co-ordination, whenever guides,

^{6/} ST/SG/AC.6/L.4.

^{7/} E/3630 and E/3765.

manuals or meetings are prepared it seems desirable that the offices responsible for public administration and related matters (financial questions, budgets, etc.) should always be associated with this type of work. Similarly, the specialized agencies concerned should be associated more systematically than in the past with any United Nations meeting, seminar or study on inter-disciplinary questions (e.g. civil service rules, departmental organization, inter-departmental co-ordination and decentralization).

98. Members of the United Nations family have undertaken new substantive activities which have important administrative aspects, such as those relating to science and technology, to atomic energy, and to cultural programmes. Furthermore, at a time when new organizations such as the United Nations Conference on Trade and Development, the United Nations Industrial Development Organization, the United Nations Research Institute for Social Development and the International Institute for Documentation on Housing, Building and Planning are being set up, and the activities of the Centre for Development Planning, Projections and Policies, the United Nations Institute for Training and Research and of the International Institute for Labour Studies (ILC) are being expanded, co-ordination which is provided for in more or less general terms in certain Economic and Social Council resolutions (particularly those adopted in 1966), should cover the administrative aspects of both research and practical action.

99. Several representatives of the specialized agencies expressed the view that the agencies should collaborate with the United Nations in the solutions of problems in the area of public administration, budgetary techniques, and, more generally, in the area of development administration, which were becoming increasingly important in the substantive areas for which the agencies were responsible.

100. The Meeting stressed that important though co-ordination was at the Headquarters level, it was equally if not more so at the regional and country level, and particularly so in technical co-operation projects.

101. In the implementation of projects financed by the UNDP (Special Fund), the International Bank for Reconstruction and Development, and other organizations, which have institution-building features, the inclusion among the staff of a specialist in public administration should be the rule. Furthermore, the Resident Representatives of the UNDP, with the assistance of the regional advisers in public administration, could play an even greater role than they have in the past in reviewing, with the chiefs of missions and the experts from the various specialized agencies, and the agencies' regional and country representatives, those public administration aspects which exist in each sector of national development and on whose solution the effectiveness of their own projects depend.

102. The importance of training technical personnel in administrative skills has been commented on in the discussion on training. It is necessary to draw attention here to the need for co-ordination between the training activities of the Public Administration Branch and those sponsored by the various specialized agencies involving administrative training for the technical personnel in their respective fields of operation.

103. The Meeting noted that in the past five years, there had been considerable co-ordination in public administration between the United Nations and the specialized agencies. Methods of co-ordination had been developed and applied. However, the importance of the administrative factors in the development process was so great that the suggestions made above constituted a minimum increment to the activities of the United Nations family of organizations.

B. Collaboration with the non-governmental organizations

104. The Report by the Secretariat ^{8/} gave examples of the participation of non-governmental organizations in public administration activities of the United Nations. The Meeting noted the importance of the contribution made by these organizations in the past and the desire expressed by their representatives to continue and expand such co-operative arrangements. These organizations, independently and/or in collaboration with the United Nations, contributed to the training of public servants in developing countries, assist in locating suitable experts for technical co-operation assignments, contribute to the

research and publication of guides and manuals and participate in technical meetings.

105. The role of the inter-governmental organizations, in view of the limited resources at their disposal, was to promote and co-ordinate such activities. The national constituents of the various non-governmental organizations included highly competent persons who were able to contribute, often at no cost, information on national and comparative experience in public administration. The congresses of these organizations also build up a wealth of technical knowledge, often of world-wide value, which became an additional resource in the work of the inter-governmental organizations and the countries themselves. Non-governmental organizations were in a favourable position to conduct research in public administration and related social sciences. The autonomy of the non-governmental organizations facilitated their conducting objective and scientific studies and in exploring new areas of interest.

106. The Meeting expressed the view that in the future programme of the United Nations family in the field of public administration, provision should be made for increased collaboration with the non-governmental organizations concerned. It might be useful to intensify formal consultations between representatives of non-governmental organizations and of the United Nations and the specialized agencies concerned in order to discuss and agree on areas of collaboration and co-operation.

V. RESOURCES AND ORGANIZATION

107. The Meeting felt that its work would not be complete if it were not to deal with the question of the necessary resources and an appropriate organization for the implementation of the programme.

108. In view of the importance of public administration to nation-building and to development, and in view of the many resolutions of the General Assembly and of the Economic and Social Council emphasizing that a high priority for services to governments should be given to this field, the Meeting of Experts was greatly concerned to find the programme in this field and the resources allocated for its support had, after 1964, shown a decline at a time when the total activities of the United Nations family of organizations had greatly expanded and were continuing to expand. The Meeting strongly recommended that adequate resources be made available to implement the expansion of the programme visualized earlier in this report and that, as a corollary, the public administration units both at Headquarters and in the regions should be strengthened.

109. The Meeting of Experts also took note of certain changes in the United Nations Regular Programme of Technical Assistance in relation to public administration under General Assembly resolution 723 (VIII). Up to 1964 the budget of the United Nations had, under Part V, a separate section on public administration, under which a sum of approximately one million dollars was provided for advisory services, training, consultation and research in this field.^{9/} Beginning in 1965, in response to the recommendation of the Technical Assistance Committee to make a single allocation for economic and social development, public administration was no longer shown as a separate section in the budget. The Meeting of Experts felt that consideration should be given to a return to the previous practice of treating public administration as a separate section of the budget (as was now done with human rights advisory services and narcotic drugs control), with an allocation of funds of not less than that provided in 1964. In any case, since the priorities relating to regional and interregional projects were programmed by the Secretary-General, an adequate sum should be earmarked for this activity each year.^{10/}

^{9/} A/5505, p. 105.

^{10/} In 1967, the sum authorized for regional and interregional projects under public administration is \$452,100. See document DP/RP/1/Add.2.

It was recognized, however, that country projects are established in response to the requests by the Governments and depend on the priority established by them.

110. The Meeting of Experts, in reaching agreement on stressing the importance of allocating adequate resources to interregional and regional activities in public administration as well as to country programmes, and in line with the importance attached to public administration, considered that their report would be helpful if it made some reference to the organization for public administration activity at Headquarters and in the regional economic commissions and to the desirability of staffing these units adequately.

111. While fully cognizant of the general problem facing the United Nations in the matter of financial resources, the Meeting was of the opinion that it was important for the United Nations to be able to respond to the growing needs of the expanding membership of the United Nations. Without adequate staff resources both at Headquarters and in the regions, the scope of activities, including country projects, was likely to shrink. The Meeting noted, for example, that a decline in country projects financed from technical assistance funds in 1965 coincided with a reduction in professional posts at Headquarters from sixteen to ten, and with the change in the status of the former substantive division for public administration to that of a substantive branch of the bureau responsible for operations.

112. While there has been a recent increase of professional staff from ten to twelve, the size and organizational location of the Branch were already clearly inappropriate for the scope and character of the programme. The Meeting therefore strongly recommended for consideration the restoration of the status of the public administration unit to that of a substantive division or centre with an initial professional establishment of not less than sixteen posts, as formerly. ^{11/} In addition, and in line with the policy of decentralization, the Meeting felt that it was equally important that public administration units should be established in all regional economic commissions not later than 1968, with at least one established post in each unit and an increase in the number of regional advisers in all regions.

^{11/}In addition, see paragraphs 38, 58 and 64 above.

VI. CONCLUDING REMARKS

113. Participants in the Meeting of Experts were conscious of the importance attached to the task given to them, in undertaking this first review of its kind in the fifteen-year history of United Nations activity in the field of public administration. They were aware, also, of its timeliness, in the light of the attention focussed upon the shortcomings of the first Development Decade in both the Economic and Social Council and the General Assembly.

114. The Meeting of Experts noted that this report would be submitted by the Secretary-General to the Economic and Social Council for consideration at its forty-second session in May 1967. The participants expressed the hope that the Council would approve the general direction of the programme as outlined in this report and especially the following recommendations:

(a) That in the second Development Decade, even more than in the first, public administration be accorded a priority place as an impact area and that it would be desirable for the United Nations to elaborate more specific objectives and programmes in this field, in the closest possible collaboration with the specialized agencies and non-governmental organizations concerned;

(b) That the United Nations Development Programme give sympathetic consideration to requests for assistance from governments of developing countries in those aspects of public administration to which attention has been drawn in this report;

(c) That a separate section be restored for public administration under Part V of the Budget with an adequate annual allocation under General Assembly resolution 723 (VIII); or, if this is not acceptable, then at least adequate funds should be earmarked under the Regular Programme for Technical Assistance for inter-regional and regional projects in public administration;

(d) That the public administration unit at Headquarters be restored to the status of an independent substantive unit, either a Centre for Public Administration or a Division for Public Administration, with the addition of adequate staff;

(e) That public administration units, with established posts, be created in ECA, ECAFE and ECLA;

(f) That the United Nations programme in public administration be reviewed by a Meeting of Experts every four years, taking into account the administrative aspects of the programmes of the United Nations system, and its report be submitted for consideration by the Economic and Social Council.

ANNEX I

AGENDA

Discussion leader

1. Opening of the meeting; statement by Mr. Philippe de Seynes, Under-Secretary for Economic and Social Affairs
2. Election of officers
3. Adoption of agenda
4. General comments, including public administration problems of developing countries, with particular reference to their implications for technical co-operation, and strategic approaches to technical co-operation
5. Review of the United Nations programme in public administration and suggestions for improvement, including guidelines for the future and methods of increasing its effectiveness at the country level:
 - (a) Substantive aspects
 - (i) General considerations affecting the nature and scope of the programme including objectives Mr. Stone
 - (ii) Administrative reform Mr. Gebert
 - (iii) Administrative aspects of development planning Mr. Popov
 - (iv) Organization and methods Mrs. Wahrlich
 - (v) Decentralization and local government Mr. Vratusa
 - (vi) Personnel Administration Mr. Tejera-París
 - (vii) Training Mr. Nottage
 - (viii) Other fields of research and assistance Mr. Rajaobelina

(b) Forms of technical assistance as applied in the field of public administration

- (i) Advisory technical assistance missions, including institution-building through Special Fund type of financing Mr. Goodarzi
- (ii) OPEX Mr. Emmerich
- (iii) Fellowships }
- (iv) Seminars, conferences, publications and other forms of exchange of information } Mr. Ramzi
- (v) Other }

(c) Priorities and resources Mr. Emmerich

6. Collaboration with

- (a) Other United Nations Offices, Specialized Agencies and Regional Commissions } Mr. Juvigny
- (b) Non-governmental organizations }

7. Review of the draft report

8. Adoption of the report

9. Closing of the meeting.

ANNEX II

LIST OF PARTICIPANTS

EXPERTS

Mr. A. L. Adu (Ghana):	Deputy Secretary-General Commonwealth Secretariat London, United Kingdom of Great Britain
Mr. Herbert Emmerich (President International Institute of Administrative Sciences):	Professor, Woodrow Wilson Department of Government and Foreign Affairs, University of Virginia Charlottesville, Va. United States of America
Mr. Stanislaw Gebert (Poland):	Director Legal Department of the Council of State Warsaw, Poland
Mr. Manoutchehr Goodarzi (Iran):	Minister of State and Secretary-General of State Organization for Administrative and Employment Affairs Teheran, Iran
Mr. Pierre Juvigny (France):	Member of Council of State (Maître des Requêtes au Conseil d'Etat) and Secretary-General of the Centre for Training of Experts for International Technical Co-operation Paris, France
Mr. N.K. Mukarji (India):	Joint-Secretary Department of Administrative Reform Ministry of Home Affairs New Delhi, India

Mr. Raymond Nottage, C.M.G. (United Kingdom of Great Britain):	Director Royal Institute of Public Administration London, United Kingdom of Great Britain
Mr. G.K. Popov (Union of Soviet Socialist Republics):	Chief, Inter-faculty Laboratory for the Study of Problems of Management Moscow State University Moscow
Mr. Prosper Rajaobelina (Madagascar):	Director National School of Administration Tananarive, Madagascar
Mr. M.T. Ramzi (United Arab Republic):	Vice-Minister and Deputy Head Central Agency for Organization and Administration Cairo, United Arab Republic
Mr. Donald C. Stone (United States of America):	Dean Graduate School of Public and International Affairs University of Pittsburgh Pittsburgh, Pa. United States of America
Mr. Enrique Tejera-Paris (Venezuela):	Ambassador of Venezuela to the United States of America Former Director Escuela Superior de Administración Pública América Central
Mr. Anton Vratusa (Yugoslavia):	Member of the Federal Assembly and Director of the Institute of Social Sciences Belgrade, Yugoslavia
Mrs. Beatriz M. de Souza Wahrlich (Brazil):	Director Brazilian School of Public Administration Rio de Janeiro, G.B, Brazil
Mr. Luis Simoes Lopes (Brazil), President of the Getulio Vargas Foundation, Rio de Janeiro, Brazil, was unable to attend.	

SPECIALIZED AGENCIES

Mr. F. Abdel-Rahman (ILO): Acting Director
International Labour Organisation
Liaison Office with the United Nations

Mr. André Bertrand (UNESCO): Director
Department of Social Sciences
United Nations Educational, Scientific
and Cultural Organization

Mr. Victor Bruce (FAO): Chief, Organization of Agricultural
Service Branch
Rural Institutions and Service Division
Food and Agriculture Organization

Mr. Stuart Portner (WHO): Chief of Administration
Pan American Sanitary Bureau
World Health Organization
Washington, D.C.

Mr. Albert Waterston (IBRD): Adviser on Development Planning
International Bank for Reconstruction
and Development

NON-GOVERNMENTAL ORGANIZATIONS

Mr. Charles S. Ascher (IULA): International Representative
Institute of Public Administration
New York, and
Representative of the International
Union of Local Authorities

Mr. Rowland Egger (IPSA): Professor of Politics and Public Affairs
Princeton University, and
Representative of the International
Political Science Association

Mr. Karl E. Etinger (CICS): Professor of Business Administration
Adelphi University, New York, and
Representative of The International
Council for Scientific Management

Mr. Carlos P. Ramos (EROPA): Dean
College of Public Administration
University of the Philippines, and
Secretary-General
Eastern Regional Organization
for Public Administration

SECRETARIAT

Mr. Philippe de Seynes:	Under-Secretary for Economic and Social Affairs
Mr. Chi-Yuen Wu:	Head of the Public Administration Branch
Mr. Emil J. Sady:	Committee Secretary
Mr. Joseph W. MacCabe:	Committee Secretary
Mr. I.S. Fraser (ECA):	Chief, Public Administration Section, Economic Commission for Africa
U Khin Maung Gyi (ECAFE):	Regional Adviser in Public Administration Economic Commission for Asia and the Far East
Mr. José M. Jácome (ECLA):	Regional Adviser in Public Administration Economic Commission for Latin America

ANNEX III

THE UNITED NATIONS PROGRAMME IN PUBLIC ADMINISTRATION: 1950-1966

Report by the Secretariat

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INTRODUCTION

1. The United Nations programme in public administration was initiated in December 1948, and operations began in 1950, when the first fellowships were granted and the first experts were appointed to advise the Governments of developing countries. The public administration programme has grown steadily during the past sixteen years. Its main purpose has always been to contribute to the ability of developing countries to cope with the administrative problems of nation-building and economic and social development. The programme consists principally of technical co-operation with the developing countries, support of regional activities, research and the exchange of information on basic problems of public administration related to development.

2. From the beginning, the public administration programme has been considered directly by the Economic and Social Council and the General Assembly, as there is no committee or commission of the Council charged with this function. At the request of the Council, the Secretary-General arranged for a review of United Nations activities in public administration with the aid of consultants, whose reports were submitted to the Council in 1962 and 1963. These reports recommended, among other things, that the Secretary-General convene meetings of groups of experts from time to time to review the public administration programme of the United Nations. The Meeting of Experts to be held at United Nations Headquarters from 16 to 24 January 1967 is the first of such meetings. Its purpose is to review the United Nations programme in public administration and to provide guidelines for United Nations future activities in this field.

3. This paper has been prepared by the staff of the Public Administration Branch of the Secretariat in order to assist the Meeting of Experts in its task. Within the limitations that must be imposed upon the length of a paper of this kind, there has been an attempt to provide essential (though not exhaustive) information on the history of the programme and an analysis of United Nations activities from 1950 to 1966. The paper traces the legislative and administrative background, indicates the nature and magnitude of the several components of the programme and describes and

illustrates past and current activities in technical co-operation in the field of public administration. It is confidently expected that the recommendations of the Meeting of Experts will have an important impact on the activities of the United Nations in public administration. These recommendations will be reflected in the 1968 work programme.

I. LEGISLATIVE AND ADMINISTRATIVE HISTORY

A. Origin and early development of the programme

The early proposals

4. Public administration, as a subject of special interest to the United Nations, was first inscribed on the agenda of the Economic and Social Council by the delegation of Brazil at its sixth session in 1948. The draft resolution submitted by the delegation called for the establishment of an "International Centre for Training in Public Administration".^{1/} In its supporting statement, the Brazilian delegation referred to the recognition by several bodies of the United Nations of "the obstacles to economic development and rehabilitation created by the scarcity of trained administrative and technical personnel" and emphasized the "need for improving the productivity or efficiency of the administrative machinery of governments, through the training of administrators and the diffusion of the knowledge of administrative science".^{2/} Following discussion, the Council adopted a resolution (132 (VI)) recommending that the Secretary-General, in consultation with certain bodies and institutions, prepare a study concerning the development of international facilities for the promotion of the science of administration and report upon the result of his study to the Council or the General Assembly, as appropriate.

5. The Secretary-General accordingly engaged a consultant to make a study of the proposal in consultation with qualified persons and institutions. The main conclusion of the study of the consultant called for an international centre under the administrative direction of the United Nations, to (a) conduct an international administrative staff college and an international school of public administration; (b) provide expert assistance to governments; and (c) facilitate exchange of technical information, especially through the support of such

^{1/} See Official Records of the Economic and Social Council, Sixth Session, Annexes, agenda item 40, document E/610/Rev.1, B, Explanatory note.

^{2/} Ibid., document E/610/Add.1.

institutions as the International Institute of Administrative Sciences.^{3/} The report was submitted by the Secretary-General to the third session of the General Assembly in 1948.

6. At that session, the General Assembly adopted two important resolutions, both of which have had a lasting influence on the activities of the United Nations in the fields of economic development and public administration. One resolution (246 (III)) approved the establishment of an International Centre for Training in Public Administration; and the other (200 (III)) provided for technical assistance for the economic development of the developing countries and stated, inter alia, that "the lack of expert personnel and the lack of technical organization are among the factors which impede the economic development of under-developed areas".

The initial programme

7. The public administration programme first began to take shape in the Secretary-General's report to the Economic and Social Council late in 1949.^{4/} The Economic and Social Council, by its earlier resolution, recommended that the Secretary-General consult both the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the International Civil Service Advisory Board (ICCSAB). The Secretary-General's report, which reflected the results of these consultations, proposed that the International Centre for Public Administration should engage in the following activities: (a) sponsor seminars on administrative problems for senior civil servants; (b) provide fellowships and scholarships in public administration; (c) provide assistance to governments of developing countries in establishing national training facilities through the

^{3/} See Official Records of the General Assembly, Third Session, Annexes, agenda item 73, document A/C.5/252.

^{4/} See Official Records of the Economic and Social Council, Ninth Session, Annexes, agenda item 4, document E/1336.

appointment of United Nations experts; (d) encourage by financial assistance and otherwise, the exchange of information on public administration through the International Institute of Administrative Sciences (IIAS) in Brussels; and (e) arrange for the bilateral exchange of civil servants among Member States.^{5/} In general, these new functions included the standard methods of technical assistance, that is, expert missions and fellowships, as provided for in General Assembly resolution 200 (III). The proposed programme was approved by the resolution 253 (IX) of the Economic and Social Council and the General Assembly resolution 356 (IV), and a sum of \$149,500 was included in the initial budget estimates for 1950 to put it into effect. During the subsequent six years, an annual provision of \$145,000 was made in the budget estimate to finance the programme.

The beginning of operations

8. The public administration programme was launched in 1950, when the first experts were sent on missions and the first fellowships were granted. The United Nations Seminar on Public Personnel Management, the first training seminar, was convened at Headquarters late in 1950 and continued through January 1951.^{6/} This seminar was considered at the time to be a starting point for the development of the international centre for public administration. The United Nations entered into an agreement with IIAS, which provided for the production by the latter of publications on various subjects related to public administration. As a result, the IIAS published in the early 1950's a series of monographs and comparative studies, some of which were pioneering studies in the examination of administrative problems of developing countries. These publications were used

^{5/} The idea of an exchange of civil servants among countries has not been developed on a systematic basis, although a plan for doing so on a regional basis has recently been formulated by the Economic Commission for Africa.

^{6/} For the report on the Seminar, see ST/TAA/Conf.1/1. Some of the Seminar papers were published in Personnel Administration, Vol. XLV, No. 4, (Washington, D.C.).

in training projects all over the world, not being limited to projects sponsored by the United Nations. The co-operation between the United Nations and IIAS, begun at an early date and directed in general to the wide dissemination of knowledge about public administration, has continued to the present.

The emergence of a public administration unit in the Secretariat

9. In the meantime, the first steps had been taken to provide a staff to administer the public administration programme as then defined. A single officer was detailed to work under the Director of Personnel in the Department of Administrative and Financial Services on the preparatory arrangements for the establishment of the public administration centre. In 1949, this officer was transferred to the Department of Economic Affairs. In mid-1950, when the Technical Assistance Administration (TAA) was established to administer the regular programme of technical assistance already authorized as well as the newly authorized Expanded Programme of Technical Assistance (EPTA), the public administration unit was transferred to TAA. At the same time, a director was appointed to take charge of public administration activities. Late in 1951, a step of great importance was taken in the reorganization of the small staff into the Division for Public Administration, which continued as part of TAA.^{7/}

A new statement of the programme in 1951

10. The evolution of thinking as to the scope of the programme in public administration can be seen in the functions assigned to the new Division. The first of these was:

"To develop and administer a programme of technical assistance in public administration, including seminars, conferences and working groups on subjects of importance for the improvement of public administration, and advice and assistance to governments in the improvement of public administration, and ... in the establishment or reform of national and regional training systems and institutions in under-developed areas."^{8/}

^{7/} See Official Records of the Economic and Social Council, Sixteenth Session, Annexes, agenda item 8, document E/2415, paras. 3 and 8.

^{8/} Ibid., para. 8 (a).

The former emphasis upon training in the public service was retained, but something of great importance had been added by giving the new Division for Public Administration the responsibility of conducting a programme of technical assistance and by declaring that the programme should include "advice and assistance to governments in the improvement of public administration ... in under-developed areas". This broad mission of the new Division for Public Administration was reinforced by additional duties assigned to it, as follows:

"To assist in the recruitment of experts and in the selection, briefing and placement of fellows and scholars in the field of public administration;

To evaluate the results of technical assistance projects in public administration."^{9/}

In addition, the new unit of the Secretariat was instructed to continue its collaboration with IIAS in the dissemination of knowledge, and to seek similar co-operative arrangements with other institutions interested in public administration. Moreover, the new unit was instructed to collect information with a view to increasing knowledge and to study the problems of public administration in their relation to economic and social development. These provisions gave a firm base to the research activities, which soon came to play a large part in the public administration programme. They were also a clear mandate to publish the results of research, and thus to engage directly in the dissemination of knowledge and not to rely solely on the co-operation of IIAS and similar institutions.

Early publication relating to public administration

11. The first United Nations publication relating to public administration^{10/} was prepared by the Special Committee on Public Administration Problems, convened in New York in 1951 by the Director General of the Technical Assistance Administration. This was generally regarded as an authoritative treatment

^{9/} Ibid., para. 8 (e) and (f).

^{10/} Standards and Techniques of Public Administration (United Nations publication, Sales No.: 51.II.B.7).

of the administrative problems of developing countries and how they might be attacked by the methods of technical assistance.

Some conclusions on the early development of the programme

12. The end of 1951 is a convenient point of reference for some observations on the early development of public administration in the United Nations. During the four-year period from 1948 to 1951, the administrative problems of developing countries were recognized as being particularly serious barriers to progress, and consideration was given to the ways in which the United Nations could assist developing countries to surmount those barriers. Early statements of a technical assistance programme for this purpose foreshadowed the most important elements of the public administration programme as it stands today. Above all, public administration gained recognition as a professional field, having a distinctive contribution to make in economic and social development and meriting representation in a unit of the Secretariat.

13. The public administration programme began in the form of a proposal to establish an international training centre. This had the advantage of focusing attention on the great need of developing countries for assistance in training staff for their public services. It established the emphasis, that still prevails in the public administration programme, on training. The much-discussed training centre, however, was not established, and the emphasis in the United Nations technical assistance programme in public administration came to be placed on the establishment of national and regional institutions.

B. Developments from 1952 to 1960

14. The period beginning in 1952 marked a new phase in the United Nations programme in public administration. The Economic and Social Council recommended by its resolution 399 (XIII) that the public administration activities under General Assembly resolution 246 (III) be placed on a continuing basis under the regular budget and that the funds of the Expanded Programme be made available for additional technical assistance in public administration. These proposals were later endorsed by the General Assembly resolution 518 (VI).

Nature and scope of activities in 1952 and 1953

15. Once clearly recognized as a professional field in which technical assistance was to be provided, the public administration staff began activities which, in important ways, set precedents and indicated areas of interest that were to hold for years to come. In the early 1950's, advisory experts were sent almost exclusively to countries of the Latin American region, where they assisted in training, and organization and methods. The number of experts in the field, beginning at the figure of 7 in 1950, quickly tripled in 1951 and reached 63 in 1953. The fellowship programme, beginning at the figure of 38, expanded faster, reaching an early high point of 153 in 1952.

16. Perhaps the greatest impact of these early years was made by the leadership of the United Nations in establishing in the developing countries the kind of training institution generally known as the school or institute of public administration. The first institutes were established through the co-operation of the United Nations with the governments concerned at Rio de Janeiro, Ankara, and Cairo. These were soon followed by the well-known regional institute, the Advanced School of Public Administration for Central America (ESAPAC) at San José, Costa Rica. United Nations participation in developing these institutions at an early date did much to popularize them and to stimulate a movement to establish similar schools or institutes in many developing countries throughout the world.

Restatement of the programme in 1953

17. General Assembly resolution 246 (III) continued as the prime legislative basis for United Nations activities in public administration, although the provisions of General Assembly resolution 200 (III) had from the outset also provided authorization for technical assistance in public administration, as did the authority under General Assembly resolution 518 (VI) to use the funds of the Expanded Programme for the same purpose. However, the specific details of the broad public administration programme thus developed were covered only by the directives which set out the work programme of the Division for Public Administration.

18. In 1953, the Secretary-General prepared and submitted to the Economic and Social Council a special report on public administration, which reviewed the work up to that time, pointing out that the programme was inadequately covered in the applicable resolutions. He recommended a reformulation of the programme in the light of the changes that had occurred.^{11/} This proposal was approved by the Economic and Social Council in its resolution 492 B (XVI) and subsequently by the General Assembly, resulting in the comprehensive General Assembly resolution 723 (VIII), which has remained the basis of the public administration programme ever since.

19. The programme part of the new General Assembly resolution 723 (VIII) reads as follows:

"The General Assembly ...

Approves a revised United Nations programme in public administration comprising:

(a) The provision, at the request of governments, of technical assistance related to public administration, including training for public service, through:

- (i) The advisory services of experts;
- (ii) Fellowships and scholarships;
- (iii) Training institutes, seminars, conferences, working groups and other means;
- (iv) The provision of technical publications;

(b) The collection, analysis and exchange of technical information in the field of public administration, in collaboration, where appropriate, with the International Institute of Administrative Sciences and other appropriate institutions, and assistance to governments to promote, by all suitable means, sound public administration, in relation to economic and social development."

^{11/} Official Records of the Economic and Social Council, Sixteenth Session, Annexes, agenda item 8, document E/2415.

20. This new statement of the public administration programme in 1953 did not represent a radical change in its nature or scope. For the most part, the new resolution only confirmed the main lines of activity already being carried on. The programme, however, now had clear legislative authorization.

Expansion of the programme through 1960

21. General Assembly resolution 723 (VIII), in addition to dealing with programme matters, re-affirmed the use of EPTA funds to finance public administration activities. This meant that the programme was thenceforth financed on a scale exceeding anything known up to that time. The actions of the General Assembly in 1953 gave an incentive to the public administration programme and ensured its expansion. In a statement to the eleventh session of the General Assembly, the Secretary-General pointed out that since the small allocation of \$145,000 under the regular programme for public administration had to be used, in part, for direct technical assistance to governments, it left little scope for financing the kind of substantive activities envisaged in the earlier discussions and resolutions.^{12/} He recommended, therefore, that additional funds be provided to permit the undertaking of substantive work in public administration. The General Assembly accepted the proposals made by the Secretary-General and increased the annual appropriation for public administration under the regular programme to \$300,000.

22. The number of experts increased rapidly, reaching a peak of 188 in 1960. There was a steady growth in the number of fellowships throughout the decade.

23. The increase in the number of experts and fellows was accompanied by a geographical expansion of the programme. Beginning as a programme almost entirely limited to the Latin American region, public administration experts were soon serving in countries of Africa and the Middle East as well as Asia and the Far East. Experts of various nationalities were brought into the programme,

^{12/} Official Records of the General Assembly, Eleventh Session, annexes, agenda item 26, document A/C.2/189 and Add.1.

including not only those from the technologically advanced countries, but also some from countries receiving technical assistance.

24. United Nations assistance to schools and institutes of public administration was continued. The rate of establishment of these institutions reached an early peak in 1954-1955. These efforts in institution-building showed the same extension of geographical scope from Latin America to Africa, the Middle East, Asia and the Far East. It is important to note that, while there was an emphasis on schools and institutes, the United Nations also helped in the development of other kinds of institutions and programmes for training public servants, including those for clerical and secretarial personnel. The projects of the 1950's directed towards these base levels of the public service were located in Iran, Israel, Libya, Nepal, the United Arab Republic and Venezuela. In some of these projects, the main responsibility rested with the International Labour Organisation.

25. The early, and almost exclusive, emphasis on training was modified during the 1950's by the extension of technical assistance into other fields of public administration. Training received, as it does today, the greatest concentration of effort, but assistance was given to developing countries in other phases of public personnel administration, organization and methods, local administration and many technical aspects of administration in government agencies and public enterprises. The many specialized subjects in which assistance was rendered are much too numerous to enumerate here, but they are analysed elsewhere in this document.

United Nations meetings relating to public administration

26. Pursuant to its legislative mandate, the public administration unit sponsored a number of conferences and working groups in the 1950's on a variety of subjects. (A list of the meetings sponsored by the public administration unit is given in appendix III.) Some of these meetings were intended to stress the training aspect, while others had the primary purpose of providing a forum for the exchange of information and for discussion of common administrative problems of developing countries. The reports of some of these meetings were published for general circulation.

Research and publications

27. Of the major functions of the public administration unit, those relating to research were the last to be developed. Systematic investigation and comparative studies proceeded at a slow pace.^{13/} A major study completed by the unit during this period^{14/} was published in 1959.

28. Other materials were produced, including final reports of technical assistance experts upon completion of their missions. These reports form a valuable collection of source material based upon observation and experience. It was used by many public administration experts working in the developing regions, and was instrumental in giving direction to acquisitive programmes for libraries of many schools of public administration.

Co-operation with non-governmental organizations and specialized agencies

29. The collaboration with IIAS, begun at an early date, was continued throughout the 1950's. The arrangements made with IIAS at the beginning of the decade resulted in the publication during the period from 1951 to 1953 of thirteen of the twenty-four studies of that agency, which formed its "Grey Series" of pamphlets on public administration. Several of the IIAS studies, prepared originally in English or French, were translated and published in other languages.^{15/}

30. In 1953, IIAS, in collaboration with the United Nations, began the publication in trilingual editions of a bi-monthly professional review called Progress in Public Administration. This was a pioneering publishing venture in providing a place for the exchange of information and opinions about the administrative problems of developing countries. In 1956, the review was merged with the professional quarterly, International Review of Administrative Sciences, which carries news items about the public administration programme of the United Nations.

^{13/} "Technical assistance in public administration (A historical summary of the development of the programme)", prepared by the Division for Public Administration, January 1962, paras. 49-50.

^{14/} Public Administration Aspects of Community Development Programmes (United Nations publication, Sales No.: 59.II.H.2).

^{15/} The list of titles in the Grey Series may be seen on the back cover of successive publications, complete in No. 24, the most recently published study.

31. In the late 1950's, the International Political Science Association (IPSA) and the International Union of Local Authorities (IULA) were given recognition as non-governmental organizations having consultative status with the United Nations. Other organizations in the field of public administration have more recently been given consultative status, including the Eastern Regional Organization for Public Administration (EROPA) and the International Information Centre for Local Credit.

32. The necessity of continuous collaboration on administrative problems with other offices of the Secretariat and some of the specialized agencies of the United Nations became evident at an early stage in the development of the public administration programme. Some early examples of collaboration may be inferred from the names of some of the seminars and working groups appearing in appendix III and the titles of publications cited in the foot-notes to preceding paragraphs.

Evolution of the public administration unit

33. Until 1960, the work of the public administration unit, which was established in 1951 as a division of the Technical Assistance Administration (TAA), was divided generally on a geographical basis, and each officer was assigned to handle correspondence and assist with the other work relating to a principal region of the world in which technical assistance operations were being carried on. Early in 1959, it underwent an important, though temporary, change in status. At that time the Technical Assistance Administration (TAA) was dissolved, and its operational functions were transferred to the Bureau of Technical Assistance Operations (BTAO) as a part of the Department of Economic and Social Affairs (ESA). The Public Administration Division, formerly a part of TAA having a Director as its chief officer, became the Office of Public Administration whose chief officer had the rank of Under-Secretary and was responsible directly to the Secretary-General.^{16/} Later in 1959, the public administration unit reverted to the status of a Division and became a substantive unit of ESA, again headed by a Director.

^{16/} Official Records of the Economic and Social Council, Twenty-eighth Session, Annexes, agenda item 7, document E/3230, para. 2.

The OPEX programme

34. In the second half of the 1950's, the acute public administration needs of the many new states just emerging into independence, focused attention on the question of adequacies of the forms of technical assistance then being rendered, mainly through advisory experts and through fellowships, and of the feasibility of meeting these additional needs through the provision of experts who would serve not as "advisers", but as temporary "servants of Governments", in an operational and executive capacity, in order to strengthen the administrative machinery of the requesting Governments. The programme was under consideration during 1957 and 1958 and was formally authorized on an experimental basis in 1959 by the General Assembly resolution 1256 (XIII) and was subsequently made a permanent feature of technical assistance in public administration by the General Assembly resolution 1530 (XV). As experts assumed functions under Governments and performed duties of an operational and executive character, they came to be known as OPEX personnel, and the form of assistance as the OPEX programme. While the idea was not entirely new (see references to the Bolivian experiment and the Indonesian Planning Board in chapter IX), the General Assembly's action gave formal recognition to an alternative form of expert assistance in the field of public administration. This gave added flexibility to the United Nations in its efforts to assist the developing countries in solving their administrative problems. Since the programme was launched as a supplement to other forms of technical assistance in public administration, the public administration unit has had primary responsibility for policy formulation and for all substantive aspects involving public administration in the implementation of this form of technical assistance. The full story of the OPEX programme is set out in chapter IX of this document.

C. The recent years, 1961-1966

35. The decade of the 1950's witnessed a slow but steady growth, on the whole, in the public administration programme. In contrast, the first half of the 1960's witnessed a greatly accelerated rate of growth. In recent years, the magnitude of the programme was approximately double the highest point attained in the earlier years. This period also saw the availability of

Special Fund resources for the financing of public administration projects. The details of the actual expenditure on technical assistance in public administration and sources of funds are given in table 1.

36. Not only did the programme grow rapidly, as shown in table 1, but its geographical scope was also extended, particularly by requests from the many new African States that had recently gained their independence. The content of the programme was enlarged by bringing in a wide range of subjects that had received little attention in the earlier years, such as the problems of creating a national civil service in newly independent states, the relations between central and local governments, the administrative aspects of formulating and implementing national development plans, and the management of public enterprises.

37. The first long-range project supported by the Special Fund was instituted in Ghana in 1961, having as its objective the development of the institute of public administration. Collaborative action with other offices of the Secretariat, specialized agencies of the United Nations family and non-governmental organizations increased substantially. Research activities and publications were expanded. The accelerated tempo was revealed also in the large number of seminars, working groups and other international meetings sponsored, or co-sponsored, by the public administration unit of the Secretariat.

38. In this historical review, no attempt is made to describe any of these new activities exhaustively. Most of them are mentioned in subsequent chapters of this work. In the present discussion, the general trends are noted, and some basic problems are brought into view.

The prospects of public administration in the early 1960's

39. There were many indications in the first years of the 1960's that public administration was at the threshold of rapid advance. Most of these derived from a better appreciation of the place of public administration in national development. In 1960, the Economic and Social Council considered a report from one of its committees, which commented upon the necessity of giving more attention to the improvement of administrative institutions as a pre-condition of development, saying that "administrative and institutional capacity which is part of the necessary infrastructure of development".^{17/}

^{17/} Five-Year Perspective, 1960-1964 (United Nations publication, Sales No.: 60.IV.14), para. 323.

In 1961, the Secretary-General's report on technical assistance stated:

"The goals of rapid economic and social development cannot be attained unless simultaneous attention is paid to redesigning the machinery of public administration and the retraining of personnel."^{18/}

In a subsequent report, the Secretary-General emphasized:

"The objectives cited in Article 55 of the Charter cannot be effectively pursued or fully attained without a progressive improvement and strengthening of public administration."^{19/}

Review of the programme undertaken in 1962-1963

40. The United Nations programme in public administration came under extended review at the thirtieth session of the Economic and Social Council in 1960. The discussions arose out of the consolidated report submitted by the Economic and Social Council Committee of Programme Appraisals on the work of the United Nations and the specialized agencies, entitled A Five-Year Perspective: 1960-1964. The discussions regarding public administration brought out the need for greater effort to improve the effectiveness of international action in this field. These discussions also directed attention to the fact that the technical assistance efforts of the United Nations and the specialized agencies depended for success upon the administrative capabilities of the developing countries. The report strongly recommended the need for increased emphasis on technical assistance for improving administration, including the provision of trained administrative and executive personnel. The Council by its resolution 791 (XXX) commended the report to all governing bodies of the specialized agencies and recommended it for the widest circulation possible to institutions concerned with international

^{18/} Official Records of the Economic and Social Council, Thirty-second Session, Annexes, agenda item 11, document E/3474, para. 120.

^{19/} Ibid., Thirty-sixth Session, Annexes, agenda item 14, document E/3757, para. 193.

co-operation. At the same session, the Council also recommended a large increase in the annual appropriation for technical assistance under the regular budget. Subsequently, the General Assembly at its fifteenth session, in 1960, (resolution 1584 (XV)) approved an over-all increase in the regular programme allocation from \$2,280,000 to \$5,955,000, including \$1,850,000 for public administration (\$1,000,000 under General Assembly resolution 723 (VIII)) and \$850,000 under resolution 1256 (XIII), OPEX.

41. The deliberations of the Council on the many aspects of public administration, covering activities not only in the United Nations but also in the specialized agencies, led to the resolution (796 (XXX)) asking the Secretary-General

"to review the various public administration programmes and to report to the Council at its thirty-second session on the scope and adequacy of those programmes and on measures designed to improve the effectiveness of international action in this field, including the desirability at this stage, of developing a programme of concerted action."

Pursuant to the Council resolution, the Secretary-General arranged for two consultants to undertake the review in consultation with the Administrative Committee on Co-ordination (ACC). Their report contained ample evidence of the basic importance of public administration in all kinds of technical assistance programmes. The report answered the question of the Economic and Social Council on the desirability of concerted action by saying that there appeared to be no need for formal organization to that end. Instead, the report called for a "selective type of concerted action", suggesting that there were numerous projects in which one or a few of the United Nations agencies had interests which cut across that of the public administration unit of the Secretariat.^{20/} The report reflected the wide interest at the time in public administration in saying: "The moment seems to have arrived to accord to public administration a seat of high priority."^{21/}

^{20/} Official Records of the Economic and Social Council, Thirty-fourth Session, Annexes, agenda item 3, document E/3630, annex: "Survey of programmes in the field of public administration in the United Nations and the Specialized Agencies", paras. 211 and 212.

^{21/} Ibid., para. 240.

42. The Economic and Social Council accepted the 1962 report, praising it as a valuable contribution to the elaboration of comprehensive programmes in public administration. The Council, desiring to follow up on the co-ordination of public administration activities, called for a supplementary report on the subject (resolution 907 (XXXIV)). A second report accordingly followed in 1963, prepared by one of the same consultants.^{22/} The 1963 report cited further examples of public administration activities involving collaboration between the public administration unit and other offices and agencies of the United Nations. The 1963 report followed the earlier one in saying that there seemed to be no need for an elaborate organization to achieve concerted action. This was equivalent to saying that good results might be expected from frinedly co-operation in specific projects, as illustrated in many cases in the past. In giving its general endorsement to this report, the ACC identified national planning, surveys of national resources, manpower studies, the implementation of development plans and autonomous agencies as subjects or areas requiring concerted action to ensure full consideration of the problems of public administration involved.^{23/}

Reorganization of the United Nations public administration unit and decentralization of activities

43. In 1960, the internal organization of the Public Administration Division cmbined functional and geographical principles. Besides the Director and the Deputy Director, the Fublic Administration staff consisted of officers responsible for the functional areas of personnel administration, local government, the OPEX programme and reference service, as well as those specializing in public administration in certain regions (Asia, the Middle East, Africa and Latin America). This organization was found to be unsatisfactory, since the regional officers had to deal with matters involving specialized knowledge which they did not have.

^{22/} Official Records of the Economic and Social Council, Thirty-sixth Session, Annexes, agenda items 4 and 6, document E/3765, annex I. For more recent information on the subject, see "Development in United Nations - Specialized Agencies Collaboration in the field of Public Administration" (ST/SG/AC.6/L.4).

^{23/} Official Records of the Economic and Social Council, Thirty-sixth Session, Annexes, agenda items 4 and 6, document E/3765, para. 140.

44. In 1962 the public administration unit was reorganized on functional lines. This decision was influenced by the general emphasis at the time on the desirability of decentralizing technical assistance activities through the regional economic commissions (General Assembly resolution 1709 (XVI)). The new plan of internal organization, which became effective in 1962, provided for the formation of three functional sections (Personnel Administration and Training Section, Organization and Methods Section and Local Government Section) as well as a unit for OPEX.

45. Decentralization in the field of public administration has been limited. It is true that regional advisers in public administration have been appointed in the Economic Commissions for Africa (ECA), Latin America (ECLA) and Asia and the Far East (ECAFE), and that the regional advisers have made important contributions in developing regional programmes (including the organization of seminars and workshops) and have shared in the development of some of the country projects. The absence of public administration units in the regional secretariats adequately staffed with established posts has limited the possibility of further progress in the regions.

Research and publications

46. There has been a significant increase in research activities in recent years. One measure of the growth in this part of the programme is to note that only six titles were issued for general circulation in the years 1951-1958, while the list for the years 1959-1966 contains twelve titles.^{24/} The reports in recent years have been more substantial and more frequently used as basic documentation for seminars and training courses.

47. Arrangements for the conduct of research at Headquarters are flexible. The subjects for research are selected on the basis of resolutions of the Economic and Social Council and other United Nations bodies, recommendations of seminars and expert groups, and felt needs of the developing countries.

^{24/} Public administration publications, excluding budget and fiscal administration, bearing United Nations sales numbers. See United Nations publications, 1945-1963, United Nations publication, Sales No.: (ST/CS/Ser.J/3) and supplements; and Public Administration Newsletter, No. 3 (April, 1966).

The public administration staff assumes responsibility for the research, which is in some cases carried out with the assistance of one or more consultants. Case studies, responses to questionnaires and review of expert reports often provide the basis for an initial synthesis. The draft is then usually subjected to review by an international expert group and revised on the basis of its recommendations. In some cases, interregional materials have been first assembled on the subject in support of one or more regional meetings. Several studies have been carried out with the collaboration of professional institutions.

Reorganization of the public administration unit in 1965

48. On 28 June 1965, the Division for Public Administration was reorganized as a Public Administration Branch, to be headed by a Deputy Director and placed in the Bureau of Technical Assistance Operations (BTAO) within the Department of Economic and Social Affairs.^{25/} According to the definition of its functions, the Branch:

"Promotes sound public administration in relation to economic and social development and in relation to Governments' services;

Organizes and conducts substantive research on administrative problems and practice with respect to governmental structures, administration methods, personnel policies and practices and disseminate the results among Governments through seminars or similar international conferences, and through the issue of handbooks, guides or manuals;

Provides substantive support to technical co-operation activities in the field of public administration."^{26/}

Within BTAO, the Public Administration Branch is the only unit having substantive responsibility in a major field of technical assistance. Other units of BTAO are concerned with the operational and programming aspects of technical assistance projects in all of the substantive fields for which the United Nations Secretariat is responsible, including public administration.

^{25/} This reorganization also involved a reduction in the number of established posts assigned to the public administration unit.

^{26/} Organization of the Secretariat (ST/SGB/131), section 7, II, 3, (f).

49. Pursuant to resolutions 907 (XXXIV) and 987 (XXXVI) of the Economic and Social Council, the Branch deals with questions relating to the co-ordination of technical assistance in the field of public administration, including OPEX, as between the United Nations and the specialized agencies.^{27/}

50. Since 29 October 1965, the Senior Deputy Director of the Bureau of Technical Assistance Operations has concurrently assumed the responsibility as the Head of the Public Administration Branch. A comprehensive work programme for 1967 was prepared and was submitted for review by the Special Committee on Co-ordination of the Economic and Social Council at its fourth session in April 1966^{28/} and by the Council at its forty-first session in the summer of 1966. In line with the 1967 work programme, the Branch now has the following four sections:

- (a) Section for Personnel Administration
- (b) Section for Organization and Methods
- (c) Section for Development Administration
- (d) Section for Local Government

The Section for Development Administration was established in 1966 in response to the need for increased attention to the administrative aspects of planning and control of plan implementation, as well as administration of public enterprises and other economic development activities. The Branch also has a Special Fund unit to backstop Special Fund projects in the field of public administration. There is an officer specially assigned to handle the substantive and policy aspects of OPEX posts. A small reference unit in the Branch began in 1966 issuing the Public Administration Newsletter, in addition to its usual functions of maintaining country files and other reference materials. Consultants are employed for special studies or other services. The first interregional adviser in public administration was appointed in September 1966. For 1967,

^{27/} Ibid., (ST/SGB/128), section 7, 12.

^{28/} Official Records of the Economic and Social Council, Forty-first Session, Annexes, agenda item 31, document E/4179/Add.14.

it has been agreed in principle that three interregional adviser posts will be made available to the Branch. The second post was filled in January 1967. As already indicated, regional advisers have been appointed in the ECA, ECAFE and ECLA regions. A part-time consultant provides advisory services in Europe and the Middle East.

51. The titles of the subdivisions reflect only their main fields of specialization. In view of the wide range of responsibilities of the Branch, each subdivision has been given responsibilities in addition to those related strictly to its field of specialization. The Section for Personnel Administration, for example, is responsible for liaison with UNESCO, which has responsibility for education in public administration and provides lecturers in some of the schools and institutes aided by the United Nations. The Section for Organization and Methods is responsible for liaison with the ILO, because of the latter's activities in the field of management, and also with WHO. The Section for Local Government is responsible for liaison with the Bureau of Social Affairs and the Food and Agriculture Organization, because their fields are intimately linked with local government and administration. Furthermore, the Section for Personnel Administration, the Section for Organization and Methods and the Section for Local Government are respectively responsible for liaison with ECA, ECLA and ECAFE in the field of public administration.

Backstopping of experts serving at the country level

52. One of the major functions of the United Nations Headquarters staff in public administration is to give substantive and other support to the individual experts serving at the country level.

53. The United Nations experts are selected for their professional competence and cultural empathy. They work substantially on their own, as the United Nations does not undertake to supervise them. Nevertheless, the public administration unit at Headquarters provides substantive support to the individual experts in their missions.

54. The public administration unit is directly involved in the establishment of a mission and the formulation of a description of the specific duties to be performed by the expert. The unit reviews all the Government requests for assistance with a view to arriving at a precise definition of the mission and the job description of the expert. It reviews the professional qualifications and credentials of candidates for each post to make sure that the Government makes its choice from candidates who have the necessary professional qualifications. The unit also briefs experts on their missions in writing and, whenever possible, in meetings with them. It also advises on the extension of the projects and the renewal of contracts of experts.

55. As the expert proceeds with his work, he looks to the Headquarters unit for professional support. The expert may need materials which are not readily available to him. As much as possible, the Headquarters unit endeavours to keep the experts apprised of developments in their fields of special interest. Frequently, an expert consults the Headquarters unit on professional aspects of his work in the course of making recommendations to the government of the country to which he is assigned. Given the small size of the staff and the specialties represented in the Headquarters unit, it has not been possible in all cases to provide professional support to the extent desirable.

56. An equally important, although less direct, form of support to individual experts is the research and publications programme of the Headquarters unit. One of the major purposes of the research and publications programme is to facilitate the work of the experts in public administration. As research proceeds and results in the publication of more handbooks and monographs, experts working in the field will have better information at hand and better guides to follow in formulating advice to be transmitted to the public officials of the developing countries.

57. The Public Administration Branch and the individual experts are in constant touch through periodic reports on the progress of work of the latter and informal communications. Every progress report is reviewed by the Headquarters unit with a view to assessing the progress of the mission and giving assistance to the expert as may be required. When an expert mission approaches its terminal point, the project is brought under full review, to ascertain whether the objectives have been substantially realized and what follow-up action, if any, is needed.

D. Changes in the magnitude of the technical co-operation programme in public administration: 1950-1966

Composition of the programme

58. The United Nations technical co-operation programme in public administration consists of the country programmes, the regional programmes and the interregional programme at Headquarters. The country programmes are comprised of two main categories: the provision of experts, both advisory and OPEX, and the provision of fellowships. The regional programmes are comprised of research at the regional level, assistance in the building of regional or sub-regional institutions, organization of regional seminars and other regional projects, and rendering of advisory services by regional advisers. The interregional programme of the public administration unit at Headquarters is comprised of research at the global level, organization of interregional seminars and other interregional projects, backstopping of country projects (and also regional projects where appropriate), and rendering of advisory services by interregional advisers.

Growth of magnitude and increases in sources

59. The programme as a whole has grown from the level of a little under \$90,000 in 1950 and \$145,000 in 1951 to about \$1,000,000 a year in 1953-1957, to over \$1,500,000 in 1960 and 1961, and over \$2,000,000 since 1962. It reached about \$2.5 million a year in the biennium 1963-1964.

60. In the first three years (1950-1952), the programme was financed entirely from funds provided for technical assistance in the regular budget of the United Nations. This later became known as the regular programme to distinguish it from the other programmes subsequently created. Table 1 shows how the public administration programme has grown in size from 1950 to 1965 and how public administration became eligible through the years for other sources of funds. The actual utilization for public administration of the Expanded Programme of Technical Assistance (EPTA) in 1953 brought an early, and continuing, expansion of the financial base. Later, in 1959 and 1961, public administration received additional financial support through the OPEX Programme, Funds-in-Trust arrangements and the United Nations Special Fund. Each of these additional sources brought to the public administration programme not just more money to spend, but new and distinctive approaches in technical co-operation.

TABLE 1

ANNUAL OBLIGATIONS FOR UNITED NATIONS TECHNICAL CO-OPERATION ACTIVITIES IN THE FIELD OF PUBLIC ADMINISTRATION

Break-down of obligations by source of funds with their percentages to the total annual activities
(in US dollars)

Year	Regular Programme		Expanded Programme		OPPK ^{a/}		Funds-in-trust		Special fund		Total
	Amount obligated	Per cent of total obligated	Amount obligated	Per cent of total obligated	Amount obligated	Per cent of total obligated	Amount obligated	Per cent of total obligated	Amount obligated	Per cent of total obligated	
1950	89,129	100.									89,129
1951	143,266	100.									143,266
1952	142,500	100.									142,500
1953	145,000	13.6	920,111	86.4							1,065,111
1954	145,000	16.2	747,869	83.8							892,869
1955	145,000	14.2	873,006	85.8							1,018,006
1956	145,000	10.4	1,254,806	89.6							1,399,806
1957	300,000	28.5	752,551	71.5							1,052,551
1958	300,000	24.4	929,976	75.6							1,229,976
1959	299,890	22.7	929,593	70.5	29,091	2.2	60,679	4.6			1,319,253
1960	299,214	19.9	1,127,230	74.7	48,408	3.2	33,202	2.2			1,508,054
1961	541,875	36.0	812,176	53.8	70,294	4.7	52,358	3.5	30,163	2.0	1,506,866
1962	921,526	42.7	978,621	45.3	121,772	5.6	42,854	2.0	94,283	4.4	2,159,056
1963	1,061,332	45.1	959,782	40.8	120,662	5.2	74,203	3.1	135,642	5.8	2,351,621
1964	986,287	36.5	1,289,399	47.7	116,118	4.2	149,354	5.5	163,998	6.1	2,705,156
1965	992,880	39.9	955,828 ^{b/}	38.6	106,806	4.2	157,911	6.3	273,240	11.0	2,486,665

Source: Obligations under the regular programme from 1950 to 1958 were reported in the annual submissions to the General Assembly entitled "Budget Estimates for the Financial Year and Information annexes". The EPRA obligations from 1953 to 1958 were reported in the Reports by the Secretary-General on the United Nations Programme of Technical Assistance submitted to the Economic and Social Council (documents E/2566, E/2736, E/2856, E/2966, E/3081). Thereafter all obligations were reported in the Annual Reports of the Secretary-General on Technical Assistance Activities of the United Nations, submitted to the Technical Assistance Committee and the Governing Council of the United Nations Development Programme (documents E/3365, E/3474, E/3619, E/3757/Add.1, E/3870, E/4016, DP/FP/1/Add.1).

Notes: ^{a/}Amounts shown refer only to posts included in public administration projects and appearing in column B, table 2.

^{b/}Under biennial programming, which commenced with the period 1961-1962, unused earmarkings at the end of the first year are retained by the participating organization for use in the second year. Thus, the second year obligations within a biennium tend to be larger. Comparisons should, therefore, be made between biennia as a whole, or between the first or second years of each programming period.

61. Table 1 also shows the proportion of the public administration budget which was drawn each year from each of the different sources of funds. The amounts which appear in the OPEX column relate only to posts within the substantive competence of the public administration unit. They do not reflect the volume of OPEX operations generally in the United Nations or the specialized agencies nor the workload of the public administration unit with respect to OPEX operations, as is explained in greater detail in the chapter on OPEX.

Future possibilities of financing under the Special Fund

62. On 1 January 1966, the Special Fund and the Expanded Programme of Technical Assistance were merged into the United Nations Development Programme (UNDP). Nevertheless, the identity of the Special Fund was retained for the financing of large-scale and relatively long-term projects which would be of immediate significance in accelerating the economic development of developing countries, among other things, by facilitating new capital investment through creating conditions which would make such investment either feasible or more effective. So far, all the UNDP (Special Fund) projects in public administration have been related directly to schools and institutes of public administration. Among proposals under consideration or likely to be submitted in 1967 are some having as their main objective the development of local government research and training institutes.

63. The scope of UNDP (Special Fund) activities in 1965 exceeded an expenditure of over a quarter of a million dollars, and a senior officer was added to the staff to oversee this work. One new Special Fund project was formally approved and began operation in 1966 (Burundi), and two others (Libya and ECAPAC) were recommended for approval by the Inter-Agency Consultative Board during the same year. Among the proposals for additional projects in different stages of formulation at this writing are some that would take the Special Fund into undertakings quite different from the research and training institutions so far sponsored. A proposal from a Government is under consideration for Special Fund assistance in the establishment of machinery required for major administrative reform.

64. Thus, Special Fund assistance may be used not only for the development of training institutions as heretofore, but also for establishing and strengthening other types of central agencies and institutions for the improvement of public administration at national, regional and local levels. For example, Special Fund assistance may be applied to assisting the developing countries in strengthening their ministries or departments of local government, personnel agencies, specialized training and research institutions (regional as well as central) and any other agency or institution that can serve as a focal point or keystone for government-wide improvement of administration for development. The hope may be expressed that Governments will become more aware of the possibilities for the greater use of UNDP (Special Fund) assistance for strengthening and modernizing their administrative machinery or introducing essential reforms.

Number and distribution of experts

65. The backbone of the United Nations programme in public administration is provided by its experts working in the developing countries. A recent compilation shows that about 450 persons have served the United Nations as public administration experts in the years 1950-1966.^{29/} This compilation provides an alphabetical list of the names of all the persons who have served in this capacity, showing the nationality of each expert and the number of missions each has performed for the United Nations. The list of expert missions groups all such missions by the regions and countries in which they were performed and shows the name of each expert, his nationality, the dates of his service, and the title of the post that he filled. The data, among other things, bring out vividly the truly global nature of the programme in public administration. The United Nations experts in public administration came from fifty-one countries, and they served in seventy countries. Twenty-three countries appear as places both of origin and service of experts, pointing to the emerging co-operative nature of the programme and the two-way exchange of experts and knowledge.

^{29/} Public Administration Newsletter (New York), No. 5, July 1966.

66. Table 2 shows the increase in the number of experts from 7 in 1950 and 24 in 1951 to under 100 in 1953-1958, over 120 in 1959 to 1961, about 150 in 1962 and over 200 per year in the biennium of 1963-1964.

67. Table 3 gives the regional distribution of experts. In the early years, most of the experts served in Latin American countries. In 1950 and 1951, over 90 per cent of the experts' time was devoted to that region. Africa began to receive experts in public administration from the United Nations in 1953. Until the mid 1950's, over half of the experts' time continued to be devoted to Latin America. Since then, the percentage of experts' time spent in Latin America has decreased (to an average of under 25 per cent in the last few years), while the percentage for Africa has risen (to an average of over 50 per cent).^{30/}

^{30/} Similar trends are found in the fellowships component of the programme. See chapter VIII below.

Table 2

NUMBER OF PUBLIC ADMINISTRATION AND OPEX EXPERTS ^{a/}

Year	Experts in the field of public administration			OPEX experts other than Public Administration	ALL OPEX experts ^{b/} (B+D)
	Advisory experts	OPEX experts	(Total) (A+B)		
	A	B	C	D	E
1950	7		7		
1951	24		24		
1952	37		37		
1953	63		63		
1954	83		83		
1955	77		77		
1956	83		83		
1957	94		94		
1958	96		96		
1959	124	3	127	9	12
1960	183	5	188	20	25
1961	128	5	133	32	37
1962	146	9	155	59	68
1963	196	11	207	68	79
1964	227	9	236	72	81
1965	211	8	219	68	76 ^{c/}

Source: Documents E/1893, E/2209, E/2414, E/2566, E/2575, E/2736, E/2856, E/2966, E/3081, E/3236, E/3366, E/3474, E/3619, E/3757/Add.1, E/3870, E/4016, DP/RP/1/Add.1.

^{a/} Financed from the Regular and Expanded Programmes, Special Fund and Funds-in-trust.

^{b/} OPEX posts are classified as "public administration" when they are the sole substantive concern of the Branch. The majority of OPEX posts, however, also involve other substantive units and these are shown separately.

^{c/} In 1965, responsibility for OPEX posts within the competence of the specialized agencies was transferred to the agencies. The resulting decline was arrested in 1966 and new appointments in United Nations fields will show an increase over 1965. From 1965 onwards EPTA funds have been used for OPEX posts, in addition to funds from the regular programme and funds-in-trust.

Table 3
REGIONAL DISTRIBUTION OF EXPERT SERVICES ^{a/}
(in man-months)

Year	Latin America		Africa		Asia and the Far East		Europe and the Middle East		Interregional		Total Man-months
	Man-months	Per cent	Man-months	Per cent	Man-months	Per cent	Man-months	Per cent	Man-months	Per cent	
1950	57	95	--	--	3	5	--	--	--	--	60
1951	130	22	--	--	10	8	--	--	--	--	140
1952	195	81	--	--	37	17	4	1	4	1	240
1953	275	60	59	13	70	15	56	12	3	3	463
1954	306	59	113	21	24	4	83	16	2	2	528
1955	265	45	137	23	42	5	138	24	--	--	582
1956	340	54	156	23	54	7	104	14	6	2	660
1957	286	40	173	24	121	17	78	11	59	8	717
1958	223	35	172	26	106	16	63	10	88	13	652
1959	323	46	178	25	95	13	60	8	59	8	715
1960	360	47	209	27	97	13	57	7	48	6	771
1961	310	42	220	30	100	13	73	9	48	6	751
1962	230	26	447	49	115	13	50	5	61	7	903
1963	194	17	721	63	131	12	53	4	53	4	1,152
1964	230	29	673	51	138	12	61	4	52	4	1,154
1965	340	24	592	54	148	12	87	7	43	3	1,210
Total	4,064		3,850		1,291		967		526		10,698
Per-centage of whole programme		38		36		12		9		5	

Source: A compilation based on the "Cumulative Lists of UNTA Experts" issued quarterly by the Bureau of Technical Assistance Operations for internal distribution only.

^{a/} Including Public Administration Advisory and OPEX Experts.

II. MAJOR ADMINISTRATIVE REFORM

The meaning of major administrative reform

68. The basic and continuing purpose of the United Nations programme in public administration is to help the developing countries to enhance their administrative capabilities for national development. The actual activities under the programme have been developed in light of the wishes of the Member States as expressed in the resolutions of the General Assembly and the Economic and Social Council, and the specific requests for assistance from different countries. All these activities are designed to bring about administrative improvements in the developing countries, and to contribute to administrative reform generally.

69. In some cases, however, the technical assistance requested by Governments has been directed specifically towards more fundamental changes in public administration to ensure its effectiveness under expanding functions of state. It is these purposeful activities, rather than routine growth or piecemeal actions, which may be identified as properly belonging under the heading, "major administrative reform". Moreover, to speak of these activities as efforts at "major" administrative reform implies that these are directed towards a general improvement of public administration, or at least a strategic part of it, such as the Civil Service system, which may, in turn, become a source of stimulus for further reform throughout the system.

70. Fundamental changes in the environment and functions of public administration create an awareness of the need for major administrative reform. Achievement of independence, adoption of a new constitution, introduction of national planning, changes in the availability of resources, and advances in scientific and technological processes may require far-reaching changes in an administrative system to meet the new challenges. Even in the absence of dramatic changes such as these, major administrative reform may be required to consolidate and rationalize changes introduced on a piecemeal basis. Again, major administrative reform may be needed to revitalize an existing system through elimination of obsolete structures and practices as well as the introduction of the new arrangements and processes.

Plan of action for major administrative reform

71. A programme intended to introduce major administrative reform in a particular country should ideally involve four related but distinct phases. The first phase is the preliminary or reconnaissance survey. Although frequently neglected in practice, a preliminary survey can serve several purposes and increase the chances of success. The preliminary survey has two major purposes. It should identify the critical problems, select the methods to be used in designing administrative improvements, and formulate the terms of reference of the proposed programme. Clarity in the definition of problems and care in the selection of methods will influence the outcome of reform measures.

72. The second purpose of the preliminary survey is to indicate the nature and amount of resources, including technical assistance, likely to be needed in the task of administrative reform. The Government can then realistically budget the internal and external resources required for administrative reform and proceed in an orderly manner in negotiating and receiving the technical assistance required.

73. The second phase of a programme to accomplish major administrative reform consists of the collection and analysis of information on pertinent problems and the formulation of remedial actions. The third phase is the approval of the reform measures by the national authorities and the setting up of a time-table for their implementation. The last phase involves the actual implementation of the accepted recommendations, including removal of difficulties which may emerge in the process of modifying the existing system. These three phases often overlap, so that in a specific case, they do not always seem to be distinct from each other.

United Nations technical assistance for major administrative reform

74. A significant part of the activities of the United Nations programme in public administration has been concerned with major administrative reform as defined above. Country projects under this heading have been mostly concerned with the first two phases of administrative reform, viz. (a) preliminary surveys and (b) collection and analysis of information and formulation of recommendations for action. The third phase, that is, the approval and scheduling of reform measures, is necessarily the function of the Government of the country, although even in this, the United Nations experts can and have actually rendered advisory assistance. The United Nations experts have also helped in the implementation of the accepted measures for administrative reform.

75. Assistance given to a country for administrative reform may take the form of advice to the national authorities or institutions, or of surveys by the experts themselves. In certain cases, the role of the United Nations experts was primarily concerned with the establishment or strengthening of national institutions for administrative reform.

76. Apart from the country projects, the United Nations programme in public administration includes collection, analysis and dissemination of information pertinent to administrative reform for national development. Exchange of information and views through interregional and regional meetings and seminars is another element in the programme. This part of the programme, among other things, strengthens the capability of the United Nations Secretariat to give substantive support to national and international experts engaged in the task of administrative reform.

77. The following account attempts to give highlights of the past and present activities under this heading, with a view to bringing out the lessons to be learned from this experience for future guidance. No attempt is made to describe in detail all the United Nations activities in this field, and examples of country projects have been selected for illustrative purposes only.

The general technical assistance survey in Bolivia, 1949

78. The first major United Nations project in administrative reform was the survey mission sent to Bolivia in 1949. The mission, consisting of fifteen members, was headed by a public administration expert and included another expert in the same field. The other members of the mission were experts in several fields related to economic and social development -- for example, taxation and public finance, transportation, labour, agriculture and education -- and represented different specialities and organizational affiliations.

79. The mission was asked by the Secretary-General "to aid the Government of Bolivia in its task of drawing up a concrete programme of economic and social development taking into consideration the short-term economic and social problems confronting Bolivia and the broader and long-term aspects involved" and "to present definite views of how further technical assistance may be rendered through the United Nations and the Specialized Agencies to help the Government in the

implementation of such recommendations as the mission may make".^{31/} The mission set itself the task of finding a satisfactory explanation of the "paradoxical contrast between the potential wealth of Bolivia and the failure of its people to translate that wealth into the concrete evidences of a prosperous national economy". They concluded that the explanation of the paradox was to be found "in the governmental and administrative instability that has consistently marked the history of that nation".^{32/}

80. The report of the survey mission considered administrative improvement as the first and the most important of all measures and recommended that ten "Administrative Assistants" be furnished by the United Nations, to fill "positions of influence and authority as integral members of the Bolivian civil service".^{33/} This recommendation may be recognized as containing the kernel of the idea which later became the programme for furnishing operational and executive (OP&A) personnel. The recommendations of the mission relating to technical assistance for national development were accepted by the Government of Bolivia and the United Nations. Subsequent assistance to Bolivia accordingly included public administration experts to carry out administrative reforms. The experts helped the Government in planning and implementing several reform measures.

81. The Bolivian report, inter alia, emphasized two principles which have been endorsed frequently by individuals and institutions concerned with the development efforts of the technologically less-advanced countries. One is the urgency of general administrative reform as a preliminary to effective use of the national resources in economic and social development. The other is the need for concerted action towards national development. Problems of administration are common to every field of development, and endeavours to bring about progress in specific fields, such as education, health, agriculture and industry, can be hampered or defeated by shortcomings in the general administration. Similarly, administrative changes have little significance unless their impact is felt in the various nation-building activities.

^{31/} Report of the United Nations Mission of Technical Assistance to Bolivia (United Nations publication, Sales No.: 51.II.B.5), p.vii.

^{32/} Ibid., p. 2.

^{33/} Ibid., p. 3.

82. It was expected in the beginning of the United Nations technical assistance programme that "the over-all review of the administrative situation in a given country will in most cases be the task of a technical assistance mission as a whole, consisting of experts in several fields, and not merely that of individual member or investigator specialized in public administration".^{34/} The method of arranging for a United Nations mission, consisting of members with different specialities and belonging to different international organizations, to survey a country's entire economic and social situation, particularly with a view to advising the government on major administrative reform measures needed to accelerate development efforts, has, however, not been used extensively by the aid-receiving governments. Instead, greater use has been made of separate technical assistance projects for administrative improvement in the different fields. In matters related to major administrative reform, the United Nations has increasingly relied on comprehensive public administration surveys or advisory projects carried out by experts specialized in the subject.

Public administration surveys

83. United Nations projects in Iran, Jamaica, Libya, Somalia and Venezuela illustrate the nature of technical assistance for major administrative reforms given to developing countries in different parts of the world. The programme in most of these countries began with a preliminary survey by the United Nations, in order to outline a plan of action for administrative reform and to determine the nature and magnitude of the technical assistance required. This was followed by comprehensive surveys laying the basis for a comprehensive plan and for the implementation of accepted measures.

84. The Government of Venezuela requested the assistance of the United Nations for administrative improvement in 1958. This resulted in a preliminary survey and a report by United Nations senior consultants.^{35/} The report made recommendations concerning the principal administrative needs of Venezuela, organizational arrangements and technical staff required to undertake the reform measures, an agenda for

^{34/} Standards and Techniques of Public Administration (United Nations publication, Sales No.: 51.11.B.7), p.1.

^{35/} H. Emmerich, D.S. Myer, D.F. Walsh, N.H.H. Louw and J.D.N. Smith, Public Administration in Venezuela, 1958-1961 (TAO/VEN/13).

studies and reform, and the contribution that could be made by the United Nations. The report became an important document in the scheduling of activities by the Government of Venezuela, as well as technical assistance from the United Nations.

85. The Government of Venezuela issued a decree in 1958 stating: "The Public Administration Commission is hereby established to study the organization, methods and procedures of our Public Administration and the conditions of the civil servant, for the purpose of recommending reform in the public administration of the country".^{36/}

The Commission carried out its investigations by means of task forces, with assistance from the United Nations where necessary. The Government provided a sizable staff of Venezuelan technicians to carry out the work of the Commission and also retained three management consulting firms to handle specific segments of the public administration. The United Nations assigned five public administration experts to the Commission over a four-year period between 1958 and 1961. The first United Nations expert devoted himself to planning work programmes, organizing and co-ordinating the activities of the Commission and advising its Executive Director. He also assisted the Executive Director in preparing written assignments for the three management consulting firms. The other United Nations experts helped the Venezuelan co-ordinators and technicians assigned to each project and the management consulting firms in the initiation and implementation of different measures for administrative reform. They also helped the Venezuelan authorities in overseeing and co-ordinating the work of the management consulting firms. This collaboration led to the preparation, approval and implementation of over thirty major projects by the Venezuelan Government.

86. A more recent United Nations technical assistance mission went to Jamaica in 1964. It was expected to conduct "a general survey of the Government services, their organization and administration, and, at the end of the mission, to prepare a written report that will include a plan of specific next steps, including the use of multilateral and bilateral technical assistance, for the Government to consider in making necessary changes and improvements".^{37/} The mission submitted its

^{36/} Ibid., annex I, p. 155.

^{37/} N. C. Angus, w. P. Barrett and E. Holstein, Public Administration in Jamaica (TAO/JAM/6), p. 1.

report to the Jamaican Government early in 1965. The report was given wide circulation among Government departments and selected private individuals, and was tabled in Parliament in December 1965. The complete report was subsequently published and drew wide comments in press and radio. Several of the recommendations put forward by the mission were reportedly accepted by the Government.

87. Libya provides another example of United Nations assistance for the conduct of a comprehensive administrative survey and the subsequent follow-up of recommendations to ensure administrative improvements. An administrative survey of departments of the Federal Government and the provincial administrations of Libya was first conducted by United Nations experts in 1953. It was followed by advice in the formulation and implementation of specific reform measures for administrative improvement.

88. Libya transformed itself from a federal to a unitary state in 1963. This involved the integration of four separate systems, each with its own autonomous machinery and personnel. The task was entrusted by the Government to the newly created Ministry for Civil Service Affairs. The United Nations rendered technical assistance to the country throughout this transition. A team of three experts visited Libya in 1964 and carried out a preliminary survey of the public administration to identify the problems and areas which required priority action and to indicate the measures needed to launch and sustain a co-ordinated drive for administrative reform. The Government accepted most of the recommendations of the survey team and is now engaged in their implementation with further United Nations assistance, including advisers in key agencies of government and Special Fund assistance for the establishment of an institute of public administration.

89. Although there was no comprehensive survey of public administration in Somalia, owing to the urgency of the situation, the United Nations has played an important role in administrative improvement. The United Nations experts in Somalia have rendered advisory services to the Government generally on the organization and operation of various departments and agencies, on the improvement of its legal system, on public finance and on training. The Institute of Public Administration, which was established with assistance from the United Nations Development Programme (UNDP), is now engaged not only in training, but also in fostering administrative improvements in the country.

90. An example of a continuing programme for administrative reform with United Nations assistance is provided by Iran. A request of the Government led to the preparation of a preliminary report on the civil service by a United Nations expert in 1962. The task assigned to the consultant was "a preliminary exploration of the Government of Iran's wishes concerning the proposed establishment of an international group of advisers on re-organizing and strengthening the machinery of Government, particularly in view of the far-reaching financial and administrative implications of the economic development Plan, and with special reference to the possible role of the United Nations".^{38/} The United Nations has retained a deep interest in and participated in administrative reform in Iran. The Government created a High Council on Government Administration in 1962, which, inter alia, was responsible for identifying administrative problems and recommending remedial steps. A number of the United Nations experts have assisted the Iranian officials in the High Council in such fields as civil service legislation, organization and management, personnel training and general administration. The Government of Iran recently approved the new Civil Service Law prepared by the Council with the assistance of United Nations experts. The law envisages the introduction of some fundamental changes in the administrative machinery of government to accelerate the pace of national development. It is widely recognized in Iran that the implementation of the Civil Service Law is a task of long-term duration and that it will take special efforts to introduce all the changes stipulated in it. The Government has already asked the United Nations for further and more comprehensive assistance in the implementation of the reform measures.

91. Quite frequently, the United Nations projects related to major administrative reform included assistance in the building of national institutions capable of fostering administrative improvements on their own. Among the illustrations cited in the preceding pages, Iran, Libya and Venezuela now have central agencies for administrative improvement which were established or strengthened with the assistance of the United Nations. Cambodia, Ghana and Nepal are other countries where United Nations experts gave advisory assistance in the establishment of central offices for administrative improvement.

^{38/} Reorganization of the Civil Service of Iran (TAO/IRG/56), p.1.

Some tentative conclusions regarding country projects in major administrative reform

92. The foregoing are only a few of the country projects related to major administrative reform. Nevertheless, they illustrate some of the problems and prospects of United Nations technical assistance to governments in affecting administrative reform. An analysis of a number of country projects suggests a few generalizations which deserve further analysis and validation:

(a) Administrative improvement is a long-range and difficult process.

Nations may frequently find that far-reaching changes of a fundamental nature are essential in political and social spheres as the first step in administrative reform. There is need for fixing priorities for action and establishing a frame of reference to ensure proper orientation of individual projects. Given the right political and social environment, administrative reform efforts can succeed if pursued consistently and with full realization of the complexity of the task and the nature and magnitude of the resources required.

(b) The concept of major administrative reform implies a need for periodic review and reorganization of public administration. The rapid expansion of the duties of the state enlarges the sphere of administrative action and creates what has been termed administrative lag.^{39/} Administrative inadequacies may also be accentuated by an inevitable obsolescence in administrative structure and processes. At the same time, popular demands for economy in government may make it difficult to devote adequate effort and resources to building and improving the capacity of the administrative system. In order to maintain the viability and effectiveness of an administrative system in the face of changing national resources and requirements, it is important to review and readjust the entire system periodically.

(c) Problems of administration are common to every field of activity.

The success of planned development depends upon the capacity of the administrative system to implement the plans and programmes of national development in all spheres of state activity. This, in turn, points to the need for administrative planning as an integral part of national planning to avoid failures in implementation and

^{39/} See A Handbook of Public Administration (United Nations publication, Sales No.: 61.II.H.2), p. 5.

the necessity for concerted action for improvements in all elements and parts of public administration.

(d) Administrative surveys and studies contribute little to administrative reform unless they are followed by approval and implementation of specific measures. Efforts at administrative reform too often stop with the preparation of reports or promulgation of laws. Implementation of reform measures may encounter resistance from different sources or run into difficulties created by lack of technical know-how and financial resources. The process of implementing reform measures is complex and full of difficulties. It calls for special efforts. Particular attention has to be given to training the persons who will be responsible for the working of the new systems. Officers responsible for implementation must be alert to difficulties that may emerge in the process.

Research and exchange of information on major administrative reform

93. The research activities of the United Nations in public administration are meant, in large part, to render support to the experts of the United Nations and to government officials of the developing countries engaged in the task of administrative improvement. The activities include analysis, systematization and dissemination of information on selected problems directly related to technical assistance in public administration.

94. The first United Nations publication which was related directly to major administrative reform was the work of the Special Committee on Public Administration problems (1951). The report of the Committee, published as Standards and Techniques of Public Administration, was designed "as a guide for surveying the status of the public administration of an under-developed country; for identifying the steps that can be taken by a newly organized country in establishing its administration; and for determining the measures which might be considered by an older and more established country in endeavouring to improve its administrative system".^{40/} The report outlined the main elements of public administration and the measures for their improvement. It included an exhaustive outline for a survey of administrative conditions in a country, which could be followed by experts in analysing an administrative system with a view to its reform. The nature of

^{40/} United Nations publication, Sales No.: 59.II.B.7, p. 1.

international services in public administration was also indicated in the report.

95. Another important work of the United Nations Secretariat in this field is the Handbook of Public Administration, issued in 1961. It is a statement of the basic elements of a programme of public administration improvement in developing countries. It describes assistance available to such countries from the United Nations. Its conclusions generally reflect the experience gained during the first decade of technical assistance in public administration. "The handbook is addressed primarily to government officials, who are shouldering the heavy burdens involved in promoting the economic, social and administrative development of their countries".^{41/} Accordingly, it "concentrates on the action and developmental side of the service State".^{42/}

96. In addition to these two major documents, the United Nations has helped the regional economic commissions in undertaking activities pertinent to major administrative reform. Two noteworthy efforts in this regard were the Seminar on Urgent Administrative Problems of African Governments arranged by the Economic Commission for Africa in 1962, and the meeting of the Working Group of Experts on Major Administrative Problems of Asian Governments convened by the Economic Commission for Asia and the Far East in 1966. The United Nations Public Administration unit gave support to these deliberations and contributed technical papers.^{43/}

97. The major purpose of such seminars and working groups is two-fold. In the first place, these meetings help the developing countries to exchange information and to learn of experiences elsewhere. Secondly, they facilitate consideration of the ways and means in which the United Nations and the regional commissions can help the Governments to deal with them.

98. The United Nations has also commissioned or encouraged studies by professional institutions, some of which have contributed to efforts for major administrative reform. The studies carried out by the International Institute of

^{41/} Handbook of Public Administration (United Nations publication, Sales No.: 61.II.H.2), introduction, para. 11.

^{42/} Ibid., para. 36.

^{43/} "Report of the Seminar on Urgent Administrative Problems of African Governments", (E/CN.14/180) and "Report of the Working Group of Experts on Major Administrative Problems of Asian Governments" (E/CN.11/L.143).

Administrative Sciences for the United Nations were widely distributed and served to disseminate information on different aspects of public administration and the measures for improvement. One of these was entitled "Procedures for the Preparation and Implementation of Administrative Reform" (1957). It analysed the many methods found to be valuable for administrative reform and their appropriateness under different conditions.

Present programme

99. Technical assistance for major administrative reform measures, through advisory missions, remains a significant part of the present programme. In addition to the on-going projects, a start has been made in Guyana. Recently, the Government of Guyana requested assistance for administrative reform, and a United Nations team visited the country in October 1966. Several other requests are under consideration.

100. The appointment of regional advisers in public administration to the Economic Commissions for Africa, Asia and the Far East, and Latin America and interregional advisers at United Nations Headquarters has opened new possibilities for assistance to the developing countries. These advisers, who are available to countries for short-term missions, can play an important role in laying the basis for technical assistance needed for major administrative reform.

Towards a strategy of administrative reform

101. Public administration, by its very nature, is a dynamic discipline which is deeply influenced by findings in the social and physical sciences on the one hand, and by the changing demands imposed on it, on the other. The methodology of administrative reform has been particularly fluid because of the dynamic nature of public administration and the newness of attempts at induced change. Now that national efforts at administrative reform, with or without technical assistance from outside sources, have generated a considerable volume of literature, it is important to review it for purposes of improving the techniques and procedures available for administrative reform.

102. Sound analyses of the experience of particular countries in solving their administrative problems would, therefore, contribute to a better understanding of the methods of stimulating and executing measures for administrative reform. The Working Group of Experts on Major Administrative Problems of Asian Governments

recommended the preparation of case studies and synthesis of experience in attempts at major administrative reform for development purposes. The main objective of such studies would be to identify factors conducive to the success of administrative reform efforts and to formulate guidelines for the design and implementation of reform programmes under different circumstances.

103. The United Nations has recently undertaken a comparative study of national efforts at major administrative reform. The study is specifically designed to collect information on the nature and extent of attempts at major administrative reform and on the factors that influenced the initiation, design, preparation and execution of programmes of major administrative reform.

104. The information collected through a questionnaire with the assistance of correspondents in the selected countries will be analysed to obtain better insights into the problems and processes of administrative reform and ways in which the United Nations programme in public administration can best assist national efforts for administrative improvement. It is planned that a preliminary report of the study will be made available to the Working Group of Experts on Major Administrative Problems of Asian Governments, scheduled to be held in 1968.

Systematization and exchange of information

105. The developing countries are at different stages of economic and administrative development, and their requirements for external assistance vary. As more and more countries develop their own institutions and resources for major administrative reforms, their needs for technical assistance in public administration may be expected to change. Instead of requiring advisory or operational personnel from outside, they may be more interested in finding out how other countries have dealt with their problems of administrative reform, and then draw upon such experience in the formulation and application of appropriate measures of their own.

106. The changing needs of the Member States underline the importance of developing information for nations looking for experience comparable to their own, and also for analysing and synthesizing experience to develop new insights into the strategies and tactics of administrative reform to meet changing conditions. The United Nations has made only a modest beginning in this respect; but because of its unique position in synthesizing the experience of many countries, it can make a major contribution to administrative improvement through comparative studies.

III. ADMINISTRATIVE ASPECTS OF PLANNING AND PLAN IMPLEMENTATION

New dimensions of public administration under planned development

107. Planned development necessarily leads to an increase in the role played by the state in economic and social affairs and this in turn places heavy burdens on the public administration. Although the objectives, priorities and methods of planning vary in different countries, public administration is a focal point in the planning process. The formulation of coherent economic and social policies, rational decisions for optimum utilization of resources for national development, and co-ordination in the implementation of national plans at all levels are common to all efforts in development planning. In most of the developing countries, the state must create institutions for the implementation of large segments, if not the whole, of its plans, depending upon the political, economic and social realities.

108. The advent of national planning adds several new dimensions to public administration. It involves the establishment and staffing of a central planning agency and a network of auxiliary units. Planning creates a need for establishing new, and strengthening existing, centres of decision-making in government. It entails organizational arrangements for research and statistics, as well as project formulation (including feasibility studies), to provide the basis for planning. It requires the creation and strengthening of organizations for the implementation of plans. These and other demands of planned development mean an expanded role of public administration. The success of plans in accelerating economic and social development thus comes to depend upon expansion of the enterprise and capacity of the administrative system.

Public administration as a strategic factor in planned development

109. The importance of public administration as a strategic factor in planning and plan implementation has been frequently demonstrated in the experience of developing countries. When the various causes of shortcomings in planned development are analysed, administrative weakness stands out as one of the major factors. The Committee for Development Planning, which met in New York in 1966, observed that the "evaluations presented to the Committee... showed disappointing progress both in the implementation of developing countries' plans and in achieving the goals of the United Nations Development Decade ... There is also a danger that the modesty of achievements of recent years will generate some doubt or

pessimism in developing countries with regard to the efficiency of planning".^{44/} In their opinion, the crucial question was plan implementation. The Working Group of Experts on Major Administrative Problems of Asian Governments, which met in New Delhi in April 1966, found that "there was an increasing feeling that the short-fall in implementation was to a large extent due to deficiencies in administration".^{45/} The Secretary-General, in his progress report on the United Nations Development Decade submitted to the Economic and Social Council in 1965, observed that "one of the major obstacles to the full utilization of national resources by the developing countries has been the lack of trained personnel and the inadequacy of government procedures and structures".^{46/} The administrative obstacles to planning and plan implementation are the recurrent theme of almost all studies concerned with planning and development.

Planned development as a frame of reference for technical co-operation in public administration

110. The crucial role of public administration in national development has been recognized in the United Nations programme in public administration from its inception. As mentioned in chapter I on the legislative and administrative evolution of the programme, requirements of economic and social development have been the paramount considerations in the technical co-operation projects in public administration. All the projects related to administrative reform, personnel administration and training, organization and methods, decentralization and local government have administrative improvement for national development as their main objective. Development plans provide a useful frame of reference, both for national efforts to improve public administration and for United Nations technical assistance in support of such efforts.

^{44/} Official Records of the Economic and Social Council, Forty-first Session, Supplement No. 14, para. 7.

^{45/} "Report of the Working Group of Experts on Major Administrative Problems of Asian Governments", (E/CN.11/D.143), para. 1.

^{46/} United Nations Development Decade - Progress report submitted in accordance with Economic and Social Council resolution 984 I (XXXVI): note by the Secretary-General (E/4033), Chap. 3.

111. This chapter is concerned with some of the special administrative problems associated with development planning and administration of economic and social development. These include administrative aspects of planning, measures to ensure plan implementation, as well as organization and administration of public enterprises, regulatory bodies, and other instruments for economic development. Although the contribution of the United Nations programme in public administration has been modest in the past, the increasing gap between goals and achievements of planning has now forced increasing attention to them. The following account describes the work of the Branch and indicates some of the steps which need to be taken to increase its contribution to national efforts for development.

Country projects

112. There have been only a small number of country projects in technical co-operation that are directly related to development planning. The Republic of China, Ecuador, Thailand and Uruguay are cited here as illustrations. In Uruguay, an expert was attached to the National Advisory Group on Planning established under the tripartite committee of the Organization of American States, the International Bank for Reconstruction and Development and the United Nations Economic Commission for Latin America. The expert assisted the members of the Advisory Group and the Government officials on administrative problems arising out of the plans formulated by the tripartite group.

113. The Ecuador project involved advice to the Planning Department in studies related to the public administration aspects of economic development plans of the country. The project also included formulation of recommendations on the administrative machinery of the Government, so that it could contribute more efficiently to the economic and social development of the country.

114. In Thailand, a United Nations expert is attached to the Bureau of Planning and Research in the Office of the Under-Secretary to the Prime Minister. His task is to help the bureau in designing a system for the evaluation and administrative control of the different programmes carried out by the Government.

115. In China, a United Nations expert is assigned to the Ministry of Economic Affairs, which is the operating agency of the Government for development of public enterprises. The expert is assisting the Ministry in the formulation of a comprehensive law regulating the organization and operation of public enterprises.

a system of control and supervision of the Operation of the public enterprises, an integrated management information system and a personnel management system for the public enterprises.

Research and exchange of information

116. The first study undertaken by the United Nations public administration staff on administrative aspects of development planning was a preliminary survey of the experience of several Latin American countries. It was conducted by a United Nations expert in public administration in response to the recommendations of the Economic Commission for Latin America. The report of the survey, issued in 1957, represented an important contribution to the field of development administration, as it analysed the organizational arrangements needed for the planning of public investment, over-all and partial programming, and direction of programming.^{47/}

117. In 1963, a project on administration of national development planning was initiated. The project began with a preliminary study which was conducted in collaboration with the Institute of Economic and Social Development in Paris. The study consisted of two parts: (a) administrative aspects of planning in developing countries; and (b) administrative aspects of social planning. It was based on an analysis of experience of twelve selected countries in Africa, Asia and Latin America and extensive consultations with recognized authorities on the subject. An interregional meeting held in Paris in 1964, which brought together a number of experts and key officials in charge of development planning in selected countries, reviewed the report of the preliminary study and other background papers on related topics. The deliberations of the meeting of experts, the report of the preliminary study and a number of selected papers were published by the Branch in 1966.^{48/}

118. The Branch has given support to the regional commissions in holding working parties and seminars on administrative aspects of planning. The Branch provided two papers for the tenth session of the ECAFE Working Party on Economic Development

^{47/} Introduction to public administration in development policy (TAA/LAT/17).

^{48/} Administration of national development planning (ST/TAC/M/27).

and Planning that met in October 1966 to consider administrative aspects of development planning. ^{49/} One of the papers, entitled Administration of National Development Planning: Principles and Fallacies, was prepared by a consultant for the Working Party and has been issued by the United Nations for wider distribution. Other regional commissions have scheduled similar seminars and working parties on the subject and have invited the Branch to collaborate on them. ^{50/}

119. The ECAFE Working Party made several recommendations which bear on the United Nations programme in public administration and suggest possibilities of co-operation between the United Nations public administration staff at Headquarters and the regional secretariat. Among other things, the Party recommended study of administrative aspects of planning with a view to identifying strategic areas which hinder plan implementation, and the role of local government institutions in plan formulation and implementation. The Party also recommended the preparation of case studies in depth of successful public enterprises by teams representing different disciplines. Training in managerial skills was emphasized to meet some of the problems of plan implementation, and it was recommended that ECAFE and the United Nations Public Administration Branch in co-operation with other agencies concerned, consider the publication of a handbook of training facilities available in and outside the region. The Working Party emphasized the continuing need for exchange of information on problems of administration through exchange of basic documents related to administrative reforms and public enterprises; and the organization of seminars for senior administrators engaged in the task of plan formulation and implementation.

120. The planning and development institutes established in Africa, Asia and the Far East, and Latin America provide additional opportunities for joint action in this field. The regional advisers in public administration have collaborated in training and other technical assistance activities of these institutes. Joint

^{49/} The Administration of Economic Development Planning: Principles and Fallacies (ST/TAO/M/32) and Report of the United Nations Seminar on Organization and Administration of Public Enterprises (ST/TAO/M/35).

^{50/} It is planned that a regional seminar will be held by ECLA in Latin America in 1967 and by ECA in Africa early in 1969.

programmes in research by the Branch and these institutes merit serious consideration.

Public enterprises and other instruments of plan implementation

121. In order to deal with the administration of development planning in depth, it is important to go thoroughly into such questions as project formulation and implementation, as well as various instruments for plan implementation. The latter includes administrative aspects of various means of economic control at the disposal of the State. Among them, public enterprises have become one of the most important. Many developing countries have resorted extensively to the use of public enterprises (and also mixed enterprises) as an instrument for economic development, partly to build up the infrastructure, partly to accelerate economic growth in areas where private investors and entrepreneurs would be unable or unwilling to move, and partly to execute the Government's broad political and economic policies. Public enterprises and other "autonomous" agencies have also been used by developing countries to overcome certain institutional and other shortcomings, including the handicaps in the traditional structure of public administration. The extensive use of public enterprises and other autonomous agencies has given rise to many new problems of an administrative nature.

122. The United Nations programme in public administration has been concerned with these problem areas. The administration and management of public enterprises has been the topic of regional and interregional seminars. The country projects were largely in the area of organization and methods assistance to public enterprises in particular countries. In most cases, the organization and methods experts helped the national public enterprises to streamline their management processes, including accounting and information systems. In some cases, OPEX personnel were assigned to managerial positions in the public enterprises. As these subjects are discussed in other chapters, the present analysis is confined to the regional and interregional seminars on public enterprises.

123. The first seminar on the organization and administration of public enterprises in the industrial field was held in Rangoon in 1954.^{51/} It was a

^{51/} For the report of the seminar, see Some Problems in the Organization and Administration of Public Enterprises in the Industrial Field (United Nations Publication, Sales No.: 54.II.H.1).

collaborative effort of the Economic Commission for Asia and the Far East, the International Institute of Administrative Sciences and the United Nations public administration staff. Extensive documentation was prepared on different aspects of public enterprises. The seminar was concerned with the types of organization suitable for public enterprises, organizational relationships, the control of public enterprises, and internal problems of personnel and management. The International Institute of Administrative Sciences published a number of special papers prepared for the seminar as well as a comparative analysis of public enterprises in different regions of the world.^{52/}

124. The second seminar on public industrial management in Asia and the Far East was held in New Delhi in 1959. The Economic Commission for Asia and the Far East, the Indian Institute of Public Administration and the United Nations public administration staff at Headquarters collaborated in the organization of the seminar. Extensive material on the problems of public industrial enterprises in the countries of the ECFAFE region was prepared for the seminar. The report of the seminar, along with selected papers, was published by the United Nations in 1960.^{53/}

125. The review of the programmes in the field of public administration in the United Nations and the specialized agencies, which was undertaken by two experts under resolution 796 (XXX) of the Economic and Social Council, noted the great variety in form, legal status, functions, and purposes of autonomous agencies. It observed that the distinctive administrative characteristics of public enterprises and their relations with the state had not been the subject of thorough and comprehensive study. In its resolution 907 (XXIV) the Economic and Social Council called on the Secretary-General and the heads of the specialized agencies to focus attention, in their programmes of work, on the problems of the legal and administrative relations between State and public autonomous institutions. In

^{52/} A. H. Hanson, ed. Public Enterprise: A Study of Its Organization and Management in Various Countries (Brussels, 1956).

^{53/} Public Industrial Management in Asia and the Far East (United Nations publication, Sales No.: 60.II.H.1).

compliance with this request, the United Nations established as part of the public administration programme an interregional project entitled "organization and administration of public enterprises". The objectives of this project were to identify the main principles of organization and management of public enterprises and to provide governments with alternative approaches to the problems of planning, establishment, supervision and management of these enterprises. In 1965, a questionnaire was prepared as a basis for carrying out surveys in twenty-two selected countries of Africa, Asia, Europe and Latin America. From the replies to the questionnaire, a preliminary report was prepared by Professor A. H. Hanson as the basic document for the Interregional Seminar on the Organization and Administration of Public Enterprises, which took place at the Palais des Nations in Geneva, from 26 September to 4 October 1966.

126. The Geneva Seminar had many advantages over the previous seminars on public enterprise. A major advantage was that a genuine dialogue took place between the countries with mixed economies and those with centrally-planned economies. This was facilitated by the fact that the countries of centrally-planned economies are tending to give their public enterprises greater liberty of action within their economic development plans, while the other countries are talking less about the "autonomy" of public enterprises and more about public enterprises in their role as instruments of coherent and co-ordinated national development. Consequently, there is a certain convergence between the two groups of countries, which makes the dialogue between them considerably more fruitful than was formerly the case. The report of the Seminar, which was adopted unanimously and represented a genuine consensus of opinion, underlined the basic and important problems concerning public enterprises as an instrument for economic development and made concrete suggestions as to the principles which may be brought to bear on their solutions.^{54/} The report also pointed out those areas of controversy where, in the opinion of members of the Seminar, further study needs to be undertaken. Among the subjects which require further studies in depth is the "measurement of management" in the field of public enterprise. It is planned to follow up the Geneva Seminar by a series of

^{54/} For the report of the Seminar, see ST/TAO/M/35.

regional seminars or workshops and by the preparation of a handbook or series of handbooks on the administration of public enterprise.

127. The Branch's work on various instruments for plan implementation will not be limited to public enterprise. Increasing attention, for instance, will be given to regulatory agencies as an instrument of development.

Future programme

128. As pointed out earlier, only a modest beginning has been made in the systematic analysis and treatment of the administrative factors responsible for the gap between plans and performance. The United Nations is now intensifying its work in this area. A Section has recently been established in the Public Administration Branch to deal with the ways and means of developing studies and other activities to assist the developing countries in improving their development planning and implementation. The Branch is planning to carry out comparative and individual country studies on the administrative aspects of planning and plan implementation, including selected studies on formulation and execution of projects. The Branch also plans to develop material on how to design information systems for plan formulation and control of plan implementation.

129. On the basis of discussions with several experts and institutions, the United Nations is exploring several areas for action. It has requested the International Group for Studies in National Planning (INTERPLAN) to consider the preparation of a methodological note on the measurement (quantitative or qualitative) or appraisal of administrative capability of a government organization to carry out its functions under a development plan. The proposed study will include indications of methods that can be used to measure or appraise the administrative capabilities of different types of government organizations, for example, ministries and public enterprises, and also those of total systems. The efforts are primarily being directed towards the development of simplified systems which can be used in practical operations in developing countries where statistical and other data are generally limited.

130. The needs here involve inquiry going well beyond existing frontiers in public administration. The objective, in effect, is to seek more specific insights into the role of administration in social and economic development programmes, into indices of administrative capability, and into elements more directly affecting

increases in such capability. Guides are needed for making allocations specifically for administrative improvement in development plans and budgets, including criteria for assessing return on investment in administrative improvement. In short, the objective is to develop a rational basis for estimating administrative capability for planning purposes and for determining the amount and nature of investments required to increase that capability.

131. As indicated earlier in this chapter, the Branch will devote increasing attention to various instruments for development, especially public enterprises and regulatory agencies.

132. There are two additional points which deserve mention. The work programme of the Branch includes studies on the public administration aspects of science and technology, including studies on government organization and personnel management to ensure optimum use of technological advances. Another point concerns the relationship between administrative law and national development, which has not attracted the attention it deserves. The extension of state functions invariably brings in more complexities in the administrative system of a country as well as in its relationships with the citizens. The Branch recently asked an authority on the subject to prepare a paper on the juridical aspects and content of public administration relating to the multifarious tasks involved in programmes of national development.^{55/}

^{55/} Droit administratif et développement national (ST/CAO/M/34) (French only).

IV. PERSONNEL ADMINISTRATION

Importance and function of personnel administration

133. The success or failure of an administration depends largely on its personnel. Every system of public administration needs persons of different levels of education and expertise. Personnel administration includes all those activities which are meant to secure the services of such persons and to provide for their effective use and further development in the achievement of the organizational goals.

134. Two factors have contributed greatly to the importance of personnel administration. One is the increasing growth and complexity of governmental functions, which raise personnel requirements of the public service in terms of both numbers and qualifications. The rapid expansion of government activities invariably creates staffing problems which need special efforts for their solution. The other factor is the stress on human aspects of administration. This is based on the growing realization, substantiated by research, that performance of individuals is enhanced if there is a proper relationship between them and the organization. Both these factors accentuate the need for government-wide standards of public employment, and a well developed system of personnel management.

135. The first step is to provide the framework for a sound and flexible civil service system. Legislation is usually required for the purpose, supplemented as necessary by detailed regulations to guide personnel actions such as recruitment, classification, compensation, promotion, superannuation, conduct, and rights and obligations of public employees. The objective, it should be emphasized, is to attract qualified people for the public services and to enable them to contribute to their maximum capacity to national development.

Technical assistance for personnel administration

136. The inception of the United Nations programme in public administration reflects widespread recognition of the needs of developing countries for trained personnel for the public services. Initially, as mentioned in chapter I, the United Nations contribution was expected to be primarily in the field of training. It was soon realized that the nature of the personnel system and the management of personnel were equally, if not more, important factors influencing the availability and quality of personnel for the public services. Accordingly,

personnel administration was recognized as one of the main areas for United Nations technical assistance in public administration. The United Nations has arranged for over fifty expert missions to advise the developing countries on personnel administration and civil service reform. In addition, many of the experts in general public administration worked on personnel administration projects.

137. The terms of reference of the experts engaged in technical assistance in personnel administration vary from surveys of the existing civil service system and the needs for major reforms to assistance in improving particular aspects of personnel administration, such as job classification and personnel management in particular agencies. The following account briefly indicates the nature of assistance rendered to the developing countries in personnel administration by citing examples of selected country projects and regional and interregional activities.

Civil service improvement as part of major administrative reform

138. Technical assistance given by the United Nations in support of major administrative reform programmes, discussed in chapter II, usually included assistance to modernize the civil service system. That was the case, for example, in Iran, Libya and Venezuela. The Government of Iran has recently promulgated a new civil service law to improve personnel administration as part of the general administrative reforms. The law, drafted with the assistance of United Nations experts, provides for the establishment of a Civil Service Commission, which will be responsible for the administration of the law, including the issuance of instructions, regulations and standards on all aspects of personnel administration throughout the Government. It provides for the conversion of all employees to a newly-established civil service structure and for the application of uniform standards to all personnel in the public service of Iran. The Government of Iran has requested Special Fund assistance to obtain the experts and fellowships needed in organizing the central personnel agency and otherwise implementing the law.

139. The technical assistance project in Venezuela included the preparation of a law for the institution of a comprehensive, modern system of personnel administration in the country. A firm of management consultants was given the task of preparing the initial drafts of a career service law, regulations to implement the law, a classification and remuneration scheme, standards and techniques

of personnel selection and a social security scheme. The United Nations experts provided general advice to the Venezuelan authorities in all of these aspects of personnel administration as well as other matters involved in the administrative reform programme.

140. Similarly, in the case of Libya, the United Nations gave assistance in personnel administration as part of the over-all programme for administrative reform. The public administration project in Libya started in 1953. Since then, a total of seventeen United Nations experts in different aspects of public administration and nine OPEX experts have worked there for varying periods. Among the major results of this country project was the promulgation of a civil service law and the establishment of a Civil Service Commission. United Nations assistance to Libya continues, with emphasis now on implementation of the civil service law and other administrative improvements.

Civil service legislation and administration

141. There are many instances in which assistance was given specifically for civil service reform. Projects in Colombia, Ecuador, Ethiopia, Jordan, Panama and Somalia are illustrative of this type of assistance. In Colombia, the preparation of a civil service law was undertaken with the help of a United Nations expert in 1955. The project also included the preparation of a new position classification and salary scheme for the civil service. This was followed by assistance in the preparation of a decree establishing the administrative department of the civil service and the Civil Service Commission in 1958.

142. The project in Panama included personnel administration in a larger programme of assistance. A United Nations expert assisted in establishing the Directorate General for Planning and Administration in the Office of the President. The agency, among other things, is responsible for personnel policies of the Panamanian Government.

143. In Ecuador, United Nations assistance involved collaboration with a private consulting firm in the preparation of norms for personnel administration. The role of the United Nations expert included advice to the officials of the Government of Ecuador in directing the private consulting firm in the task.

144. In the case of Somalia, United Nations experts assisted in the preparation of the Somali Civil Service Act of 1962, the main purpose of which was to introduce

uniform salaries and conditions of service throughout the Government.

145. The project in Jordan involved assistance to the Government in establishing the Civil Service Department. The Government of Jordan had promulgated a new Civil Service Law in 1955, and the Civil Service Department was established as the central personnel agency to administer it.

Advice on particular aspects of personnel administration

146. Quite frequently, developing countries seek technical assistance for the improvement of a particular aspect of personnel administration, such as position qualification, pension plan, examination system for entry into the public services and pay scales. For example, the Civil Service Department in Colombia received United Nations assistance in organizing a programme of examinations for the recruitment of staff for the newly established Central Organization and Methods Office in 1961. Assistance to Iran has been provided in the preparation of a pension plan. Assistance in the development of a position classification system was given to Ethiopia, Peru and Saudi Arabia.

147. Manpower surveys for planning public personnel requirements deserve special mention. Such surveys are now becoming more common in the developing countries as the basis for improving the utilization of human resources in general. There is also the possibility of conducting surveys to provide the basis for training programmes and other civil service affairs. The United Nations public administration experts have helped in the conducting of manpower surveys in two cases. One was the survey carried out in Ghana with the collaboration of the International Labour Organisation in 1956. The other was the manpower survey for the public service in Somalia in 1962. Both these surveys were intended to provide a basis for the development of educational and training arrangements to ensure an adequate supply of persons qualified for entry into the public services. In addition to general manpower surveys, which are the responsibility of the International Labour Organisation, there is need for specific surveys to work out long-range plans for the supply of manpower with the skills needed in the public service. Such surveys are needed widely and could be carried out either separately or as part of the general surveys undertaken on a collaborative basis by the International Labour Organisation and the United Nations.

Personnel reforms in particular agencies

148. Sometimes governments seek assistance from the United Nations in improving the organization and structure of the civil service in a particular agency or service. The United Nations has given assistance for the improvement of personnel systems of selected agencies or services in Guyana, Jordan, and Peru. In Jordan, a public administration adviser assisted in the preparation of the personnel regulations for the East Ghor Canal Authority. In Peru, assistance was given to the Employees' Social Security Agency, a semi-autonomous entity in the Ministry of Public Health, in the classification of approximately four thousand positions, as a basis for a new compensation scheme.

149. The most recent example of this kind is the assistance given to the Government of Guyana in the organization of the foreign service. The Government of British Guiana (now Guyana) sent a request to the United Nations in September 1965 for an expert to advise on "the setting up of the Ministry of External Affairs in preparation for independence; diplomatic training with regard to missions abroad; and any matter pertaining to the organization of a Foreign Service on achievement of independence".^{56/} The adviser submitted a report to the Government on the rules and regulations for the establishment and management of the Foreign Service.^{57/}

OPEX assistance

150. In one country, Ethiopia, the United Nations has also provided experts under the OPEX scheme to work in personnel administration. One OPEX expert was administrator of the Imperial Ethiopian Personnel Agency from 1962 to 1964. Another managed the National Pension Board during the same period. This assistance was over and above the advisory services provided to Ethiopia for civil service reform, which included the drafting of classification regulations and a personnel manual.

Civil service reforms through the institutes of public administration

151. The account of technical assistance in personnel administration would be incomplete without reference to the role of the United Nations-aided institutes of public administration. Since training is mentioned in chapter VII, it will

^{56/} Organization of the Foreign Service in Guyana (TAO/GUYA/1).

^{57/} Ibid., annex II.

suffice to point out here that experts in personnel administration who are assigned to the institutes are sometimes requested to help the governments in the improvement of their personnel systems. For example, the United Nations experts attached to the Public Administration Institute for Turkey and the Middle East assisted Turkish authorities in drafting the new state personnel law. In the United Arab Republic an expert attached to the Public Administration Institute submitted a report in 1962 to a commission concerned with the re-organization of the general structure of the public services. Similarly, United Nations experts at the Somali Institute assisted in the preparation and promulgation of the Civil Service Law of 1962.

Research and exchange of information on personnel administration

152. The activities of the Public Administration Branch for improvement of personnel administration include research projects and regional seminars. The first was the Seminar on the Organization and Training of Personnel for the Public Service held in Montevideo in 1955.^{58/} It was a joint project of the Government of the Republic of Uruguay and the United Nations Public Administration Division. It was designed primarily to give Latin American officials and United Nations experts an opportunity to exchange ideas on modern techniques of personnel administration.

153. A recent seminar was convened in 1965 by the Economic Commission for Africa on Personnel Administration in Central and Local Authorities, for which the United Nations Public Administration Branch supplied materials resulting from interregional research.^{59/} The ECAFE is planning to hold a workshop on national and local government personnel systems in 1967, for which two Headquarters' studies (Local Government Personnel Systems and Handbook on Civil Service Laws and Practices) will serve as part of the documentation.

154. The Handbook on Civil Service Laws and Practices is the result of a major research project of the Branch completed recently.^{60/} The Handbook presents and

^{58/} Training and Administration of Personnel in the Public Service: Report and Documents: Seminar on Public Administration, Montevideo, October 1955 (United Nations publication, Sales No. 56.II.H.2).

^{59/} Report on the Seminar on Personnel Administration in Central and Local Authorities, Addis Ababa, 22 November-3 December 1965 (E/CN.14/350).

^{60/} United Nations publication, Sales No. 66.II.H.2).

analyses information on the civil service laws and historical development of systems of personnel administration. It is designed to help developing countries obtain an understanding of the basically different approaches to personnel administration in various parts of the world, so that they may be better able to benefit from the experience of other countries and design systems suited to their circumstances and policy objectives.

155. The French personnel system has influenced personnel administration in a number of countries. It is important, therefore, that persons engaged in improving and administering civil service systems understand it. Since there was a dearth of material on the French system in English, the United Nations financed the translation and publication in English of Grégoire's La Fonction publique, under the title of The French Civil Service.^{61/}

Future programme

156. The Branch has commissioned the International Institute of Administrative Sciences to carry out a comparative study of central personnel agencies, which is expected to be completed in 1967. The proposed study is to focus on the role of the central personnel agency in actual administration of personnel systems.

157. The work programme of the Branch includes a project for the preparation of a manual on Methods of Selection and Promotion in the Public Services, including examinations, interviews and performance ratings. The study will draw on world-wide experience and will be designed especially to aid the practitioners concerned with these problems in developing countries. Consideration is also being given to the preparation of manuals on other aspects of personnel administration, such as job classification, personnel records and morale and discipline.

158. There is a growing awareness that, despite acute shortages of qualified personnel in the public services of developing countries, poor use is often made of the professional, administrative and technical personnel already available. The Branch is considering the collection of information on methods used in various parts of the world to improve the utilization of personnel in the public services. This is a multi-faceted problem, including complex questions of personnel

^{61/} Roger Grégoire, The French Civil Service (Brussels, International Institute of Administrative Sciences, 1964).

management. Approaches to the systematic collection and analysis of existing information on these problems are being explored.

159. Concern has also been expressed among developing countries with the difficulties of obtaining a sufficient supply of qualified scientific, technical and managerial personnel and with methods for assuring their development and retention within the Public Service. Such problems are frequently complicated by insufficiently competitive pay scales and by absence of effective management practices.

160. The Branch plans, in collaboration with other agencies concerned, as appropriate, to assess these problems and to disseminate reports and studies relating to successful practices used in the various Public Service systems. It also plans to undertake studies such as projection of supply and demand, advanced specialized training, development of incentives for recognition and retention for professional, scientific and technical personnel.

V. ORGANIZATION AND METHODS

Scope of organization and methods programme

161. Organization and methods, which is concerned with the structural and procedural aspects of government, has been an important component in the United Nations programme in public administration. Experts in this field have been in great demand in technical co-operation work. The Governments of developing nations, troubled by inefficiency, backlogs and bottlenecks in their administrative systems, have sought aid in diagnosing the causes of trouble and prescribing remedies to eradicate them or methods to circumvent them. Some of the earliest requests for technical assistance received by the United Nations in the field of public administration related to organization and methods. The earliest United Nations experts were specialists in this field charged with the task of finding the causes of administrative difficulties and advising on how they could be eliminated.

162. This chapter describes the work of United Nations experts in organization and methods, by presenting some illustrative cases of their work. This description is given under headings showing the main kinds of missions on which such experts were sent. A view is given also of the research and informational work undertaken by the Headquarters staff to support organization and methods activities in the developing countries.

Aid in establishing organization and methods offices

163. Institution-building has been one of the major objectives of the United Nations technical co-operation programme. In the organization and methods field, efforts have been made to create or strengthen the institutions in the developing countries which are capable of bringing about administrative improvements.

164. The United Nations has rendered assistance to several countries in the creation of new, or the strengthening of existing, central organization and methods agencies. Assistance has also been provided for the establishment of subordinate organization and methods offices or units in the largest ministries, departments and agencies. The part which the United Nations experts have played in establishing and improving organization and methods offices in several countries is illustrated in the following paragraphs.

(a) Colombia

165. The history of technical assistance in organization and methods in Colombia goes back to 1953. At that time, the United Nations public administration mission recommended the formation of an organization and methods office in the Bureau of the Budget, and in 1954, it was established. The public administration adviser initiated a training programme with the objective of staffing the organization and methods office and providing administrative analysts to other agencies. Thirty officers were trained with this objective in mind.

166. During the period 1954-1957, the United Nations organization and methods experts advised the Public Administration Commission of Colombia on matters relating to administrative improvement. Several principal agencies were studied, including the Office of the President of the Republic, the Ministry of Education, the Ministry of Labour and several public enterprises. The experts proposed common pay scales and a system of job evaluation for public servants, as well as the establishment of an autonomous public service agency. In 1957, a popular referendum was held on basic issues relating to the reform of the public service. As a result, a law was passed creating a public service commission and a national planning board and elevating the organization and methods office to the status of a technical secretariat reporting to the President. This office was charged with the responsibility of serving as the secretariat of the Commission on Administrative Reform.

167. During the period 1959-1961, the organization and methods office, with the assistance of United Nations experts, prepared and carried out a plan of reorganization of the main ministries. In 1961, the expanded organization and methods office, for the first time, had its personnel complement filled through open competition and appropriate testing. As in previous years, the new appointees were sent into an intensive training programme, which was carried out by collaboration between the Advanced School of Public Administration and the organization and methods office.

(b) Ghana

168. In 1957, the Government of Ghana requested assistance in establishing a central Organization and Methods Division. The expert assigned to the project assisted the Government in developing a staffing plan for the Division. He suggested that the Ghanaian officers assigned to organization and methods work

needed training to qualify them fully to take over the operation of the organization and methods office. This was subsequently arranged. The expert also recommended that a comparison of organization and methods experience would be useful in the development of an organization and methods office in Ghana. On his initiative, arrangements were made which allowed his counterpart to visit Canada and study the organization and methods service there.

169. In recent years, the work which was done by the United Nations expert has resulted in the strengthening of the organization and methods service and its upgrading within the Government. The organization and methods service has been elevated to the status of a secretariat, with its director reporting directly to the President.

(c) Brazil

170. A United Nations expert in organization and methods assisted in the establishment of a unit in the Banco do Nordeste do Brasil. During 1958-1959, he assisted the new unit in its initial "pilot survey" of the bank's branch in El Salvador. This survey resulted in recommendations for the introduction of a greater degree of mechanization and improved methods of cost accounting. The new unit, under the leadership of the United Nations expert, applied the experience gained in this initial survey to other investigations throughout the bank's offices and branches. The recommendations formulated for the branch in El Salvador were found to be generally applicable in other agencies, and resulted in considerable savings and improvement in service to the public.

(d) Paraguay

171. Assistance was provided in 1964-1966 in the reorganization of the Ministry of Public Works and Communications. Suggestions were given also on organizational arrangements for the formulation and implementation of the part of the national plan related to the work of that ministry. An organization and methods office was included in the new ministerial structure.

(e) Algeria

172. In 1965, the Government of Algeria requested the United Nations to help in the installation and operation of a central agency to improve organization and administrative methods. A United Nations expert in organization and methods served in Algeria during 1965-1966. With his help, a central office was established early in 1966 in the Ministry of the Interior to co-ordinate the activities

of the various organization and methods units in ministries and other agencies and to provide training in organization and methods. The new office is expected to participate in the achievement of administrative reform in the country.

Records management

173. The definition of rational ways of creating, keeping and disposing of records is essential to efficient administration. Matters usually considered part of records management are: forms design; writing of reports, directives and correspondence; indexing; classifying and filing records; and disposal. The United Nations provided specialized assistance in records management in six projects in Colombia, Iran, Ivory Coast, Nicaragua, Togo and the East African Common Services Organization (EACSO). The project in Iran was typical and a brief description of it follows.

174. In late 1963, a United Nations expert was sent to assist and advise the Government of Iran on bringing about reforms in the management of public records and providing training in the same field. From its inception, this project received the support of senior officials and aroused the enthusiasm of the rank-and-file workers. An adequate number of counterpart personnel was assigned to work with the United Nations expert and be trained by him. This project resulted in the creation of the national archives, the records retirement centre and the records management unit. The United Nations expert also helped in the preparation of a training manual and the offering of training courses in records management for the several levels of workers and supervisors.

Supply management

175. Projects in supply management involve a search for the economic use of government-owned property, the development of sound procurement policies, the installation of modern purchasing methods and the introduction of good practices in warehouse (stores) administration. Assistance in the field has been provided to Colombia, Ethiopia, Iran, Iraq, United Arab Republic, Venezuela and East African Common Services Organization (EACSO). Two typical projects are described briefly below, and a progress report on the production of a manual follows.

(a) Iraq

176. Assistance was requested to improve management in the government-owned tobacco monopoly. Consequently, a United Nations expert was assigned to that agency in the period 1956-1958. The expert made an extended study of the

organization and operations of the tobacco monopoly and identified numerous instances of inefficient procedures, poor methods of controlling operations and loss in the use of materials and labour. By preparing organization diagrams, work flow charts and plans for work simplification, he identified the principal difficulties as occurring between the purchase of crops and the final processing of products. The expert made several recommendations to streamline the management of different operations involved in running the monopoly. The recommendations received the general concurrence of the senior officials of the monopoly and led to the introduction of several improvements.

(b) United Arab Republic

177. In 1957, a United Nations expert working on the modernization of railway operations in the United Arab Republic stressed the importance and urgency of reorganizing warehouse administration and supply control in the railway system. The Government accepted the recommendations and took steps to implement them, and numerous improvements in warehouse administration followed. Commonly used items were transferred to one main warehouse, and other supplies were redistributed in decentralized warehouses according to regional needs. Surplus supplies and slow-moving and obsolete items were identified and gradually disposed of from warehouses. A programme of selective inventory management was introduced. Better equipment for handling materials was introduced generally in the warehouses. Subsequently, the same expert was engaged by the United Nations to prepare training material on supply management for use in the United Arab Republic and other developing countries. The material was prepared in 1958 and was used successfully in Colombia, Ethiopia, Iran, the United Arab Republic and Venezuela. It has been planned to revise the material and issue a manual of supply management for wider use.

(c) Manual on supply management

178. In 1964, the public administration unit invited a small group of experts to review the material. In 1965, a consultant was given the task of revising the draft. It is expected that a manual on supply management will be issued in 1967.

Mechanized data processing

179. The computer is already a major factor in the public administration of industrialized nations, and it may be expected to have far-reaching effects in all countries in the future. Other forms of mechanized data processing, particularly punched-card systems, have long been a feature of government operations in developed

countries, and have come into use in some developing countries. Mechanized data processing, because of its accuracy, speed and economy, has many applications in government operations in developing countries. The use of such equipment may result in numerous improvements in planning, budgeting, statistics, revenue assessment, tax collection, payroll operations, scientific and research projects and many other activities related to economic and social development.

180. During the last five years the Public Administration Branch assisted some developing countries in the evaluation of the desirability of adopting mechanized data processing in government operations and the extent to which it should be used. This takes the form of (a) formulation of guidelines and techniques to be applied in introducing or improving the use of equipment; (b) dissemination of information on latest developments in mechanized data processing through publications and seminars; and (c) provision of experts to assist in the orderly introduction and the efficient use of mechanized data processing. The programme also includes the preparation of training materials, the organization of training courses, the provision of fellowships to enable officials in developing countries to study the new techniques and administrative aspects of mechanized data processing. The substantive responsibility with respect to experts is shared between the Public Administration Branch and the Statistical Office of the Secretariat, thus avoiding duplication and using the available resources in the most efficient manner possible. Recently, a post of interregional adviser on computer methods was established to render advisory service to Governments in the field of automatic data processing, including that in the field of government operations. While he will perform his duties in the statistical field under the direction of the Statistical Office, he will carry out assignments concerned with government operations outside the statistical field in co-operation with the Public Administration Branch.

181. There have been two projects in Uruguay, in which experts have been provided by the United Nations specifically to assist in the field of mechanized data processing. (In several other cases, experts provided assistance in mechanized data processing while they were engaged in other public administration assignments.) In 1960, the Government of Uruguay requested an expert to conduct a feasibility study of introducing mechanized accounting in the electricity and telephone services. The expert recommended the purchase of a machine system to handle payrolls and billing for telephone and electricity services. The expert further recommended that equipment capable of handling the expanding information

needs of managers be installed, and that a systems staff be appointed to continue the examination of methods to attain greater efficiency and full integration of mechanized data processing. When the telephone and electricity agency began to implement the recommendations, it realized that further technical assistance was needed. At the request of the Government, an expert was provided to assist in the installation of the equipment. Under the supervision of the expert, parallel operations under the old and the new systems were carried on until all employees were familiar with the new system. The expert emphasized the need for further improvements to obtain maximum effectiveness in the use of the new equipment; and to this end, he repeated the recommendations of the earlier expert to establish a systems and procedures staff to keep the new systems under continual review.

182. An expert was sent to the East African Common Services Organization (EACSO) to assist in organizing and staffing a central organization and methods office. He was given the additional responsibility of conducting a feasibility study on mechanized data processing. The expert recommended the formation of a central data processing service to be located in the central organization and methods office. He envisaged that this service could take over the tasks of computer programming and scheduling. Recent reports indicate that these services are being made available progressively from the central organization and methods office.

183. Regarding research and dissemination of information, the Branch made a preliminary study of mechanized data processing in 1963-1964 with the assistance of a consultant. This resulted in 1964 in a report on "Mechanized Data Processing in Government Operations: A Preliminary Appraisal for Developing Countries." Its main recommendation was that, for the time being, the United Nations should concentrate on offering training for officers of developing countries on subjects related primarily to the introduction of mechanized data processing. The consultant recommended an orientation course and one on the acquisition, selection and use of equipment. This training was to be followed, according to the consultant's recommendations, by instruction in systems analysis and design. With a view to implementing these recommendations, the Public Administration Branch obtained the co-operation of the Canadian Government in preparing training materials for an orientation course in mechanized data processing. The course was prepared in preliminary form by the Management Analysis Division of the Canadian Civil Service Commission and reviewed in a seminar held in Ottawa, Canada, in October,

1965, which was attended by seventeen officials from developing countries. The consensus of the seminar was that the material would be useful for developing countries. Accordingly, after necessary modifications, the material for the orientation course, including film strips, was published.^{62/} A detailed course on systems analysis and design, as recommended by the consultant, is in the planning stage. The Branch engaged an expert to prepare a manual on the conduct of computer feasibility studies. This was completed in 1965, and the manual was reproduced in 1966 for use by developing countries.^{63/} Another expert was engaged in 1965 to prepare an introductory manual on systems analysis. This has now been completed, and the manuscript is undergoing editing for publication.

Improvement of technical services

184. Numerous projects involving improvement of administration in specialized fields have been classified under the heading of organization and methods, although they involve skills and technologies going far beyond the usual scope of organization and methods. Occasionally, there have been projects in firefighting and police administration, which required the recruitment of experts in those fields. There have been repeated requests for experts in customs and port administration. In these cases, the experts must have broad experience in the technical aspects of the respective fields, as well as general competence in administration. Moreover, skill in the adaptation of their knowledge to varying circumstances is necessary. Eighteen projects of this kind were undertaken. The projects in Ceylon and Saudi Arabia described briefly below, illustrate the assistance of this kind provided to developing countries.

(a) Saudi Arabia

185. During 1965, assistance was given in the establishment of a free port zone and in streamlining port clearance procedures. The project included assistance in administrative improvements in the Customs Department, in the preparation of administrative regulations, and in the simplification of customs clearance procedures.

^{62/} Orientation Course in Mechanized Data Processing (United Nations publication, Sales No.: 66.II.H.3).

^{63/} Studies Preceding the Acquisition of Mechanized Data Processing Equipment (ST/TAO/M/30).

(b) Ceylon

186. As a consequence of a preliminary survey made in 1964, a United Nations Regional Customs Adviser was assigned to Ceylon in January 1965. His work centred around legal, administrative and procedural matters, as well as the revision of tariffs. The expert made proposals for revision or other improvement of the customs laws and regulations, tariffs, valuation, assessment and classification of goods, and organization of the services concerned. The revision of the Customs Ordinance was completed at the end of 1965. More recently, this expert has been advising on the preparation of a new tariff based upon the Brussels standard nomenclature. The Government has formed a committee of senior government officials to review the recommendations made by the expert. The Public Administration Branch has provided substantive support only on the administrative aspects of this expert's assignment.^{64/}

The impact of organization and methods work on general administrative improvement

187. If organization and methods work seems, in many instances, to be concerned with the details and mechanics of public administration, it may be said that this forms the basis of good administration. Moreover, the details and mechanics, the systems and procedures, can lead to the consideration of larger problems and broad questions of administrative reform. A technical assistance project, begun as an attempt to eradicate a specific difficulty, can easily expand into a reconsideration of the structure of an entire ministry or the formulation of a new procedure to be prescribed on a government-wide basis. Forces and tendencies set in motion by good organization and methods work on a relatively small scale often have a way of growing and affecting, by example and diffusion, a much wider area of the administration. The opportunities for follow-up studies have been limited, but United Nations experts subsequently assigned have generally been able to build upon the work of their predecessors.

188. Several of the projects already described briefly in this chapter illustrate this tendency of organization and methods to progress from the particular to the general. The project in Peru is a specific example. In that country, a United

^{64/} In this field the Branch works closely with the Fiscal and Financial Branch.

Nations expert in organization and methods was assigned in 1962 to the Central Organization and Methods Office, a part of the Directorate of the Budget, the head of which acted as his counterpart. The project expanded considerably and has continued for five years. In addition to the original mission in organization and methods, the expert prepared comprehensive proposals for the creation of a career system in the civil service for all agencies of the national government. This project counts among its results the development of teams of public officials trained in organization and methods, civil service procedures and statistics.

189. The process of administrative betterment, in so far as it relates to organization and methods work, sometimes goes in the reverse direction--from the general to the particular. The technical assistance programme in public administration has included a number of projects which began with a preliminary survey of the administrative system of a developing country. This approach is described in the chapter on major administrative reform.^{65/} Some of these surveys pointed to needs for assistance in organization and methods and led to the performance of organization and methods work by generalist advisers or the subsequent assignment of organization and methods experts.

Training in organization and methods

190. Training has been an important part of almost every technical co-operation project in organization and methods. In some cases, organization and methods advisers were attached to schools or institutes of public administration, where they prepared and presented basic courses of instruction in organization and methods. United Nations advisers in organization and methods generally have a task of training as part of their assignments of assisting in administrative improvements. Training by United Nations experts may take the form of informal conversations, on-the-job training, conferences, formal courses and educational visits. Counterparts, administrative analysts and heads of organization and methods units have been trained by these means in the general principles of organization as well as in the specialized techniques of organization and methods. Training is a common element in country projects and has been mentioned briefly above. Two projects in which training was of special importance are noteworthy.

^{65/} See chapter II.

191. In Brazil in 1958-59, the United Nations expert in organizations and methods who assisted in the establishment of an organization and methods unit in the Banco do Nordeste do Brasil developed a four-month training course for administrative analysts and prepared a manual entitled "Organization, Methods and Mechanization", which was later published by a commercial publisher under a special agreement with the bank and distributed through Brazil. In Chile, as a part of the organization and methods technical assistance project, teams of public officials were trained in organization and methods, civil service procedure and statistics.

Organization and methods in the institutes of public administration aided by the United Nations

192. Some of the institutes of public administration which received technical assistance from the United Nations have played an important role in organization and methods. When the United Nations furnishes a team of experts to serve as part of the professional staff of an institute, the team, in most cases, includes an organization and methods specialist. This specialist, as a general rule, participates in the training of organization and methods officers for the country concerned; and, in some cases, he provides leadership in conducting management surveys and in familiarizing national officials with the organization and methods approach in public administration.

193. In Argentina, the Instituto Superior de Administración Pública (ISAP) in 1955-1956 began offering courses in organization and methods and advice in the creation of organization and methods offices in ministries. With the help of United Nations experts, ISAP became a centre of organization and methods work and was instrumental in promoting the establishment of organization and methods offices in the major subdivisions of the administration, notably the Ministry of Communications. The Imperial Ethiopian Institute of Public Administration with the assistance of a United Nations team including organization and methods experts, has functioned for years as the central organization and methods office. Besides training national organization and methods officers, the institute prepared organizational plans for the Ministries of Justice, Interior, and Education, and issued a government organization manual and performed organization and methods work of other kinds. The recently established institute of Somalia, with the assistance of United Nations experts, is placing great emphasis on reorganization

plans and procedural reforms.

Research and exchange of information

194. Modern technology is constantly creating new opportunities to cut costs in office work. New methods have been developed to increase productivity, improve the measurement of performance and, in general, accelerate administrative processes. In addition, owing to the changing environment in which governments operate, there is a continuous need to review administrative procedures, so that adjustments can be made to increase efficiency in government operations.

195. The public administration unit of the Secretariat, from an early date, fostered research and the dissemination of information on organization and methods. Prior to 1960, the International Institute of Administrative Sciences prepared a series of reports and handbooks for the United Nations. Some of these were concerned with general approaches to management and administrative improvement, while others dealt more specifically with the techniques of organization and methods.^{66/} During the period 1960-1966, seven experts were engaged for varying terms on inter-regional assignments involving research on supply management, mechanized data processing and other aspects of organization and methods. The research projects on supply management and mechanized data processing are described under those headings.

196. A research project on the use being made of organization and methods techniques in the public administration of developing countries--resulted in 1961 in a publication.^{67/} It described the various types of units that have been established to facilitate improvements in administrative structures and processes and summarized the typical functions of organization and methods units. The document was based on the lessons learned in the technical assistance programmes of the United Nations.

^{66/} These studies were included in the "Grey Series" of IIAS. The titles related specifically to organization and methods were: A. Miles and A.L. Dean, Issues and Problems in the Administrative Organization of National Governments (1950); A. Miles, Central O & M Offices: What They Do and Where They are (1951); R.J. Burton and E.B. Strait, The Central Machinery of Government: Its Role and Functioning (1951); T.D. Kingdom, Improvement of Organization and Methods Techniques (1951); H.O. Dovey, Handbook of Organization and Methods Techniques (1951); C.T. Sälfors and B. Kronwall, Appropriate Forms (1953); K.E. Grainger, Administrative Manuals (1953); W.A. Gill, A Performance Analysis System (1953); J.A.H. Petit, A Work Simplification Method (1953).

^{67/} The Use of Organization and Methods Programmes in Public Administration (ST/TAO/M/17).

Future Programme

197. Increasing attention will be given to organization and methods problems related to the improvement of administrative machinery and to the adaptation of public administration to the requirements of accelerating economic and social development. This will include studies on central organization and methods agencies,^{68/} on organizational patterns most suitable for specific development functions, and on inter-^{and} departmental co-ordination. The Branch plans to continue its programme of research, to prepare guides, manuals and other materials (including training materials) on subjects such as the following:

- (a) Organization and methods agencies, both central and ministerial: their functions, structure, staffing and methods of work;
- (b) Forms design and control;
- (c) Design and preparation of manuals and directives;
- (d) Archives and records-keeping systems;
- (e) Management of public buildings and other real property;
- (f) Office layout;
- (g) Typing and transcribing services;
- (h) Network planning (advanced techniques in planning);
- (i) Operations research in public administration.

198. It is expected that developing countries will continue to request experts in organization and methods to help fill their needs. Many of the requests may require general organization and methods practitioners; but increasingly, specialists in such fields as mechanized data processing, records and archives and supply management will be in demand. Training programmes, including support of national training activities, seminars and fellowships, should be expanded to enable the growing number of organization and methods officers in developing countries to increase their professional competence not only in general organization and methods work, but also in specialized fields.

^{68/} A study on this subject is under preparation by another organization and will be made available to the Branch.

VI. DECENTRALIZATION AND LOCAL GOVERNMENT

Scope of activities

199. The Branch's programme in local government and administration comprehends assistance to Governments in the improvement of systems for decentralizing the powers, functions and machinery of government on an area basis. It includes regional co-ordination of central services, relations between levels of government, the establishment of central agencies and institutions for the improvement of regional and local government and administration, and the administration of special programmes for regional and local development, capital cities and new towns. While the emphasis is placed upon systems of decentralization, the Branch is necessarily concerned broadly with the structure and operations of local government. The programme is designed to assist governments upon request, to facilitate the international exchange of information and promote other forms of international co-operation in this field.

200. Most countries, regardless of their stage of technological advancement, have problems related to decentralization and the modernization of local government. Changes in technology, functions of government and patterns of population settlement, especially increasing urbanization, necessitate frequent re-examination of, and adjustment in, the relations between levels of government. Despite differences in systems of government, all countries can benefit from comparative analysis and exchange of information on such problems as the size of areas for co-ordination in the administration of development functions, relations between area administrators and field representatives of central technical agencies, arrangements for participation of the citizenry in local government, the structure of government for administration of urban areas, relations between urban and rural local authorities and methods of ensuring that local authorities maintain minimum standards in their administrative practices and in the quality of their services.

201. Most developing countries confront these and other similar problems in an acute form. They often lack the staff and institutions, at both the central and the local levels, to cope with such problems. The pace of economic and social development depends largely on the effectiveness of the system of decentralizing major services, such as agriculture, education and health, and the methods of

arranging for popular participation in the administration of such services. The efforts to accelerate economic and social development, which is the order of the day in many developing countries, requires profound changes in the structure of government at the local level and in the relations of local government with the people as well as with the higher levels of government. It also requires changes in attitudes and skills on the part of government personnel and the citizenry.

Country projects

202. Requests for the services of experts in local government were infrequent in the first ten years of the United Nations programme in public administration, but have increased in number rapidly in recent years. The number of local government experts and associate experts increased from 3 in 1960 to 20 in 1965. These figures do not include experts in fields such as community and urban development, for whom the Branch from time to time provides substantive support on the local government aspects of their missions; nor do they include brief missions of regional advisers. United Nations experts in local government and administration have been asked to assist governments in the various ways that are enumerated and illustrated in the following paragraphs.

Surveys

203. United Nations experts have helped to assess the adequacy of the existing system of local government or other form of decentralization and to formulate suggestions for improvement.

(a) Jamaica and Colombia each requested an expert to carry out a comprehensive survey of the existing system of local government and central-local relations. The expert for Jamaica spent six months there in 1963; the expert for Colombia was in that country for over a year beginning in June, 1964. Their reports included recommendations calling for substantial changes in the structure and relationships of local government units. No provision was made in advance in either case for assistance to follow up the recommendations but in both cases the reports seem to be having a constructive influence. Surveys alone doubtlessly have value in the long run; but, if immediate benefits are desired, governments should be encouraged to arrange at the outset for assistance to execute the recommendations of the survey.

(b) A survey team in public administration was sent to Libya in 1964. The team included an expert in local government, who examined the local government system and made recommendations for improvement, in the light of changes envisioned for national administration. Further assistance from the United Nations in local government is being considered along with that for the general improvement of public administration. This case illustrates how the inclusion of a local government expert as a member of a team of experts in public administration can contribute to the comprehensive and balanced programming of improvements in public administration.

(c) Zambia currently illustrates the value of having a team of local government experts to carry out a comprehensive survey of local government structure, and finance and training needs, with provision for follow-up assistance. Three experts, whose backgrounds complement one another, are working on the survey. Two of them are scheduled to remain in Zambia after completion of the survey to assist in the task of implementation. Progress to date indicates that the team approach facilitates the analysis in depth of interrelated problems and the formulation of balanced and practical measures for the improvement of local government.

Preparing and implementing basic legislation

204. Experts have advised on the drafting of legislation providing for a new system of local government or of regional and local administration; and, in some cases, they have assisted in installing the new system.

(a) Ecuador, Ethiopia and Honduras are examples of countries in which United Nations experts assisted in the drafting of a new basic local government statute, but were not involved in further action, if any, on the draft statute.

(b) In 1964, Saudi Arabia had tentative plans for instituting fundamental changes in its local government system. The Government asked the United Nations for an adviser to review the plans. The expert suggested certain modifications of the plans and made practical suggestions for carrying them out. These suggestions included the use of training facilities in a neighbouring country, whose local government system, as evident in comparative studies, has elements in common with that planned for Saudi Arabia. The Government was so impressed with the value of the advice given that it used its own funds to finance a return visit by the expert.

(c) An expert was sent to the Niger in 1962 to assist in the preparation of a basic statute and regulations establishing a new system of regional and local administration. The Government adopted a new system based to a large extent on the expert's recommendations. The expert, with the assistance of three associate experts, has in the past year been helping to install the new system and training personnel to staff it.

Central agencies for the improvement of local government

205. The kind of assistance having especially enduring value is that given for the establishment and strengthening of central agencies and institutions for the improvement of local government and administration, including central training, credit and personnel institutions. Except for major cities, such as the capital cities mentioned below, United Nations resources are in most cases insufficient to permit their use for improvement of administration of particular local government units. Moreover, it is sound for the United Nations to help governments develop central agencies and institutions, which can in turn provide technical and other forms of assistance to local authorities.

(a) Three experts have been provided to the Ministry of Regional Administrations of Uganda, two of them to develop a training programme by correspondence for local government officers and one to assist in the provision of residential training at the Nsamizi Training Centre. Prior to recent changes in the government structure in Uganda, another expert was attached to the Ministry of Local Government of the Kingdom of Buganda to advise on the revision of the basic local government statute and to assist in local government training. The development of training by correspondence may prove to be an enduring contribution by the United Nations to the improvement of local government in Uganda.

(b) An expert helped establish, during 1964 and 1965, new budget and accounting practices for local authorities in Rwanda and develop central staff to install the new practices. He instructed the trainers of local staff who were to apply the new practices. The Fiscal and Financial Branch and the Public Administration Branch collaborated in backstopping this mission.

(c) An expert undertook a relatively brief assignment which has helped to establish training in local government administration in the Institute of Public Administration in the United Arab Republic. Another local government expert was

assigned in the United Arab Republic for a short period to study and recommend improvements in the organization and operations of the Ministry of Local Administration. Both experts participated in regional workshops --one sponsored by the United Nations on the Administrative Problems of Rapid Urban Growth in the Arab States,^{69/} and the other co-sponsored by the United Nations and the FAO on the Organization and Administration of Agricultural Services in the Arab States.^{70/} These events illustrate how experts can be helpful on regional projects and how brief assignments, assuming the availability of competent national staff, can be highly valuable.

(d) In 1960, two experts helped draft and implement legislation to establish an autonomous municipal development bank in Honduras. The Autonomous Municipal Bank now provides loans and other financial services to local authorities in that country.

(e) Ecuador asked for an expert in 1965 to advise on the revision of the basic municipal statute and review draft legislation providing for the integration of national and local government personnel systems in cases where local councils agree to have the legislation apply. A comparative study of local government personnel systems which the Public Administration Branch was carrying out at the time helped to detect defects in the draft pending in Ecuador, which were called to the Government's attention by the expert.^{71/} This illustrates the value of research in backstopping projects.

Administration of capital cities

206. Because of the special interest in the administration of capital cities, there have been occasional requests for advice on the subject.

^{69/} Administrative Problems of Rapid Urban Growth in the Arab States (United Nations publications, Sales No.: 64.II.H.1).

^{70/} The Workshop on Organization and Administration of Agricultural Services in the Arab States (United Nations publication, Sales No.: 64.II.H.3).

^{71/} Local Government Personnel Systems (United Nations publication, Sales No.: 67.II.H.1).

(a) Two experts, upon request of the Government of Tunisia, made a survey of the organization of the Municipality of Tunis and of government in the Greater Tunis area. The experts made far-reaching recommendations, which they also helped to implement. Teamwork between Headquarters and a Regional Adviser from ECA provided support to the project. The municipal government was so impressed with the work of the experts that it subsequently paid the travel expenses to enable them to make a return visit.

(b) Bangkok, Thailand, obtained the services of two short-term experts, one in municipal finance and the other in physical planning, through the United Nations Inter-Municipal Technical Assistance Programme (UNITAP)^{72/}, a programme for which the Branch has primary responsibility within the Secretariat. Both experts carried out their missions to the satisfaction of the Municipality of Bangkok. The expert in municipal finance made a return visit to follow up on the implementation of his recommendations for improvement of the budget and accounting and tax collection practices, most of which were adopted by the Municipality.

Support of experts in fields related to local government

207. The Branch provides substantive support, not only for experts in local government and administration, but also for experts in other fields like community development and urban planning when their work bears significantly on the structure of local government and administration.

(a) An expert in community development in Lesotho was asked by the Government to help study the local government system in the country and to advise on a

^{72/} The United Nations Inter-Municipal Technical Assistance Programme is designed to facilitate technical co-operation between cities in developed and developing countries with a minimum of financial support from the United Nations. The International Union of Local Authorities (IULA), which collaborated with the United Nations in establishing this programme, obtained funds from the Ford Foundation to support it during a trial period. IULA serves as the intermediary between cities in developing countries which seek technical assistance and those in developed countries which are willing to make their officers available without charge for periods up to six months. For projects it considers sound, the United Nations pays the travel and subsistence costs of the experts upon request of the national government concerned. Only three projects have been completed under this programme since it was instituted in 1962, but the procedures have been established for increased co-operation between municipalities or other local institutions in different countries. Moreover, any international non-governmental organization could perform the role of intermediary.

new local government statute. The Branch was asked to provide substantive support for the local government aspects of this expert's assignment. Partly as a result of this relationship, a programme in local government was developed. To assist in its implementation, the Government requested the services of an expert on local government training.

(b) The Branch, on a number of occasions, has been called upon to brief teams of experts who are to conduct urban development surveys and, subsequently, to review their reports, particularly with reference to the administrative aspects of urban development.

(c) The Branch has also provided support for local government experts attached to interagency projects, the most notable of which are CREFAL (Regional Fundamental Education Centre for Community Development in Latin America) and ASFEC (Arab States Training Centre for Education for Community Development).

Fellowships, special courses and study tours

208. Although the Branch supports efforts of governments to establish their own training programmes for local government personnel, fellowships abroad are still needed by most countries to give their senior officers who have local government responsibilities opportunities to gain knowledge of comparative practices or other advanced training. In addition to providing substantive support for fellowships in local government and administration, as for other fellowships in public administration, the Branch has collaborated with other bodies, non-governmental as well as governmental, in making special arrangements for the training of groups of senior officers from developing countries having responsibilities related to local government. The most notable of these are described briefly in the following paragraphs.

(a) The IULA Course on Decentralization for Development, which has been offered to officers from developing countries once or twice annually since 1964, includes several weeks' instruction at the Institute of Social Studies in The Hague and a study tour to observe local government practices in several countries in Europe. The reports of United Nations studies and meetings related to local government are used in this course. The United Nations provides about eight fellowships for each course.

(b) The Local Autonomy College in Tokyo, which provides in-service training for local government personnel in Japan and serves as the Local Government Training Centre of the Eastern Regional Organization of Public Administration, offers annually a training course of three months in comparative local government for Asians. The course is financed by the Overseas Technical Co-operation Agency of Japan. The Branch helped arrange for an expert to advise the College on the curriculum and provided material for the course.

(c) Africans attending an interregional meeting on problems of decentralization, which the Branch convened in 1961, expressed particular interest in the systems of decentralization of India and Yugoslavia and suggested that the United Nations arrange for a group of Africans to make a study tour in those countries. The Branch and ECA arranged the tour in 1963, with the collaboration of the governments concerned. The participants prepared an interesting report at the end of the tour, noting some lessons from the experience of those countries in decentralization that, in their opinion, were worthy of consideration for application in their countries.^{73/}

Research and exchange of information

209. Interregional studies in local government and administration serve a number of purposes. First, they are useful in supporting technical assistance projects at the country level by bringing to the attention of experts and national officials alternative approaches and the factors, which might otherwise escape their notice, to consider in solving problems. Second, they provide a basis for a better understanding by experts of Headquarters views on the subject. Third, they organize information for exchange among officials of different countries who have comparable responsibilities. Fourth, the synthesis of world-wide practices is useful in providing support for regional projects. The experience of other countries of one region, or of the country which traditionally influenced the systems of government of a group of developing countries, is too limited in most cases to reveal lessons of general application. National officials in developing countries have expressed interest in drawing upon world-wide experience, including

^{73/} Report on Local Government Study Tour of Yugoslavia and India by Senior Officials of African States (United Nations publication, Sales No.: 64.II.H.4).

relevant historical precedents, in improving the effectiveness of local government and administration. Fifth, comparative studies provide material for the education and training of personnel. The Branch's studies relating to problems of decentralization and local government usually involve the collaboration of other United Nations offices and agencies, as well as non-governmental organizations. Brief sketches follow of the studies completed and in process.

210. The first publication relating to local institutions, a comparative study entitled Public Administration Aspects of Community Development Programmes^{74/}, was prepared by the Branch, at the request of the Social Commission, with the cooperation of the Bureau of Social Affairs and the Administrative Committee on Co-Ordination Working Group on Rural and Community Development. This publication classified the different types of community development programmes, identified the administrative problems arising in each, suggested guides to the solution of such problems and analysed the relationship of community development to local government. A draft of the study was reviewed by an international expert group. This publication has been used as the basis for discussion at regional meetings on the subject, for training purposes and for the briefing of technical assistance experts. This study emphasized the crucial role of local government for the success of community development programmes and the need for national measures to improve local government.

211. Two interrelated studies were subsequently carried out, one on decentralization for development in rural areas, the report of which has been published^{75/}, and the other on central services to local authorities, the report of which is available only in draft form, although three of the case studies were issued as a United Nations publication.^{76/} The decentralization study was carried out by the Branch in collaboration with the International Political Science Association, a non-governmental organization having consultative status with the United Nations. The report provides guides on alternative approaches to decentralization in rural

^{74/} (United Nations publication, Sales No.: 59.II.H.2).

^{75/} Decentralization for National and Local Development (United Nations publication, Sales No.: 62.II.H.2).

^{76/} Local Government in Selected Countries: Ceylon, Israel, Japan (United Nations publication, Sales No.: 63.II.H.1).

areas and methods of dealing with the main administrative problems encountered under each alternative. Among the subjects treated in this publication are the size of areas and numbers of tiers for field administration and local government, methods of devolving powers to local authorities, forms of popular participation and representation in local administration, staffing decentralized services, different approaches to local government personnel administration, financial aspects of decentralization, and central agencies and institutions for the improvement of local government.

212. In the process of carrying out the study on decentralization, it became clear that if there was a desire to have local authorities play an important role in economic and social development, governments had to establish central agencies and institutions to assist and supervise local authorities. The Branch arranged for the International Union of Local Authorities (IULA), another non-governmental organization having consultative status with the United Nations, to carry out a comparative study of central services to local authorities, by governmental and non-governmental agencies. The IULA study was completed in time to permit the incorporation of material from it into the final chapter of the document entitled Decentralization for National and Local Development^{77/}, which identifies the cluster of central agencies and institutions likely to be needed for the improvement of local government. These central agencies include a ministry or department to co-ordinate the execution of national policy relating to local government and to see that local authorities receive the assistance they need, an office to provide personnel services for local authorities, an institution to conduct research and to train local government staff and councillors, an association of local authorities, and unions or professional associations of local government employees. The Branch's studies indicate that each of these agencies has certain basic functions to perform; and, in differing circumstances, any one of them may be the main source of assistance to local authorities. The mere existence of these agencies does not guarantee that improvements will be made as rapidly as necessary; but comparatively little, if any, improvements can be expected where they do not exist.

^{77/} United Nations publication, Sales No.: 62.II.H.2.

213. These two studies were used as documentation for regional seminars on central services to local authorities. One, treating this subject with reference to Asia, was jointly sponsored by ECAFE, the Public Administration Branch, and the Eastern Regional Organization for Public Administration (EROFA). The other, treating this subject with reference to Africa, was sponsored by ECA with Headquarters support. Discussion papers and country sketches were prepared for each seminar. The reports of these seminars contributed additional information and guides on the subject.^{78/} The Economic Commission for Latin America (ECLA) included provision for a seminar on central services to local authorities in Category II of its 1965 Work Programme, but it was not held owing to lack of funds. The Branch collaborated with the Inter-American Development Bank (IDB) in planning a Meeting on Municipal Financing in Latin America (held in January 1966), at which the Spanish version of the United Nations publication on decentralization served as documentation. At the same meeting, the Branch presented a paper on "Central Agencies and Institutions for the Improvement of Local Government."^{79/} The IDB Meeting focused on the role of municipal development banks in providing loans and related services to local authorities. These banks have come to be the main source of technical as well as financial assistance to local authorities in several Latin American countries.

214. The various interregional and regional studies and meetings on decentralization and central services to local authorities generally recommended studies of personnel systems for local authorities, local government training programmes and specialized credit institutions to serve local authorities. The Branch has

^{78/} Report of the Seminar on Central Services to Local Authorities (ST/TAO/M/23), which concerned Asia; the ECA Report of the Seminar on Central Services to Local Authorities (E/CN.14/UAP/37), which concerned Africa. The Branch also collaborated with the Advanced School of Public Administration for Central America (ESAPAC) on a seminar on comparative local government, the report of which stressed the importance of central services for local authorities. See the report entitled "Informe del Seminario sobre un Estudio Comparativo de Conceptos y Términos Aplicables al Régimen Municipal en Centroamérica", published by ESAPAC in 1960.

^{79/} Reunion Sobre Financiamiento Municipal en Latino America (Inter-American Development Bank, Washington D. C., 1966), vol. I, pp. 282-300.

completed a comparative study on the first of these suggested subjects. A draft report on local government personnel systems was reviewed by an expert group in Geneva in November 1965. The final version has been issued as a United Nations publication.^{80/} This study identifies the requisites of a sound local government personnel system and provides guides for fulfilling them.

215. A document to provide guides on local government training was in preparation in 1966 as a supplement to the Handbook on Training in the Public Service.^{81/} A draft of this document was reviewed by an expert group and sent to the International Union of Local Authorities for use by discussion leaders on the subject at its World Congress in Bangkok in February, 1967. The document, after revision, will be published for wider circulation.

216. The Branch recently initiated a world-wide study of specialized credit institutions for local authorities with the co-operation of the Fiscal and Financial Branch. This study is being carried out with the collaboration of the International Information Centre for Local Credit, a non-governmental organization having consultative status with the United Nations. This study, which will be based on information from approximately twenty countries that have specialized credit institutions for local authorities and from selected countries that do not, is planned to provide guides to governments in deciding whether to establish such a credit institution and, for those that decide to do so, information on the organization, functions and methods of financing of such institutions.

217. The Branch has sponsored or supported various studies and meetings on the problems of urban administration. It provided support for the ECA Workshop on Urbanization in Africa in 1962, the report of which has a chapter on urban administration and finance (E/CN.14/170 and Add.1). In the same year, the Branch co-sponsored with UNESCO the Seminar on Public Administration Problems of New and Rapidly Growing Towns in Asia, which was held in New Delhi from 14 to 21 December 1960. The report of this seminar^{82/} included papers on experience in selected

^{80/} Local Government Personnel Systems (United Nations publication, Sales No.: 67.II.H.1).

^{81/} United Nations publication, Sales No.: 66.II.H.1.

^{82/} United Nations publication, Sales No.: 62.II.H.1.

countries in the Americas, Western and Eastern Europe and Asia. The Branch collaborated with the Centre for Housing, Building and Planning on preparatory work for the Round Table Conference on Planning and Development of New Towns, held in Moscow in 1964. The Branch sponsored the Seminar on the Administrative Problems of Rapid Urban Growth in the Arab States, the report of which was published.^{83/}

218. As part of a concerted action programme on urbanization approved by resolution 830 (XXXII) of the Economic and Social Council, the Branch has undertaken a world-wide study of the administrative aspects of urbanization. The study is being carried out by the Institute of Public Administration of New York under an agreement with the United Nations. Case studies on urban administration have been prepared on fourteen countries in different regions. A synthesis of these studies and of existing literature relating to the administrative problems commonly associated with rapid urban growth is being prepared for review by an international meeting of experts in 1967.

Future programme

219. In planning the future United Nations programme in local government and administration, it is assumed that the governments of developing countries will continue to request the services of technical assistance experts in this field. The number of experts needed may increase sharply if Governments make use of Special Fund assistance to establish or strengthen their national agencies for the improvement of local government. Venezuela and the United Arab Republic have already expressed interest in Special Fund assistance for this purpose. It also seems reasonable to expect that the need for exchange of information through comparative studies, regional and world-wide meetings on special subjects, study tours and fellowships will steadily increase. International non-governmental organizations in this field will likely grow, as persons engaged in local administration become more professional and develop interests in comparative practices. Research and other activities are therefore being planned, as they have been in the past, to improve the quality of technical assistance at the country level, support regional projects and facilitate the exchange of information on local government and administration.

^{83/} United Nations publication, Sales No.: 64.II.H.1.

220. By the end of 1967, the set of studies, previously described, will have been completed, suggesting guides for the establishment of central agencies for the improvement of local government and alternative approaches to decentralization for rural and urban administration. On the basis of the recommendations made at interregional and regional meetings of officials of developing countries concerned with local government and the observations of experts, studies on the following subjects are planned:

(a) Studies of local government structure, pointing up alternative approaches to the organization of local authorities in such matters as the composition of councils and the relations between councils and executive instrumentalities, as well as relations among local government units, especially between rural and urban local authorities. The Economic Commission for Africa has programmed a seminar on this subject for 1968. An interregional study could contribute to, and benefit from, this proposed regional seminar and could also provide guides for those involved in the preparation or revision of basic local government statutes. The collaboration of the International Union of Local Authorities in this study would be useful, as it is revising the sketches of local government systems published in The Structure of Local Government Throughout the World^{84/} and is trying to include sketches on as many countries as possible.

(b) Studies on organization and administration for regional development, including organization of regional development authorities, arrangements for regional co-ordination of national or state services, relations between regional and local authorities, and relations between regional planning and administration. Developing countries are experimenting with various types of arrangements for regional administration. A comparative analysis of these should be useful to governments and contribute in the future to the international exchange of information in this field.

(c) Studies in local government financial administration. There have been repeated recommendations for comparative studies of grants-in-aid to local authorities and local government taxes and their administration. The need has also been

^{84/} Samuel Humes and E.M. Martin, The Structure of Local Government Throughout the World (The Hague, Martinus Nijhoff, 1961). Prepared for the International Union of Local Authorities.

expressed for guides in local government budgeting and accounting. The possibility of preparing studies on these subjects are being explored in collaboration with the Fiscal and Financial Branch.

(d) A comparative study of the special administrative problems of capital cities. Capital cities have many problems of organization, financing and relations with national agencies and neighbouring local governments. Various international and regional meetings, as well as persons who participated in the study of the administrative aspects of urbanization, have suggested that a world-wide study be carried out on this subject.

(e) Comparative research on the special administrative problems involved in extending services of the modern state to nomadic and isolated tribal groups. The Branch has done preliminary work on the administrative problems associated with nomadic groups, as requested by the ACC Working Group on Rural and Community Development. Comparative studies in depth in this field should be useful to countries that have nomadic peoples and isolated tribal communities, as well as to the various international agencies that are trying to accelerate the settlement of nomads and the development of ethnic communities.

VII. PUBLIC SERVICE TRAINING AND SCHOOLS
AND INSTITUTES OF PUBLIC ADMINISTRATION

Public service training

221. From the outset, the main emphasis of the United Nations programme in public administration has been on training. All experts sent to the developing countries are instructed to train their counterparts to take over their jobs as soon as possible. The fellowship programme provides opportunities for public servants of these countries to obtain training abroad. Much more than half of the total resources available for technical assistance in public administration have been spent in direct training.

The emphasis on schools and institutes in the public administration programme

222. A large part of the United Nations resources spent for training in public administration have been used by Governments for the establishment and operation of the kind of training institution which has come to be known generally as the school or institute of public administration. Such institutions usually engage not only in training, but also in research and publications, and in varying degrees provide advisory services to ministries and other government agencies. They have enjoyed a prominence in the public administration programme that is well merited by their potentialities for the improvement of public administration in the developing countries.

223. The school or institute of public administration is a new kind of training institution which has become common only after the close of the Second World War. In this short time, the school or institute has come to be looked upon as one of the most dynamic forces in the improvement of public administration, especially in countries where it is the first central agency or institution for the improvement of public administration. Confidence in the utility of the school or institute has been revealed in many ways and in the support given by many agencies. The central ideas embodied in the school or institute have been embraced by many developing countries. At the present time, each of a large proportion of the newly independent and developing countries has its own national school or institute of public administration, or aspires to have one, often with the assistance of the United Nations.

The United Nations role in establishing schools and institutes

224. In 1966, according to the best information available, there were about eighty of these institutions operating in the countries usually classified as developing countries. United Nations assistance, to the extent of furnishing at least one expert, was given to twenty-four of these, that is to say, nearly one-third of those in existence. Selected projects are described in appendix I. Many schools and institutes in developing countries have received aid from countries like the United Kingdom, France and the United States of America under bilateral programmes of technical assistance, and from major foundations which operate on an international scale. Occasionally Governments receiving assistance from the United Nations in the development of schools and institutes have also benefited from aid provided by other sources.

225. The United Nations participated in the planning and operation of two of the earliest institutes of public administration among those of developing countries. These were the institutes of Brazil and Turkey, in which United Nations participation began in 1952. During the first five years of efforts to establish schools and institutes under programmes of technical assistance, that is, through 1956, sixteen institutions were established in developing countries. Of these, nine were assisted by the United Nations.

226. The schools and institutes in developing countries, including those aided by the United Nations, are characterized by great variety and diversity. The many questions and differences of opinion relating to the mission, organization and operation of these institutions have recently been re-examined in a United Nations publication.^{85/} The net result of this re-examination was to reveal the adaptability of this kind of training institution to many different conditions. In this chapter, the actions of the United Nations in promoting schools and institutes in the developing countries are analysed with a view to pointing up some of the common elements in the numerous projects and the principal problems they encountered. This chapter also contains a discussion of the new features of

^{85/} Handbook of Training in the Public Service (United Nations publication, Sales No.: 66.II.H.1), chapter V, "Schools and institutes of public administration", paras. 324-437.

this phase of technical assistance which have been brought about by the support of the United Nations Development Programme (Special Fund).

Major projects for the development of schools and institutes

227. In some cases, the United Nations assisted in the planning and even the operation of training institutions to the extent that they became, in effect, partners co-operating with the Government or Governments concerned in the establishment of the institutions. In major projects of this type, the United Nations usually participated in a preliminary survey or discussion of plans for the proposed school or institute. When the main lines of functions and organization were fixed, the United Nations provided a team of experts to join with the national staff in the operation of the institution. The size of the team varied from two to five members, and often included the Director, Co-director, Technical Director, or other principal officer of the institution. Assistance by a team of at least two experts often continued over a period of years, the minimum duration being five years. In some of these major projects, aid was given also in the form of fellowships for the purpose of developing the future staff to continue the operation of the institute after the withdrawal of the United Nations experts. Fellowships have also been used to enable public officials from neighbouring countries to attend the institute as students. In brief, these major projects were designed with the idea of giving enough aid, over an extended period of time, to give the training institution a good start and some reasonable assurance that it could continue to operate in the future. It has given several developing countries viable schools or institutes of public administration. The major projects of the scale just described are those carried out or in progress in Brazil, Burundi, Colombia, Ethiopia, Ghana, Libya, the Niger, Somalia, the Sudan, Turkey, the United Arab Republic and Yemen, and the regional institution known as the Advanced School of Public Administration for Central America, (ESAPAC).

Projects of a lesser scale related to schools and institutes

228. In other developing countries, the United Nations was asked to furnish aid to training institutions on a scale falling far short of that described above. The total number of cases involved here cannot be given, because many United Nations experts have participated intermittently in the work of schools and institutes in the countries where they were stationed by giving occasional lectures,

serving as the resource personnel of seminars, or offering papers or advice on curriculum or training methods. Going beyond this kind of participation, the United Nations has sometimes been requested to furnish one or two experts for a specific service in developing schools and institutes.

229. It is difficult to assess the effectiveness of small-scale aid to schools and institutes. United Nations experience seems to indicate that the successful establishment and functioning of an institute generally demand long-range planning and assistance. Yet, in some cases, the participation of the United Nations through the services of one expert, perhaps for a year or two, may have been strategic in the development of the institution concerned.

Duration of United Nations aid in major projects

230. There was some tendency in the early years of United Nations aid to schools and institutes to plan for such projects to continue over a five-year period. The projects for Brazil and the United Arab Republic were so planned; and this same, concept, more or less, was applied to the later projects in Ghana and the Sudan. It was found, in practice, that it was sometimes difficult to terminate aid at the anticipated dates. The four projects just mentioned were, in fact, completed in the period covered by the original agreement, with respect to major aid by a team of experts. In some of these cases, co-operation continued longer on a reduced scale or in a new form. In Ghana, for example, one United Nations expert continued in service at the institute for some months after the termination of the main project. So also, experts have been sent for short-term participation in occasional seminars or courses conducted by institutes formerly aided by the United Nations on a greater scale. In the case of the Cairo Institute, expert assistance was provided up to 1964, and co-operation continues through the provision of United Nations fellowships to faculty members for study abroad.

231. Several of the Institutions aided by the United Nations are to be looked upon, obviously, as special cases with respect to duration of assistance. The Libya project was begun at an early date and continued for several years in circumstances which permitted the adoption of objectives less comprehensive than are usually hoped for in projects of this kind. The objectives were broadened with the passage of years, and in 1966 the establishment of a well-rounded project under the UNDP (Special Fund) was under consideration. The project in Turkey, which was among those started at an early date, was continued from year to year because of

indications given observers that the institute needed support for a longer period. ESAPAC, the regional institute, has been a co-operative enterprise from its inception; continuation of United Nations participation in the future with UNDP (Special Fund) support was under consideration in 1966.^{86/}

Furnishing lecturers and the director or other principal officers

232. The standard way in which the United Nations has aided institutes of public administration is to furnish experts, who serve as members of the professional staff. This usually means that the United Nations expert assigned to such a training institution becomes a lecturer or instructor in full charge of courses or some other segment of the instructional activities. The expert often has to initiate an entirely new course. In this case, he has to prepare the syllabus, collect or prepare reading matter for the use of students, and offer instruction by giving lectures, leading discussions, and reviewing students' work. Experts often have duties going beyond teaching, such as participation in curriculum-building and other planning for the development of the institution as a whole, extension activities, or other functions assigned to the institution, such as research or consultative services.

233. In some projects, the United Nations furnished the Directors of Research, since experience in scientific research in public administration was comparatively scarce in the developing countries concerned. Experts were furnished to serve in this capacity for a number of years in the institutes of Turkey and Ghana. These and other United Nations experts made many contributions to the literature of public administration in developing countries, usually in the form of textbooks or manuals for students' use, including articles in professional journals and monographs.

234. In projects begun at early dates, notably the institutes of Turkey and the United Arab Republic, the senior United Nations expert served as Co-director and shared responsibility with the Director of the Institute appointed by the Government. The objective was to ensure that the Director would be prepared to take over the full responsibility as soon as possible. Experience in appointing Co-directors was, however, not entirely satisfactory, as it tended to divide authority. In other projects, the United Nations experts were designated by the Governments to act as Directors until their counterparts were ready to take charge.

^{86/} It should be noted that the Economic Commission for Latin America played a major role in the establishment and support of ESAPAC.

United Nations experts served as Directors for some years in the institutes in Ethiopia, Ghana, Libya and the Sudan and continuously in ESAPAC. In the institutes aided under the UNDP (Special Fund), the United Nations appoints a Project manager to take general responsibility on its behalf, although an official of the country may, as in the case of Colombia, serve as the Director of the Institute.

Fellowships in relation to schools and institutes

235. In most projects, the United Nations assisted in developing schools and institutes, not only by furnishing experts, but also fellowships for the purpose of opening to staff members, or prospective staff, opportunities to study abroad. The purpose was to prepare them to carry on the work of the training institution. Fellowships for the development of counterpart staff were a prominent element of the projects in Brazil, the Sudan, Turkey and the United Arab Republic. In some other countries, the general fellowship programme occasionally picked up a candidate for the institute staff; and former fellows, who had received help in obtaining training abroad without particular reference to the institute project, later became members of the staff.

236. Fellowships have also been offered to permit the nomination of officials from other countries as students in schools or institutes aided by the United Nations. In the early projects in Brazil and Turkey, this was part of the intention to make the institutes regional in scope. A high degree of success was attained in the Brazil project, and the school served a broadly regional clientele during the years of United Nations participation. Comparatively few students were attracted from other countries to the Turkish Institute, even though it was planned to serve the Middle East Region. In like manner, few foreign students were received by the Ghana Institute. The outstanding success of ESAPAC as a regional training institution is attributable in large measure to the fact that the Governments concerned jointly established and financed it and the United Nations provided not only experts but also fellowships to permit officials of the Central American Republics to attend courses and seminars.

The mission of schools and institutes

237. Considering the main responsibilities commonly assigned to training institutions of this kind, the schools and institutes aided by the United Nations exhibit much the same variety as that which emerges from an examination of a larger

sampling of these institutions.^{87/} The mission of all those aided through major projects, in so far as United Nations participation is concerned, is concentrated in the major functions of in-service training, research and consultation. These and other functions are emphasized in different degrees.

238. Some of the institutions are engaged in the pre-entry preparation as well as the in-service training of public servants. This is illustrated in the Brazil project in which the institution had a degree programme, as well as a variety of specialized in-service training courses. The United Nations experts served as instructors only in the latter. The Ghana Institute offers both the initial post-entry training, which all recruits into the highest levels of the public service are required to take, and a variety of in-service training courses. Several institutes divide their training efforts generally into a relatively long course in public administration, intended to be taken by public employees at the beginning of, or relatively early in, their careers and a series of short courses for re-training and refresher training later in their careers. Besides Ghana, this approach to training is illustrated in the institutes of the Sudan and the United Arab Republic.

239. As for research, it is clear that United Nations aid was intended, in several of the major projects, to give the institution a start in conducting surveys and investigations and in publishing materials relating to public administration. This was the case particularly in institutes such as those of Ghana and Turkey, for which the United Nations provided the Directors of Research over a period of years. Several of the institutes have become, in their own right, centres of research in public administration. The impetus came, to some extent, from the work of United Nations experts and advanced training provided under fellowships.

240. The emphasis on consultative services has been somewhat less marked than on research, with the notable exception of the institutes in Ethiopia and Somalia. The Imperial Ethiopian Institute of Public Administration has served as the main centre for organization and methods studies in Ethiopia. The Somali Institute of Public Administration has been actively engaged in the improvement of the civil service system in Somalia. The fact is that research and consultative functions

^{87/} Handbook of Training in the Public Service (United Nations publication, Sales No.: 66.II.H.1), paras. 326-67.

merge into each other. Many of the schools and institutes in which the United Nations co-operated have produced organization charts, directories of governmental agencies, manuals of procedures, studies of selected ministries, and other such studies and publications.

241. The development of specialized libraries in public affairs in the principal training institutions has been a major objective in technical co-operation projects. The possibilities of increasing material support in purchasing books were improved by support to some institutions through the UNDP (Special Fund). Among the libraries of United Nations-sponsored schools and institutes, that of ESAPAC is outstanding in volume and comprehensiveness.

242. United Nations experts have generally worked towards increasing the effectiveness of institutes as centres of information about public administration, meeting places for persons interested in improving public administration, and sponsors of a variety of seminars and short courses. Such activities are known to be of great variety. The institutes of Ghana and the Sudan are among those which have sponsored professional associations of persons interested in public administration. It is almost a derogation to mention any of the institutes as sponsoring seminars, conferences, public lectures, and like assemblies, because all of those with which the United Nations has been associated appear to be active in this respect. Besides ESAPAC, the national institutes of Brazil, Colombia, Ghana, the Sudan and the United Arab Republic appear to be outstanding as centres for many meetings.

The UNDP (Special Fund) approach in projects for the development of schools and institutes

243. The UNDP (Special Fund), established in 1959, opened up new possibilities in planning and financing comprehensive projects for the establishment of schools and institutes of public administration in developing countries. The Special Fund concentrates on training and other institution-building likely to have an impact in advancing the economic, social and technical development of a country. This institute of public administration, by virtue of its role, fits into the declared objectives of the Special Fund.

244. The first Special Fund project for developing an institute of public administration, the Ghana Institute at Achimota, has run its planned course of five years, adding new experience to that already gained in the earlier projects.

After the Ghana project was begun in 1961, no other Special Fund school or institute was inaugurated until 1964, when requests from Colombia and Somalia received United Nations approval, and in 1965 when a project for the Niger was approved. Burundi followed in 1966. It should be noted that in Colombia and Somalia, the Special Fund projects are a continuation of United Nations co-operation extending over several years. Special Fund projects were under consideration in 1966 for continuing United Nations co-operation in the institutions in Central America (ESAPAC), Libya and Yemen.

245. It becomes important to understand the procedures and requirements with which the Governments of developing countries must comply in obtaining Special Fund assistance.^{88/} When considering the suitability of a project for Special Fund support, many factors have to be taken into account. It is necessary to ensure that the project is structured in accordance with an estimate of the country's basic needs. Where in-service training is included, assurance is sought that Government departments will be willing to release employees eligible for participation, and those who complete the training will make use of it in their subsequent employment. The support is provided on the assumption that the institute will be maintained at an adequate level when Special Fund support ends, and, above all, that trained and experienced nationals will be forthcoming to staff the school or institute and to ensure the continuance of its activities when the team of United Nations experts departs.

246. Basic to the philosophy of the Special Fund is the idea that activities which receive its assistance are not "UNDP projects", but projects of the Government requesting assistance.

247. All Special Fund projects so far established for the development of schools and institutes have the same principal elements as other technical assistance projects: experts, fellowships, books and equipment. Since Special Fund projects are planned comprehensively at the outset and executed over a relatively long term, since the plan of operation is necessarily agreed to by the Government concerned and UNDP, and since such projects are provided with relatively

^{88/} Project Guideline No. 1 of 1 June 1964 (SF/POL/1) outlines guiding principles for the type of project which may be eligible for Special Fund assistance and gives details about the form, content and manner of submission of a formal request.

large resources, the Special Fund approach constitutes, in effect, a new form of technical co-operation. The plan of operation defines clearly the respective obligations of the United Nations and the recipient Government and is designed and phased to permit completion of the process of institutionalization by the time the project is due to end.^{89/}

248. With regard to the training role of the schools and institutes supported by the Special Fund, one particular point needs emphasis. In view of the magnitude of the task of training for the public service in almost all developing countries, a single training institution, however well organized and well staffed it may be, cannot suffice to meet all a country's needs in the years ahead. These schools and institutes may be expected to become in time the nucleus of a network of training centres, some of national scope and others of provincial and local scope, to be established where the need is greatest in different parts of the country — all linked closely with the main school or institute. Somalia, the Niger and Burundi, like many other developing countries, suffer from acute weaknesses in their public services at the clerical and secretarial levels. Adequate provisions have to be made for training these groups of personnel, if possible, in the project plans of operation which govern the activities of the schools and institutes. The necessary arrangements are made in consultation with the ILO, which assists in the recruitment and supervision of suitable staff. In view of the large numbers of persons to be trained at these levels, it is usually unrealistic to expect that a school or institute can meet all the requirements; clerical and secretarial training, therefore, needs to be decentralized. An important task of the institute will be the professional preparation of training officers and instructors to staff ministerial and departmental training centres, with a view to creating a nation-wide training system.

^{89/} It should be noted that UNDP does not provide funds for the construction or renting of buildings or furnishing them. The Ghana Government provided and equipped buildings for its institute at a cost of \$644,000. The Niger Government obtained from French bilateral aid sources a grant of Fr. CFA 64,500,000 for the erection of permanent premises for its school. The foreign aid agency of the United States Government is known to have under consideration the request of the Somali Government for funds to construct a permanent home for the UNDP-supported Institute of Public Administration in Mogadiscio. The Fonds Européen de Développement may assist the Government of Burundi in a similar manner.

Other projects related to in-service training

249. Occasionally, the United Nations has been asked by the Governments to assist in their in-service training programmes not directly related to institutes of public administration. Such requests usually come from countries that do not have an institute of public administration, or where the institute, if in operation, does not have the main responsibility for in-service training. The assistance given to Iran, Nepal and Sierra Leone may be cited here to illustrate the United Nations activities falling under this category. In Iran, the United Nations assisted the Government in the development of the clerical and secretarial training school, which offers courses in office management, clerical supervision, office procedures, shorthand, typing, filing and the use of office machines. In Nepal, assistance was given for the planning and conduct of in-service programmes in several ministries and departments of the Government. The programme included courses in clerical methods and office practices for middle-level and supervisory personnel and on-the-job training for junior personnel. In Sierra Leone, a United Nations expert carried out a survey of the needs in public administration training. The Government approved the recommendations of the expert for the establishment of a civil service training centre, and the services of the expert were extended in order to assist in the implementation of the training programme.

250. Such programmes of in-service training may become a prelude to the establishment of an institute of public administration. In such cases, the institutes started by offering instruction in simple clerical and office skills and elementary accounting and gradually introduced more advanced forms of in-service training.

Extramural relations with respect to schools and institutes

251. The Branch's activities in support of institutes of public administration in the developing countries have led to many instances of collaboration with other units in the Secretariat, the regional economic commissions, UNESCO, ILO, and agencies and institutions outside the United Nations family — not to mention the schools and institutes themselves. These relations have been so extensive that it is only possible to mention examples here. Collaboration in the affairs of particular institutes comes about naturally as a result of the fact that the United Nations is, by no means, the only agency interested in assisting developing

countries in establishing and operating training institutions of this type. Examples of collaboration are found in the earliest projects of this class. UNESCO furnished a professor to the Brazilian Institute at the time when the United Nations maintained a team of experts in in-service training in Brazil. The ILO assisted the Clerical-Secretarial Training Centre, the subsidiary of the Cairo Institute, in its early years, at the same time that the United Nations furnished an expert. So it has been in numerous projects, down to the present time. The United Nations may provide some members of the professional staff, while others come under bilateral or foundation programmes; or the United Nations may furnish a large part of the technical assistance, while the buildings and appurtenances are financed from other sources; or, again, the school or institute assisted by the United Nations may receive numerous gifts of books, a fully equipped language laboratory or other equipment from various donors.

252. An interesting phase of these relations is the question of how the United Nations can provide leadership and support to the many schools and institutes to encourage them to co-operate among themselves. The United Nations does not have to act alone in this matter, as the International Institute of Administrative Sciences, the agencies directing the principal bilateral programmes, several universities in developed countries, some foundations and other agencies are also active in promoting such co-operation. Obviously, the schools and institutes have much to learn from each other. Their problems are in many ways similar, even as between advanced and developing countries. They stand to gain by programmes for the exchange of publications, the assembly of directors and other staff members in international meetings, and the exchange of persons under fellowships. The United Nations has been a leader in this co-operative movement for many years: by sending its experts, transferring many of the experienced experts to serve in a second or a third institution, granting fellowships, exchanging information through publications, and sponsoring or co-sponsoring meetings which include directors and other staff members of institutes from developing countries.

Teaching materials for institutes

253. As part of the substantive support, training materials are needed for institutes in the developing countries. The United Nations recently published a

handbook^{90/} which provides guides on training materials and organization of training courses. There is need for training materials on different aspects of public administration which have particular relevance to conditions in developing countries. In view of the limited resources at the disposal of the Public Administration Branch, it has not been able to make as much contribution in this regard as it would like to. Among the teaching materials published recently by the United Nations may be mentioned the Handbook of Training in the Public Service, the Handbook of Civil Service Laws and Practices,^{91/} and Orientation Course in Mechanized Data Processing.^{92/} A manual on supply management is expected to be available soon. A list of United Nations publications appears in appendix II. Training materials are urgently needed on such subjects as administration of development planning, and the Branch plans to undertake preparation of such materials in the light of requirements of both national and regional training institutions.

Research relating to schools and institutes

254. A group of experts was assembled in Geneva in 1957 to review the projects of training completed or in progress up to that time. Many of the United Nations experts who had served in the schools and institutes then in operation were requested to prepare papers based on their experience. Impressive documentation was assembled, some parts of which bear re-reading at the present time for an understanding of the ideas then prevalent on the nature and role of this kind of training institution. The discussion at the meeting, as reflected in the published report,^{93/} ranged over many subjects relating to the status, role and programme of instruction of schools and institutes, as well as various aspects of training projects designed to develop training centres for clerical, secretarial and technical personnel.

^{90/} Handbook of Training in the Public Service (United Nations publication, Sales No.: 66.II.H.1).

^{91/} United Nations publication, Sales No.: 66.II.H.2.

^{92/} United Nations publication, Sales No.: 66.II.H.3.

^{93/} Training in Public Administration (United Nations publication, Sales No.: 58.II.H.1).

255. One chapter of the United Nations Handbook of Training in the Public Service is the result of intensive research on schools and institutes. This research was not confined to the training institutions aided by the United Nations, but drew broadly upon the experience in many countries with these institutions. The results of this research were reviewed by many readers and by a working party that met in Paris in July 1965. A supplementary study entitled "Training in the local government service", the results of which are, at this writing, in the form of a draft manuscript under review, touches upon the organization and work of the comparatively few research and training institutes in local government which now exist in developing countries. Additional research work, including a study of the curriculum in institutes of public administration, has been included in the Branch's work programme.

Future work programme

256. The Branch anticipates continuing requests for assistance in the establishment of training institutions. By January 1967, there are likely to be seven established UNDP (Special Fund) projects in the field of public administration, although the Ghana project must now be regarded as completed. The six active projects will be in Burundi, the Central American institute, Colombia, Libya, the Niger, and Somalia. In addition, there are proposals on which a considerable amount of detailed work has already been done and which have a good chance of being ready as formal requests by June 1967. These are from Iran, the United Arab Republic, Venezuela and Yemen. Furthermore, the Branch is currently involved in correspondence with several other countries and organizations which have expressed interest directly or indirectly in obtaining Special Fund assistance for developing their administrative training facilities, research programmes and technical advisory services.

257. The existing institutes of public administration are generally training junior and middle-level members in the administrative and managerial classes of the public services of the developing countries. There is an increasing awareness that the senior members should also participate in training, although in their case training would be organized differently. The institution for the training of senior servants has come to be known as a civil service staff college. There has already been expression of interest regarding possible United Nations co-operation in staff colleges for senior civil servants.

258. An increasing number of civil servants in the developing countries have to deal with matters of science and technology. Similarly, the number of scientists and technical personnel in the public services is on the increase. It is, therefore, important to supplement the training of generalist civil servants by instruction in the administration of science and technology and to train the scientists and technical personnel in public administration and management.

259. The Branch plans to meet these needs to the extent possible through direct technical co-operation and substantive work at Headquarters. The latter includes preparation of training materials which could be used in different kinds of courses and training programmes. Specifically, the Branch is undertaking preparation of training materials related to development administration and its specialized aspects.

260. Before concluding this chapter, it may also be pointed out that the institutes of public administration were expected to become points of support for administrative reform in their countries. In order to perform such a role, the capacity of the existing institutes to undertake consultative and advisory services on behalf of their Governments is very important. The Branch plans, therefore, to undertake research and other related activities to strengthen the consultative and advisory roles of the institutes.

VIII. THE FELLOWSHIP PROGRAMME

The origin of the fellowship programme

261. The great need for trained personnel in the promotion of economic and social development at all levels of government was recognized by the United Nations soon after its foundation. A resolution adopted during the first session of the General Assembly in December 1946, (resolution 58 (I)) provided for a training programme for personnel engaged in the field of social welfare, primarily in the public sector. This was soon followed by a similar programme in the field of economic development, (General Assembly resolution 200 (III)) and the funds provided for under this programme could also be used for public administration. In the Secretary-General's general formulation of the public administration programme in 1949, the provision of fellowships and scholarships was mentioned as a major feature.^{94/}

262. In response to the Secretary-General's announcement in 1949 of fellowships in economic development and public administration,^{95/} twenty-four countries entered requests for 120 fellowships^{96/} of which thirty-eight were granted. When the Division for Public Administration was established in 1951, one of its functions was "to assist ... in the selection, briefing and placement of fellows and scholars in the field of public administration".^{97/} When the programme of technical assistance in public administration was reaffirmed and put on a regular basis in 1952 and 1953, fellowships and scholarships were mentioned specifically as a continuing part of the programme (General Assembly resolution 723 (VIII)).

^{94/} Official Records of the Economic and Social Council, Ninth Session, Annexes, agenda item 4, document E/1336.

^{95/} Ibid., Tenth Session, Annexes, agenda item 9, document E/1576.

^{96/} Ibid., Eleventh Session, Annexes, agenda item 27, document E/1708.

^{97/} Ibid., Sixteenth Session, Annexes, agenda item 8, document E/2415, para. 8 (e).

Nature and purpose of fellowships

263. The basic purpose of the fellowship programme in public administration is to assist the developing countries in improving their administrative capabilities by opening up opportunities for public servants to obtain training abroad. Fellowships are granted upon specific requests from governments to enable persons already, or soon to be, entrusted with public administration duties to broaden their professional knowledge and experience, on the understanding that their governments will give them the opportunity to apply the knowledge thus gained upon return to their respective countries. The programme provides training for senior civil service personnel through study and observation of advanced methods in public administration in other countries and for junior personnel through study at universities or institutes of public administration. Fellowships are not awarded for the purpose of obtaining a degree, but to acquire additional training. In a number of cases, however, fellowship holders have qualified for a masters or doctorate in public administration, particularly when an academic qualification has had a close relation to the work they were engaged in, in their home countries, such as teaching in an Institute of Public Administration.

Scope of the fellowship programme

264. From 1950 to 1965, approximately 2,750 fellowships of varying lengths were granted in different fields of public administration. This included 1,646 awards to fellows for individual study programmes. The others were granted to participants in seminars, study groups and workshops concerned with the aspects of public administration. Tables 4 and 5 provide detailed information about the annual number of awards and source of funds.

265. The United Nations fellowship programme in public administration has covered most of the countries and territories of the world, either as places of origin or as the location of training. Fellows from almost 100 countries and territories have participated in the programme, and sixty-five countries and territories have provided training facilities. Almost every country and territory in Latin America, Africa and Asia has had at least a few United Nations fellowships in public administration (table 5).

266. In terms of fields of study, it may be noted that a large number of fellows were classified as pursuing studies generally in public administration.

Table 4

FELLOWSHIP AWARDS IN PUBLIC ADMINISTRATION 1950-1965

Year	Number of awards <u>a/</u>	By source of funds			
		Regular programme	Expanded programme	Special Fund	Funds-in-trust
1950	38	15	23	-	-
1951	98	22	76	-	-
1952	193	45	148	-	-
1953	100	18	82	-	-
1954	40	6	34	-	-
1955	138	13	125	-	-
1956	165	53	112	-	-
1957	108	58	50	-	-
1958	141	70	71	-	-
1959	149	54	92	-	3
1960	181	86	95	-	-
1961	191	154	35	-	2
1962	249	164	85	-	-
1963	281	223	48	-	10
1964	459	229	213	3	14
1965	266	190	76	-	-
Total	2,797				

Source: Documents E/2414, E/2415, E/2575, E/2736, E/2856, E/2966, E/3081, E/3236, E/3366, E/3474, E/3619, E/3757/Add.1, E/3870, E/4016, DP/RF/1/Add.1.

a/ Including awards to participants in seminars, study groups and workshops. For 1964 and 1965, separate figures are available: fellowships, 157 in 1964, 148 in 1965; awards to participants: 301 in 1964, 118 in 1965.

Table 5

FELLOWSHIPS AWARDED IN THE FIELD OF PUBLIC ADMINISTRATION
BY COUNTRY OF ORIGIN AND HOST COUNTRY

1950-1965

<u>Country or territory of origin</u>	<u>Number of fellows</u>	<u>Country or territory of study</u>	<u>Number of fellows</u>
Afghanistan	34	Afghanistan	1
Albania	-	Albania	-
Algeria	1	Algeria	-
Argentina	16	Argentina	1
Australia	-	Australia	38
Austria	1	Austria	7
Barbados	1	Barbados	-
Belgium	5	Belgium	66
Bolivia	20	Bolivia	-
Botswana	-	Botswana	-
Brazil	30	Brazil	54
Bulgaria	-	Bulgaria	1
Burma	31	Burma	1
Burundi	1	Burundi	-
Byelorussian SSR	-	Byelorussian SSR	-
Cambodia	2	Cambodia	-
Cameroon	6	Cameroon	-
Canada	-	Canada	105
Central African Republic	-	Central African Republic	-
Ceylon	5	Ceylon	1
Chad	-	Chad	-
Chile	27	Chile	20
China	29	China	9
Colombia	21	Colombia	5
Congo (Brazzaville)	1	Congo (Brazzaville)	-
Congo (Dem. Rep. of)	1	Congo (Dem. Rep. of)	-
Costa Rica	32	Costa Rica (ESAPAC)	141
Cuba	5	Cuba	-
Cyprus	3	Cyprus	-
Czechoslovakia	-	Czechoslovakia	2

Fellowships awarded in the field
of public administration (cont'd)

<u>Country or territory of origin</u>	<u>Number of fellows</u>	<u>Country or territory of study</u>	<u>Number of fellows</u>
Dahomey	3	Dahomey	-
Denmark	1	Denmark	32
Dominican Republic	9	Dominican Republic	-
Ecuador	41	Ecuador	-
El Salvador	31	El Salvador	-
Ethiopia	20	Ethiopia	18
Federal Republic of Germany	1	Federal Republic of Germany	23
Fiji Islands (U.K.)	1	Fiji Islands	2
Finland	5	Finland	18
France	-	France	223
Gabon	-	Gabon	-
Gambia	-	Gambia	-
Gilbert and Ellice Islands Colony (U.K.)	1	Gilbert and Ellice Islands Colony (U.K.)	-
Ghana	5	Ghana	1
Greece	25	Greece	-
Guam	-	Guam	1
Guatemala	41	Guatemala	-
Guinea	1	Guinea	-
Guyana	12	Guyana	-
Haiti	39	Haiti	-
Honduras	30	Honduras	-
Hong Kong	-	Hong Kong	1
Hungary	-	Hungary	-
Iceland	2	Iceland	-
India	21	India	13
Indonesia	16	Indonesia	-
Iran	58	Iran	-
Iraq	20	Iraq	1
Ireland	3	Ireland	7
Israel	79	Israel	3
Italy	-	Italy	96
Ivory Coast	-	Ivory Coast	-
Jamaica	4	Jamaica	-
Japan	48	Japan	20
Jordan	69	Jordan	-

Fellowships awarded in the field
of public administration (cont'd)

<u>Country or territory of origin</u>	<u>Number of fellows</u>	<u>Country or territory of study</u>	<u>Number of fellows</u>
Kenya	3	Kenya	3
Kuwait	2	Kuwait	-
Laos	25	Laos	-
Lebanon	14	Lebanon	52
Lesotho	3	Lesotho	-
Liberia	4	Liberia	-
Libya	122	Libya	2
Luxembourg	-	Luxembourg	-
Madagascar	-	Madagascar	-
Malawi	-	Malawi	-
Malaysia	1	Malaysia	7
Maldivo Islands	-	Maldivo Islands	-
Mali	-	Mali	-
Malta	3	Malta	2
Mauritania	-	Mauritania	-
Mexico	30	Mexico	35
Mongolia	-	Mongolia	-
Morocco	4	Morocco	-
Nepal	28	Nepal	-
Netherlands	-	Netherlands	118
Netherlands Antilles	1	Netherlands Antilles	-
New Caledonia	-	New Caledonia	2
New Zealand	-	New Zealand	14
Nicaragua	27	Nicaragua	-
Niger	2	Niger	-
Nigeria	3	Nigeria	4
Norway	3	Norway	26
Pakistan	22	Pakistan	6
Panama	14	Panama	1
Paraguay	15	Paraguay	-
Peru	7	Peru	2
Philippines	10	Philippines	9
Poland	3	Poland	29
Portugal	-	Portugal	-
Republic of Korea	37	Republic of Korea	-
Republic of Viet-Nam	2	Republic of Viet-Nam	-
Rhodesia	3	Rhodesia	-
Romania	2	Romania	1
Rwanda	-	Rwanda	-

Fellowships awarded in the field
of public administration (cont'd)

<u>Country or territory of origin</u>	<u>Number of fellows</u>	<u>Country or territory of study</u>	<u>Number of fellows</u>
Samoa	2	Samoa	-
Saudi Arabia	11	Saudi Arabia	-
Senegal	-	Senegal	-
Sierra Leone	2	Sierra Leone	-
Singapore	-	Singapore	1
Somalia	6	Somalia	-
South Africa	-	South Africa	-
Spain	2	Spain	2
Sudan	44	Sudan	7
Surinam	5	Surinam	-
Swaziland	1	Swaziland	-
Sweden	7	Sweden	42
Switzerland	-	Switzerland	129
Syria	25	Syria	1
Thailand	26	Thailand	17
Togo	-	Togo	-
Trinidad and Tobago	2	Trinidad and Tobago	-
Tunisia	-	Tunisia	-
Turkey	43	Turkey	22
Uganda	5	Uganda	1
Ukrainian SSR	-	Ukrainian SSR	1
USSR	-	USSR	1
United Arab Republic	79	United Arab Republic	175
United Kingdom	-	United Kingdom	330
United Republic of Tanzania	1	United Republic of Tanzania	-
United States of America	1	United States of America	420
U.S. Trust Territories of Pacific Islands	7	U.S. Trust Territories of Pacific Islands	-
Upper Volta	1	Upper Volta	-
Uruguay	16	Uruguay	2
Venezuela	6	Venezuela	-
Western Samoa	-	Western Samoa	1

Fellowships awarded in the field
of public administration (cont'd)

<u>Country or territory of origin</u>	<u>Number of fellows</u>	<u>Country or territory of study</u>	<u>Number of fellows</u>
Yemen	78	Yemen	7
Yugoslavia	27	Yugoslavia	7
Zambia	2	Zambia	1
<u>99 countries and territories</u>	<u>1,646 ^{a/}</u>	<u>65 countries and territories</u>	<u>2,384 ^{b/}</u>

Source: Based on the annual lists of fellowships prepared by the Fellowships Branch, BTAO, for internal distribution.

a/ This list includes only fellowship awards for which individual study programmes were prepared by the United Nations. It does not include awards to participants in seminars, workshops and study tours.

b/ The study programme prepared for a fellowship holder may include study or observation in more than one country. This accounts for the larger figure in this column.

SUMMARY TABLE

Regional distribution of
fellows and countries of origin

<u>Region</u>	<u>Number of fellows</u>	<u>Number of countries and territories</u>
AFRICA	324	26
ASIA AND THE FAR EAST	406	22
EUROPE	135	16
LATIN AMERICA	482	26
MIDDLE EAST	298	8
NORTH AMERICA	<u>1</u>	<u>1</u>
	1,646	99

In addition to all the principal subdivisions of public administration, numerous technical specialties were also represented. The major fields covered by fellowships are government organization and management, personnel administration, organization and methods, local government administration, financial administration, methods of training in public administration and management of government enterprises. In addition, many of the fellowships granted in the field of economic and social development provided training for officials concerned with the administrative aspects of technical services in ministries and other government agencies.

267. In terms of duration, fellowship awards broadly fall into two categories. Short-term awards for three to six months are usually granted to senior civil servants, and relatively long-term awards known as resident fellowships (formerly classified as scholarships) for twelve months, are made to faculty members of training institutions and junior and middle-level personnel with approximately five years' experience in public employment.

Role of the Branch in implementation of the programme

268. In providing substantive support in the administration of the fellowship programme, United Nations Public Administration Branch engages in a number of activities. It identifies training facilities in different countries and institutions, with a view to meeting the needs of fellows from developing countries. The Branch undertakes substantive review of requests for fellowships and examines the nominations for fellowships, especially the candidates' qualifications, job responsibilities and future employment prospects. After such reviews, the Branch recommends approval or rejection of a nomination and, in the case of approval, also an appropriate study programme. This process sometimes involves consultation with public administration experts serving in a candidate's home country, with United Nations Development Programme Resident Representatives, and with educational and other institutions in the host countries. Whenever possible, briefing sessions are arranged for fellows to familiarize them with the United Nations programme in public administration and to help them in making the often difficult adjustment from their home countries to the different conditions prevailing in the places where they are to undergo training. Once a fellow has been placed in an academic institution, governmental agency or elsewhere, the

Public Administration Branch reviews his periodic and final reports. The Branch is thus kept informed of the fellow's progress and has the opportunity to suggest changes in the study programme, if that seems necessary to enable the fellow to obtain full benefit from his period of study abroad. After the fellows have completed their training and returned to their own countries, the Branch tries to maintain contact with them and to assist them in obtaining further information relevant to their work. Reports submitted by fellows two years after the termination of the fellowship programme enable the Branch to evaluate the use being made of the skills and knowledge acquired during the fellowship period. 269. It is the policy of the Branch to formulate an individual study programme to meet the specific need of each fellowship holder and to follow his progress both during his period of study and after his return to his country. However, with the large number of fellowships and with the limited staff resources, it has not been always possible to do so.

Methods of selection

270. Methods of selecting fellows vary greatly among the countries participating in the fellowship programme. In some countries, national selection committees have been established and authorized to prescribe the qualifications to be met by applicants and the procedure to be followed in applying for fellowships. These committees usually review the academic background and professional qualifications of candidates proposed by different departments and ministries. This kind of procedure ensures a preliminary screening of candidates before they are recommended to the United Nations. In other countries, candidates are nominated with less care in the examination of qualifications. Sometimes, the selection rests entirely on the contribution that is expected from the candidate in the development of a particular service. Experience tends to show that the best results can be expected when the selection of fellows is related to ongoing projects and especially when fellows can be scheduled to serve as counterparts to United Nations experts and to replace them eventually.

Planning study programmes

271. The experience gained by host countries in providing suitable study programmes has resulted in constant improvement of training available to United Nations fellowship holders. While emphasis is being given to adjusting the

study programme to the candidate's needs, it is not always possible to provide individualized programmes in academic institutions. Often the established curriculum cannot be adjusted, and United Nations fellows are therefore required to participate in the general study programme. In such cases, academic study in a technologically advanced country is often supplemented by study in another country offering training in the same field, but in an environment more closely related to the level of development of the fellow's own country. The advantages of "tailor-made" study programmes have been mentioned in many discussions and reports. It seems, however, that as the number of fellowships has increased, the possibilities of providing programmes designed to meet individual needs have somewhat diminished. In countries greatly in demand as places for study, the large number of foreign students who come under both multilateral and bilateral programmes strain the capacity of the educational and training facilities, particularly of governmental and other public service training agencies. When the host country announces that it cannot accept additional candidates, a search must be made to locate suitable training facilities in other countries. Fortunately, it is now possible to place some fellows in institutes and schools of public administration which were developed with United Nations or Special Fund assistance.

272. During the early years of the fellowship programme in public administration, training was available primarily in developed countries, especially the United Kingdom, France, and the United States. Continued research and compilation of information to identify suitable study facilities made it possible to extend the training base to a larger number of countries. United Nations fellows have been sent in recent years to several countries in Latin America, the Middle East, the Far East, Western and Eastern Europe.

Subsequent utilization of United Nations fellows in public administration

273. While there is no formal compilation of data from which a final conclusion might be drawn on what happens to United Nations fellows in public administration after they complete their training abroad, the available information based on follow-up reports indicates some significant results. Although there have been some disappointments when fellows were not employed in their fields of specialization in which the training abroad was undertaken, the vast majority of

United Nations fellowship holders in public administration have generally been given the opportunity by their Governments to contribute to the development of the public services upon their return to the respective home countries.

274. A number of officials at senior levels, who formerly held United Nations fellowships in public administration, occupy key positions in departments of government or serve as directors and faculty members of Institutes of Public Administration. In some cases, fellowship holders have been engaged as experts or have joined the international civil service.

275. Contributions made by fellowship holders in the field of teaching and research are worth noting. At the Institute of Public Administration in Khartoum, the Sudan, established in 1960 with the aid of the United Nations, the training activities have been expanded and a research programme in public administration promoted. A former fellowship holder served as the first national director of the Institute, and at the request of UNESCO, he has assumed the position of director of CAFRAD (African Training and Research Centre in Administration for Development), a regional institute located in Tangiers. He was replaced by a Sudanese national and former instructor at the Institute, who had also obtained his training in public administration through a United Nations fellowship. Training in development administration at the Institute was also initiated with the assistance of a United Nations fellowship holder, who had obtained a post-graduate degree in public administration abroad.

276. In the United Arab Republic, where the Institute of Public Administration was established with the assistance of the United Nations, a large proportion of the current staff obtained post-graduate degrees in public administration through United Nations fellowships. Other former fellows now hold important positions with the Civil Service Commission. One is serving with the Ministry of Finance as the Chief of the Provident Fund Section.

277. In Thailand, former United Nations fellows have been appointed as lecturers at the Institute of Public Administration affiliated with Thammasat University, and some hold senior positions in government departments.

278. The director of the Institute of Technological Investigations of the Universidad de Concepción, Chile, has, on his return to his home country after a period of observation and study abroad, expanded the activities of the Institute,

which now includes a programme of research related to the administration of public enterprises. A former fellow is serving as the director of a UNESCO Regional Centre in Latin America. A number of fellows now pursuing their studies abroad, are scheduled to serve as counterparts to United Nations experts at ESAP (Escuela Superior de Administración Pública) in Bogotá, Colombia.

279. As indicated above, some former fellows have joined the international civil service and served as experts in other countries. In the field of training, for example, two fellows assigned in 1965, as United Nations public administration experts to Yemen, have assisted the Government in the establishment of an Institute of Public Administration. This Institute now provides training for middle-level civil servants.

280. Perhaps the greatest impact of the fellowship programme in Latin America has been made through the regional institution, the Advanced School of Public Administration for Central America, San José, Costa Rica. Through the years, a large number of officials of Central American Republics and Panama have received United Nations fellowships to attend courses at ESAPAC. Many of these serve now in middle and senior career posts, such as the Director-General of central budget offices and personnel agencies, chief administrators in numerous technical services, professors in universities, elected members of legislative bodies and ministers.

281. The role of fellowship holders in filling managerial and professional positions in public administration should also be mentioned. Some examples of such effective use of fellows are cited here as illustrations. In Ghana, a former administrative officer of the Establishment Secretary's Office, a position he held at the time of fellowship award, has been promoted to the post of Director, Organization and Methods Secretariat, Ghana Civil Service. In Iran, the Administrative Director in charge of the administrative affairs of the State Railways assumed the position of Administrative Director-General after his return from a study period abroad. In Chile, a returned fellow now serves as Chief of the Organization and Methods Section. A former fellow has now been promoted to the position of Chief Personnel Officer of the Pakistan Eastern Railways. In Israel, a former instructor in political science at the Hebrew University was promoted to serve with the Civil Service Commission as the Acting Director of the Training and

Education Division, and is also an adviser on administrative problems and executive development to Government's Ministries and Municipalities.

282. The most recent survey of fellowships was made in 1962 in pursuance of a decision of the Technical Assistance Board at its 52nd session in October 1961. It was carried out by a working group consisting of fellowship officers of the participating organizations, which convened in Geneva from 29 January to 1 February 1962. The group made a survey of the fellowship programme from its inception. The report, taking 1958-1959 as a sample year, indicated that, of the fellows in public administration, the majority returned to their previous positions in their home countries, initiated new activities within the service in which they were engaged, trained other officials in their fields of specialization, or were entrusted with wider responsibilities. A comparatively small number were no longer employed in public administration.

283. Many public servants have thus been able to broaden their professional experience, which would not otherwise have been available, and transmit their knowledge and techniques across national boundaries. While reports regarding fellowship holders who returned to their home countries and assumed responsibilities suggest that the approach to training abroad is effective, there evidently remains a great deal to be learned about the best methods to provide programmes of study most appropriate to existing local conditions.

Recommendations for the future programme

284. The following recommendations are presented for appraisal as measures to increase future effectiveness of the fellowship programme in public administration:

(a) More emphasis should be placed on making fellowships available to middle management in key posts. A particular field for such fellowships is administration for development planning and plan implementation;

(b) Greater effort should be made to provide individual training programmes to meet the specific needs of individual fellows, particularly at the more senior level;

(c) To reach a high level of executive management in developing countries, fellowships must be designed to provide a range and breadth of interaction with their counterparts in technologically more advanced countries. Sufficient flexibility should be provided through short-term study tours and participation in

seminars and conferences;

(d) Where expedient, fellows in the same occupation from different countries within the same region should be placed in a single training programme developed to meet their mutual needs. This would provide the added benefit of encouraging the exchange of experience on solution of common problems;

(e) The liaison between Public Administration Branch staff concerned with the administration of the fellowship programme and national and international training should be strengthened by visits and other exchanges to identify ongoing study programmes and to influence development of new curricula particularly relevant to developing countries;

(f) Research methodology should be established to provide continuing assessment of the value and results of the fellowship programme.

IX. THE UNITED NATIONS OPLX PROGRAMME

Origin of the programme

285. The United Nations programme for the provision of operational, executive and administrative personnel, known as "the OPLX programme", had its origin in proposals advanced in 1956 by the then Secretary-General of the United Nations (the late Dag Hammarskjöld), in an address before the Canadian Branch of the International Law Association in Montreal.^{98/} The Secretary-General there referred to the close interrelationship between two major revolutionary developments of our time that aimed at realizing the principle of self-determination and that aimed at improving the economic and social life of the vast majority of mankind, who so far have had little share in the benefits of modern technology. He pointed to deficiencies in public administration as a major obstacle to the realization of these objectives, stating that "in every one of the reports of the economic survey missions sent out by the United Nations and the International Bank, some reference has been made to the handicap imposed by poorly-developed public administration and the shortage of competent officials".^{99/} He felt that the United Nations should be able to alleviate this shortage of personnel by adopting a new approach along the lines suggested by the then Canadian Secretary of State for External Affairs, who had proposed the establishment of an international professional and technical civil service with experts specially trained for work in the developing areas. He envisaged a career service under international auspices for qualified men and women of any nationality who would be prepared

^{98/} For full text, see United Nations Press Release SG/482, 29 May 1956.

^{99/} Ibid., p. 1. Of particular interest in this connexion is the final Report of the United Nations Mission of Technical Assistance to Bolivia (United Nations publication, Sales No.: 1951 II.B.5). This referred to "... the paradoxical contrast" between Bolivian wealth and the "failure of its people to translate that wealth" into a "prosperous national economy", and stated the "explanation of the paradox is to be found in the governmental and administrative instability" of the country. The Report's proposals that "the United Nations assist the Bolivian Government in obtaining of services of a number of experienced and competent administrative officials ... and appoint these officials on a temporary basis ... as integral members of the Bolivian civil service" directly anticipates the later OPLX scheme, pp. 2-3.

to work in the developing countries of the world as public officials integrated into the national administration of those countries, while maintaining their international status.

286. It was against a background of repeated emphasis on the importance of public administration that the General Assembly, in 1958, adopted the proposals put forward by the Economic and Social Council for the establishment of the OPEX Programme, as a "supplement" to those other forms of technical assistance, the value of which had been demonstrated (General Assembly resolution 1256(XIII)).^{100/} In the same resolution which sanctioned the OPEX programme, the General Assembly envisaged a broad scope for this assistance as it related to public administration. It was not to be limited to fields of competence in public administration normally considered as belonging to the United Nations as distinct from the specialized agencies. It specified that "whenever requests for assistance fall within the competence of a specialized agency, no action shall be taken without prior consultation and agreement with that agency." Thus requests for OPEX assistance in such fields as agriculture, education, health, meteorology, telecommunications, civil aviation and industrial training were to be referred to the specialized agencies concerned for their concurrence and advice.

Features of the programme

287. The experimental programme which was sanctioned in 1958 differed in some respects from the original concept of the late Dag Hammarskjöld of an

^{100/} In the preamble to the resolution, the General Assembly again recognized: "... the important role of public administration in the implementation of programmes of economic and social development", and while taking note "... with satisfaction of the results already achieved by the United Nations technical assistance programmes in the field of public administration" (i.e. under the earlier resolutions), proceeds to authorize "... the Secretary-General to supplement these programmes with a view to:

"(a) Assisting Governments participating in these programmes, at their request, to secure on a temporary basis the services of well qualified persons to perform duties of an executive or operational character as may be defined by the requesting Governments, and as servants of such Governments, it being understood that such duties shall normally include the training of nationals to assume as early as possible the responsibilities temporarily assigned to these internationally recruited experts."

international career service of public administrators. However, it preserved the central objective of his scheme, namely, that of strengthening the administrative capability of the public service in all aspects related to economic and social development. The proposed title, "International Administrative Service", was dropped. The agreements with Governments stressed recognition of the "special international status" attaching to the officers, but it was made clear that appointees would be the "servants of governments" and they would not be recognized as "international civil servants", as the term is used when applied to the members of the Secretariat, or to advisory experts in the full-time employ of the United Nations or a specialized agency.

288. OPEX officers, as government servants, receive the applicable local salaries of the posts they occupy from the Government concerned. The United Nations (or a specialized agency) supplements that salary by a stipend and other allowances to bring the total remuneration into line with that of comparable advisory experts.

289. It can also be stated that while the OPEX programme thus began, formally, as an extension of technical assistance in the field of public administration and as an additional form of such assistance, assistance to Governments in this form has had, from the outset, the implicit, if not explicit, sanction of the technical assistance activities of the United Nations.^{101/} During the first decade of United Nations technical assistance, expert assistance, when provided, generally took the form of advisory personnel in the full-time employ of the United Nations or one of the specialized agencies. Although this was the general rule, exceptions were made during this period, notably following the United Nations technical assistance mission to Bolivia in 1950 and to Indonesia in connexion with the Indonesian Planning Board. In these instances, the United Nations facilitated the appointment of experts to perform operational, executive and administrative functions and, in effect, subsidized their employment in government posts. Nevertheless, it was felt that a departure from the established norm of advisory experts required formal sanction by the General Assembly, as a matter of policy.

^{101/} In Economic and Social Council resolution 222A (IX), annex I, the Guiding Principles governing the Expanded Programme stipulate that: "The kinds of technical assistance to be rendered to each country shall be determined by the Government concerned;" and that technical assistance shall be rendered "... as far as possible in the form which /a/ country desires"

Financial authorization and scope: experimental period

290. In 1958, the General Assembly authorized an allocation of \$250,000 for use in 1959 and then extended the experiment for 1960 at the level of \$300,000. When, however, the OPEX programme was reviewed again in 1960, both in the Economic and Social Council and in the General Assembly, the Secretary-General reported that the then level of funds was wholly inadequate to cover a full year's operation of all the posts established.

291. Funds allotted by the General Assembly for the experimental years proved to be adequate to meet the actual appointments made during that period, since initial problems connected with a new programme slowed down the rate of progress. By the middle of 1960, even though current resources were known to be limited, over 170 requests had been received from thirty-nine Governments, thus pointing to the potentiality of the programme, providing sufficient funds were available. At the thirtieth session of the Economic and Social Council, therefore, the Secretary-General was able to report not only that Governments were satisfied with OPEX assistance, but that coupled with the potential demand, the experimental programme could be considered a success. The General Assembly in its resolution 1530(XV) endorsed the Council's recommendation to place the programme on a "continuing basis" and approved an annual allocation of \$850,000.

292. While the General Assembly, under its original resolution (1256(XIII)), sanctioned the OPEX programme in recognition of the "important role of public administration in the implementation of programmes of economic and social development", the term "public administration" was not here restricted to the type of advisory posts for which the Public Administration Branch provided substantive support, but covered all sectors in the widest sense, and all parts in which administrative, technical and managerial skills were needed. Thus the wide range of activities covered by the specialized agencies, in addition to economic and social fields within the competence of the United Nations Secretariat, were brought within the ambit of this resolution.

293. As a consequence, the specialized agencies have, with their concurrence, been associated from the outset with the United Nations in the OPEX programme. In the first year, 3 out of the 10 appointments made were in fields within the competence of the specialized agencies. In 1960, 10 out of 20 appointments, and

in 1961, 15 out of 37, were in these fields. Appointments to OPEX posts totalled 68 in 1962, 78 in 1963, and 82 in 1964; posts in specialized agencies' fields of activity accounted for over one-third of the total in each of these years. Detailed information about OPEX personnel is given in table 2.

294. In 1960, a year after the United Nations OPEX programme had been initiated, the United Nations Educational, Scientific and Cultural Organization (UNESCO) embarked upon its own UNESCO OPEX Administrative Specialists (UNESCOPAS), directly concerned with filling posts in UNESCO's own fields of competence, especially education. At the same time, UNESCO continued to maintain its collaboration with the United Nations, in filling "key" posts of a predominantly administrative character under the United Nations programme. Later, the World Health Organization (WHO) embarked on an "operational" programme under its regular budget, following the general pattern of the United Nations' OPEX programme, but specifically directed to assistance in the fields of WHO. Thus both the UNESCO and the WHO programmes, directed to operational assistance within their respective spheres, have been considered complementary to the United Nations programme under General Assembly resolution 1256 (XIII).

295. The additional funds made available by the General Assembly for 1961 enabled the Secretary-General to deal with some of the backlog of outstanding requests. Additional agreements were concluded and new posts established. Early in 1962, however, it became apparent that an annual allocation of \$850,000 for this programme would soon be insufficient to meet more than a portion of the demand for posts to be filled. There were two reasons for this problem of funds. First, the nature of the OPEX programme implied that posts ought to be filled in the main for two years or more (in many cases for several years), since each OPEX officer was concerned with leaving a trained national to succeed him. The training of nationals could not be accomplished rapidly, especially in the highly technical fields of the specialized agencies. Second, earlier estimates of average supporting costs proved to be too low, especially since many of the later requests came from countries where local salaries were very low and the call upon the United Nations' supporting funds correspondingly high.

Broadening the financial and administrative basis

296. In the Secretary-General's report to the thirty-fourth session of the Economic and Social Council in 1962 ^{102/}, the survey report on programmes in the field of public administration devoted considerable attention to the development of the OPEX programme, to the need for additional funds and to the desirability of the specialized agencies engaging in OPEX-type activities in their specialist fields, while, at the same time, stressing the importance of inter-agency collaboration to ensure uniformity in the approach to this type of activity and the avoidance of overlapping.

297. No action to increase the annual allocation under the United Nations' regular budget was taken by the General Assembly in 1962. Instead, the question of the possible use of Expanded Programme funds for "operational" purposes was referred to the Technical Assistance Board and the Technical Assistance Committee, with a call for a report to the eighteenth session of the General Assembly.

298. The United Nations Secretariat strongly supported the proposal which the Economic and Social Council adopted, to authorize use of Expanded Programme funds for OPEX purposes. It was clear that there was a rising demand for this form of technical assistance. It was clear, too, that the General Assembly was not disposed at that time to increase the level of funds for the regular programmes of the United Nations, of which the OPEX programme was one. There was also the question of a consistently high percentage of posts in fields of the specialized agencies, particularly posts of a highly technical and specialized character. Since the experimental period of the OPEX programme was now over, it seemed appropriate to suggest that such specialized agency posts should no longer be financed from funds of the United Nations regular budget, leaving unfilled a backlog of requests for appointments to posts wholly in the United Nations' fields. Further, two of the specialized agencies had already established their own "operational" programmes.

299. The General Assembly's endorsement of the proposal of the Economic and Social Council to permit the use of funds of the Expanded Programme to finance OPEX posts on an experimental basis for the years 1964-1966 has meant that the

^{102/} Official Records of the Economic and Social Council, Thirty-fourth Session, Annexes, agenda item 3, document E/3630.

regular budgets of the United Nations, UNESCO and WHO are no longer the sole sources of funds for financing this type of activity. The twenty-first session of the General Assembly will be requested to continue the use of UNDP funds (EPTA component) after 1966.

300. The emergence of the OPEX programme, making provision for experts who would serve as the temporary servants of Governments not covered by the provisions of the existing agreements, represented a formal departure from the established norm of expert assistance. It required that a new and separate agreement be negotiated with each government desiring this form of assistance. This agreement confirms the status of each OPEX officer as a government servant, provides that the Government concerned shall pay the OPEX officer the prevailing local salary for the post he occupies and accord him certain privileges and immunities in the performance of his duties, and generally recognize the "special international status" of OPEX officers. The United Nations supplements the local salary of each OPEX officer by a stipend and other allowances which puts the total remuneration of the appointee approximately in line with that of an advisory expert of equal standing.

Standard OPEX agreement

301. By the end of 1964, fifty-two Governments (including the United Kingdom in respect of its dependent territories) had signed OPEX agreements with the United Nations. These agreements are being superseded in due course by a new standard agreement between each Government and the United Nations Development Programme representing all the participating organizations. It is expected that each of the Governments which has concluded an agreement with the United Nations will conclude the new standard OPEX agreement with the UNDP, thus permitting them to receive this type of assistance from all the specialized agencies participating in the Expanded Programme as well as the United Nations, and in addition to a continuation of OPEX assistance under the United Nations regular budget and under the regular budgets of UNESCO and WHO. Negotiations are in progress with these Governments and with Governments not previously covered by OPEX agreements.

Continuing responsibilities of the United Nations for OPEX

302. During 1965, the United Nations transferred to the jurisdiction of the specialized agencies those posts originally established under the United Nations' OPEX programme which are their predominant substantive concern. However, the

provisions of the original OPEX resolution, General Assembly resolution 1256 (XIII), with its emphasis on public administration, still permit the United Nations, with the agreement of the specialized agency concerned, to finance under the regular budget "key" posts having a high element of administrative concern.

303. The transfer of these posts to the jurisdiction of the specialized agencies has relieved the pressure in the United Nations' regular budget. The provisions of General Assembly resolution 1946 (XVIII), adopted in 1963, have provided greater flexibility to Governments in determining whether they should meet their needs through "advisory" or "operational" assistance.

304. As a further step towards flexibility in meeting the technical assistance needs of Governments from the regular budget, the General Assembly in its resolution 2004 (XIX) and the Economic and Social Council in its resolution 1008 (XXXVII) approved the total programme of technical assistance for 1965, as recommended by the Technical Assistance Committee, on a "priority" basis, without, as formerly, relating approval of the programme to a specific allocation of funds under each of the governing resolutions of the General Assembly. Within the limits of the total funds available for technical assistance under the regular budget, Governments are now able to decide on their own priorities as between the main areas of technical assistance (economic development, social welfare and public administration) and, within these main areas, as between "advisory" and "operational" (OPEX) assistance. Thus, in this respect, technical assistance under the regular budget, including OPEX, is brought in line with the procedures governing the UNDP (EPTA component).

305. The immediate effect, in 1965, of transferring OPEX posts in fields within the competence of the specialized agencies to their jurisdiction while, at the same time, permitting Governments to put forward their regular programme requests on a "priority" basis without reference to General Assembly resolutions, was to bring about a slight decline in OPEX posts occupied in 1965. This trend, however, was reversed in 1966, and the number of OPEX posts filled in 1966 is likely to exceed the level of any previous year. Moreover, while this form of assistance was originally provided from a single United Nations regular budget allocation, it is now being provided by the specialized agencies, both from their regular budgets (WHO and UNESCO) and under the UNDP.

306. The mandate of the United Nations under General Assembly resolution 1256 (XIII), with its references to "public administration", is extremely broad. In addition to posts in the widely diverse fields of the specialized agencies (all except UNESCO and IAEA were represented), the programme was extended to all the main areas of the United Nations' fields of activity, including economic planning, industrial development, natural resources development and power, trade promotion, public finance, financial institutions, public works, statistics, transport and communications, legal affairs, social development, housing, physical planning and building, public works and land tenure. The foregoing are in addition to posts in the more conventional aspects of public administration, including general administration, personnel administration, training, organization and methods, and local government. The resources of the regular budget under General Assembly resolution 1256 (XIII) thus augment, on the operational side, virtually all the fields of activity for which funds are provided under the Expanded Programme as well as fields of activity covered by the regular programme as a whole.

307. The Public Administration Branch has, from the outset, been involved in all the policy and substantive aspects of the OPEX programme, since the programme was conceived as a supplement to the existing programmes in public administration, by meeting the wishes of Governments desiring to fill operational or executive posts in their administrative machinery.

308. However, the administrative machinery of government clearly embraces those many ministries, departments and other institutions in the developing countries in which other substantive units of the United Nations Secretariat have a prime concern. The United Nations public administration unit played a predominant role in the development of the OPEX programme and took part in all policy developments. The present Branch continues to exercise this policy role and to provide substantive assistance on public administration aspects of all OPEX posts. This includes, in conjunction with other units of the Secretariat having a substantive interest in particular posts, a review of all requests, comments on job descriptions from the public administration standpoint and on the qualifications of all candidates for OPEX posts from the same public administration standpoint. The Branch is also interested in the progress being made in OPEX assignments and in the results finally achieved by OPEX assistance.

Results of experience to date

309. It has been recognized that the contribution of the OPEX personnel can, given the right conditions, make a greater impact on the local situation than can that of the pure "adviser". The role of the adviser is normally limited to "advice" and to such other activities (e.g. training) as he can render without impairing his status as an international civil servant. The OPEX officer, on the other hand, is integrated into the national service, and his professional competence as well as his administrative experience can be applied directly to the programme of the agency in which he works.

310. An OPEX officer, it should be emphasized, is pledged to the task of training a national civil servant to occupy his post as rapidly as possible, through encouraging the use of overseas fellowships as well as providing on-the-job training to suitable understudies. National counterparts may, in many instances, need preparation through fellowships abroad before assuming their position as understudies to OPEX officers.

311. In the nearly seven years since the OPEX programme was initiated, the United Nations has provided the services of approximately 200 OPEX experts to fifty governments. One or two observations may be made on the results to date. First of all, OPEX personnel, on the whole, have been of high quality and have fulfilled the administrative, professional and operational duties expected of them. The objective, however, of ensuring that a national has been trained to assume the responsibilities of the OPEX officer at the conclusion of his assignment has proved to be much more difficult to attain.

312. It may be stated that the three ingredients to success in an OPEX assignment are:

- (a) The appointment initially of a competent officer who wins and maintains local confidence;
- (b) The appointment by the government of a qualified counterpart (or understudy) early in the assignment, in recognition of the fact that it is the aim of the OPEX assistance to ensure governmental self-sufficiency at the earliest possible date;

(c) A continuation of the assignment long enough for the counterpart to benefit from the training opportunities made possible by the presence of the OPEX officer.

313. With regard to (a), the careful recruiting procedures followed have generally ensured that officers with the right professional qualifications and personal qualities have been appointed. With regard to (b), however, governments, which have the primary responsibility in this case, often experience great difficulty in meeting this requirement. In most of the countries that have sought OPEX assistance, there is a great shortage of persons with the education and basic technical qualifications necessary for appointment as counterparts to OPEX officers. Unless counterparts have such basic qualifications, no meaningful "training" in technical and administrative skills at the hands of the OPEX officer can take place. There is an urgent need, therefore, to accelerate, by all available means (private, bilateral and multilateral), recourse to long-term fellowships, or preferably the development of local educational and training facilities in order to prepare suitable nationals to work with OPEX officers, with a view to ultimately replacing them. The duration of an OPEX assignment ((c) above) is therefore closely linked to (b). Owing to the exigencies of changing programme priorities and a general shortage of programme funds, a high percentage of OPEX posts have lasted only for one or two years. In such circumstances, the OPEX assignment, while providing useful assistance to the Government in filling the post temporarily, did not make its full contribution to the ultimate objective of training replacements.

314. On the one hand, it seems reasonable to state that OPEX assignments of two years or less, except under the most favourable conditions, are likely to be too short to give them a reasonable chance to fulfil their objectives. On the other hand, however, it is equally difficult to suggest an optimum duration for an OPEX assignment. The conditions vary widely from country to country and according to the field of activity. Over thirty assignments have lasted for from three to five years and more. The problem of ensuring that they will result in a trained national being ready to take over in each case is engaging the close attention of the Governments and agencies concerned.

315. At the conclusion of a recent assignment, an OPEX officer, after serving for four years as Chief Engineer in the Department of Land Use and Water Department of a Government, prepared a "handing-over" note for his national successor and sent a copy to the Secretariat with the permission of the Department. This drew the following perceptive comment from the substantive branch at United Nations Headquarters:

"The handing-over note which, in essence, is his final report on completing four years of service, provides an interesting insight into the activities of an OPEX expert.

"The report contains many instructions which will be of considerable value to the OPEX officer's successor. It is of interest to note that administrative problems were of major concern and the OPEX officer's most valuable contribution was probably the organization and business methods he introduced into the Department.

"A sophisticated technical background is essential for a post of this type, but the success of the assignment illustrates the value of administrative acumen in the qualifications of an expert."

316. The OPEX form of expert assistance is a useful alternative to the advisory form of expert assistance, as it is apparent that in certain situations a government's needs can best be met in this way. However, regardless of their field of specialization, all OPEX officers are involved, directly or indirectly, in "administration". It has been the United Nations' experience to date that the more highly technical the field in which assistance is required, the greater is the gap between the skills available in a country and the requirements of the post to be filled. Moreover, the wider the gap the more likely will be the need to supplement "advice" with "operational, executive and administrative" tasks. For advisory services alone to be effective, there must be qualified nationals available to carry out the advice that is given. There is every evidence from Governments' requests that continuing use will be made of this form of technical assistance.

X. CONCLUDING REMARKS

317. The United Nations programme in public administration, initiated in 1948, began as a modest experiment. It evolved into a continuing and substantial part of the United Nations activities related to the economic and social progress of the developing countries. The growth of the programme reflects the importance of public administration in the process of national development and the need for international co-operation in enhancing the capabilities of national administrative systems to undertake development tasks.

318. The content of the programme has been determined by the nature of the administrative problems of developing countries, the priority and frequency of their requests for United Nations technical co-operation in public administration, and the availability of resources. A basic feature of the programme has been the emphasis on sharing knowledge and techniques in public administration. During the early years, the major elements of the programme consisted of the training of public personnel, organization and rationalization of administrative systems, formulation of civil service laws and regulations, and improvement of public service management in developing countries. With the growth of planning for national development, the programme also came to include administrative aspects of development planning and plan implementation, organization and management of public enterprises and other instruments of development, decentralization of development functions, and other related fields.

319. The programme has been implemented by assigning public administration experts to developing countries at their request, giving assistance in the establishment of national and regional institutions for public administration, granting fellowships for study abroad, holding regional and interregional seminars and conferences, and formulating and executing interregional research projects to support national and international experts engaged in tasks of administrative improvement. Most of these activities are meant, not only to give assistance to the developing countries in solving their immediate administrative problems, but also to enable them to build national institutions which will become focal points for administrative improvement, thereby eventually eliminating the need for external assistance in its present forms.

320. A small staff at United Nations Headquarters has been responsible for providing substantive support to the experts in public administration at the country and regional levels, administering the fellowship programme in public administration and undertaking interregional projects involving research and seminars. In spite of the limited and fluctuating resources devoted to activities in public administration at Headquarters, the staff has strived to service the programme in the best possible manner. In addition to giving substantive support to over one hundred and fifty experts at the country level annually in recent years and administering the fellowship programme involving a large number of fellows, the public administration staff successfully completed a number of interregional projects in research.^{103/} It must, however, be admitted that Headquarters activities had to be confined to a few top priority subjects, owing to the limitation of resources. Moreover, it has not been possible to provide a continuously high quality of support to the experts and fellows, as the staff would have liked to do.

321. The administrative needs of the developing countries, especially of the newly independent States, indicate that the methods and activities evolved in the past will continue to form important parts of the programme in future. In fact, most of such activities will have to be expanded to meet their increasing needs. This alone, however, would not be adequate to meet the challenge of accelerated development; there is therefore a need for exploring new directions and avenues. The public administration staff at Headquarters has been engaged during the last year in redefining and reformulating the programme. The process of rethinking, it is hoped, will put public administration back in the mainstream of economic and social development and enable the United Nations to contribute more significantly to enhancing the capability of the national administrative systems to accelerate national growth. In order to do so, the United Nations staff in public administration must be able to render advice and assistance on matters going beyond the traditional boundaries of public administration and on a scale larger than that permitted by its resources in the past.

^{103/} For lists of United Nations publications and regional and interregional seminars in public administration, see appendices II and III.

322. A shift in the emphasis of the programme is evident in the current and planned projects of the Branch. In addition to continuing the projects from the earlier years, the Branch initiated or expanded activities relative to major administrative reforms, administrative aspects of planning and plan implementation, management of public enterprises, administration for regional and local development, training of public servants including scientists and technical personnel, and other development-oriented topics mentioned in the preceding chapters.

323. A serious effort has been made to improve the capacity of the United Nations Secretariat to service developing countries in technical co-operation in public administration. The establishment of three interregional adviser posts in public administration has been approved under the regular programme (General Assembly resolution 723 (VIII)). One was filled in 1966; another will be filled on 1 January 1967; and a third, perhaps in 1968. A number of regional adviser posts have been provided in Africa, Asia and the Far East and Latin America, under the Regular Programme of Technical Assistance. It is likely that in the 1968 budget estimates, proposals will be made to establish public administration units with established posts in the secretariats of all of the regional economic commissions (outside Europe). Increasingly the professional posts of the Public Administration Branch are being filled by persons who have served as senior UNTA public administration experts in the field. In spite of a shortage of personnel in 1966, senior members of staff were sent on technical assistance missions of six to eight weeks duration.

324. The nature of public administration makes it a subject of interest, not only to the United Nations, but also to the specialized agencies. The collaboration between the Secretariat and the specialized agencies in this respect has been productive and augurs well for future possibilities of concerted action. There are several non-governmental organizations and professional associations which are interested in administrative improvements for development. The Branch has intensified its efforts to maintain close liaison with such institutions with a view to deriving maximum benefit from their research and other activities. The Branch is planning, among other things, to strengthen its relationships with the academic world by bringing in two or three eminent scholars each year to work on projects of mutual interest. In order to facilitate such arrangements, it is planned to

acquire their services on an academic-year basis.

325. The Branch plans to continue and strengthen its research programme in order to identify the changing problems of the developing countries, to examine the knowledge and experience generally available in the field of public administration, and to evolve methods and techniques specially relevant and applicable to administrative problems of the developing countries.

326. This document has outlined the United Nations programme of public administration in the past fifteen or sixteen years and has broadly indicated some of the directions the United Nations may pursue in the future. It is the hope of the Secretary-General that the experts who participated in the meeting held in January 1967 will assist him and the Economic and Social Council in formulating a programme of work in public administration that will make a maximum contribution to economic and social development and to nation building.

APPENDIX I

SCHOOLS AND INSTITUTES OF PUBLIC ADMINISTRATION:

DESCRIPTIONS OF SELECTED PROJECTS

1. Argentina. A preliminary study by a United Nations expert to identify training needs led to the establishment of the Institute for Research and Studies in Public Administration in 1955. This institution was developed with the assistance of a second United Nations expert and became the Advanced Institute of Public Administration (Instituto Superior de Administración Pública, known as ISAP) in 1958. Assistance was continued by the United Nations through two experts, who served successively until 1964. The institute is engaged primarily in providing in-service training for higher and middle-level personnel. It offers courses in organization and methods, personnel administration and budget administration. The institute provides advisory services in the creation of organization and methods offices in ministries and departments and carries on a research programme in the field of public administration.
2. Brazil. The first project in which the United Nations joined with the government of a developing country in operating a school of public administration was begun in Brazil in 1952. The institution was the Brazilian School of Public Administration (Escola Brasileira de Administração Pública, known as EBAP), which, together with the Brazilian School of Business Administration (Escola Brasileira de Administração de Empresas, known as EBAP), formed the Brazilian Institute of Administration of the Getulio Vargas Foundation. Based on the agreement between the United Nations and the Government of Brazil concluded early in 1952, EBAP received extensive aid from the United Nations in the development of its public administration programme.
3. Seventeen United Nations public administration experts, representing specialties such as personnel administration, organization and methods, comparative government organization, budget administration and local and municipal administration, served as lecturers at the school from 1952 to 1958. A United Nations expert served as the Co-director of the school from 1953 to 1956, when full responsibility was assumed by the Getulio Vargas Foundation.
4. During the years of United Nations participation, the school offered a degree course of four years and a two-year advanced training course in public administration

for senior administrators, most of whom were required to have an academic degree and at least three years of public service experience. The United Nations experts did not participate in teaching the courses comprised in these academic programmes, but concentrated their efforts in offering a series of brief, intensive courses of in-service training of the kind commonly known as executive development. In the five years during which large-scale assistance continued, the total number of public servants trained in the executive development courses was 1,369, of whom 239 came from Latin American countries other than Brazil.

5. The project included a fellowship programme which had two objectives: first, to offer opportunities for the advanced training of Brazilian nationals so as to prepare them to serve as members of the professional staff of the institute; and second, to enable public servants of other Latin American countries to participate in the executive development programme. Under the first part of the programme, fifteen Brazilians were trained overseas, of whom four were serving as members of the professional staff at the close of the project. The second part of the fellowship programme was an important factor in the regional impact of this project.^{a/}

6. Burundi. In Burundi, a school for training public officials, called the Ecole Royale d'Administration, was established soon after the country gained independence in 1962. A United Nations expert assisted in the preliminary survey for this school and remained to assist in its work, subsequently being joined by a second expert. In 1966, a UNDP (Special Fund) project was approved to develop the school on a larger scale. The purpose of the new project is to assist the Government in developing pre-service and in-service training courses at the school. The school offers administrative training at the middle levels, for both civil servants and the personnel of semi-public, private and co-operative undertakings.

a/ A good general source of information on the Brazil project is the report entitled, The Brazilian School of Public Administration, 1951-1956 (TAO/BRA/8).

7. Colombia. The Advanced School of Public Administration (Escuela Superior de Administración Pública, known as ESAP) was created in 1960 as an autonomous institution analogous to a university, being authorized to grant degrees. ESAP was given a broad mission covering pre-entry education of public servants, in-service training of many classes and kinds, research in public administration, and dissemination of knowledge. A United Nations expert assisted in the planning for ESAP, including the construction of curricula of various types for different classes or groups of public employees. Three other United Nations experts joined the staff of ESAP, teaching courses and giving advice on the many problems which arose in a new institution of such broad scope.

8. ESAP has subdivisions devoted, respectively, to pre-entry and in-service training. The subdivision concerned with in-service training is the Institute of General Administration. In 1964, a Special Fund project was established to provide further assistance to ESAP in developing and carrying out an expanded programme for the training of senior government officials. The project, when fully staffed and developed, will cover training and advisory work in all the major fields of public administration. The Institute of General Administration is to have a mission including research as well as training, and it is intended to be instrumental in helping to modernize Colombia's administrative machinery by giving high priority to the career civil service as a mainstay of the country's economic and social development.^{b/}

9. Costa Rica (host country for regional school). The Advanced School of Public Administration for Central America (Escuela Superior de Administración Pública -- América Central, known as ESAPAC) was opened in San José in 1954 after a preliminary survey by a United Nations expert, who subsequently became its first Director. Under an agreement between the United Nations and the Governments of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua, referred to as "the Government members of ESAPAC," it was agreed that the aid of the United Nations

^{b/} Sources of information on ESAP and the United Nations participation in it are: Guillermo Nannetti, The Advanced School of Public Administration (Bogotá, ESAP, 1963); a descriptive pamphlet issued by ESAP, entitled "Escuela Superior de Administración Pública, 1962-1963"; and reports of Mario W. Vieira da Cunha and J.H. Rousseau, United Nations experts.

would consist of the provision of experts who would serve as lecturers at ESAPAC, fellowships tenable at the school as well as fellowships for special studies outside the area for the purpose of training future members of the faculty of ESAPAC. In accordance with this agreement, the Government members undertook to contribute to the common fund of ESAPAC in a manner sufficient to ensure its efficient operation. Their contribution includes the financial support of staff members other than those provided by the United Nations, as well as local administrative and maintenance employees, and the provision of educational material and equipment, with the understanding that the Government of Costa Rica, representing the country in which the school is situated, will continue to provide the premises for offices and classrooms.

10. Over twelve years, ESAPAC has demonstrated the practicability of regional training in public administration. It is a truly international institution, and has had the continuous support of the United Nations. The Office of Director of ESAPAC has been filled successively by three United Nations experts. Counting these three, a total of thirty-one United Nations experts have served on the staff of ESAPAC for terms varying from a few months to several years. They have participated in all phases of the work of the institution: conducting courses, leading seminars, carrying out research, writing books and pamphlets, and advising in the development of the library. No other institute of public administration has received United Nations support and aid on such a scale and for such a long period of time.

11. For a number of years, ESAPAC offered a general residential course in public administration of about five months' duration, to which middle-level and higher-level officials were nominated by the Governments of the five associated states and Panama (which became a participating member of ESAPAC by a supplementary agreement). In addition, ESAPAC held many seminars, round tables, and short courses of different kinds on such subjects as customs, port, fiscal, and educational administration. Its many publications related to the same subjects and a variety of other matters of regional and national interest. Its library collection was developed to cover many aspects of public affairs and to provide a wealth of materials on economic and social development. In recent years, ESAPAC has discontinued the general course on public administration and is concentrating its

efforts upon short courses and seminars emphasizing the economic integration of Central America.

12. In 1966, a proposal to continue United Nations aid to ESAPAC as a UNDP (Special Fund) project was under consideration. ESAPAC is regarded as an essential element in the group of Central American agencies, such as the Secretariat of the Central American Economic Council (SIECA), and the Central American Institute of Research and Industrial Technology (ICAITI), which are working together to achieve a fuller economic integration of the region, as well as a permanent institution for bringing about improvement in public administration. The prestige of ESAPAC is high, and the participating governments believe that the harmonization, and, at the same time, the modernization, of administrative procedures in the region, especially in such fields as customs, fiscal and transport administration, is a sine qua non for successful integration, and that only an institution such as ESAPAC, working on a regional scale, can achieve this.^{c/}

13. Ethiopia. Aid was extended to the Government of Ethiopia in the establishment of the Imperial Ethiopian Institute of Public Administration beginning in February 1957, based on the agreement with the United Nations signed in June 1956. Its spheres of activity include training, research and advisory services on administrative problems. The programme covers personnel administration, organization and methods, and basic training in general public administration. The institute has published a number of documents on administrative subjects and a directory of the Ethiopian civil service.

14. In response to numerous requests for assistance in the solution of organizational and administrative problems, the institute conducted surveys and prepared plans for the reorganization of the Ministries of Justice, Interior and Education, as well as agencies and services other than ministries. The consultative function of the Ethiopian Institute has been of great importance. For practical purposes, it has performed the role of a central organization and methods office.

^{c/} The literature on ESAPAC is extensive. Some of the more readily accessible materials are cited in the Handbook of Training in the Public Service (United Nations publication, Sales No.: 66.II.H.1), paras. 229-231.

15. United Nations experts served consecutively as Directors of the institute, and nationals as Co-directors, until 1965, when an Ethiopian became the Director. A total of fourteen United Nations experts served on the staff of the institute, including specialists in organization and methods and personnel administration. By 1966, the United Nations participation was reduced to one expert in organization and methods, and the institute was otherwise staffed entirely by nationals.

16. Ghana. The Institute of Public Administration at Achimota, Ghana, was the first such institution to be established as a joint undertaking between the government of a developing country and the United Nations Special Fund. In the five years of Special Fund assistance, which officially ended in July 1966, the institute attained maturity as a permanent organization with its own fine buildings, an excellent library, a well-trained all-Ghanaian staff and modern teaching aids and equipment. It has already made, and it should be able to continue to make in increasing measure, valuable contributions to the training of the higher ranks of the country's administrative and technical services and to the improvement of their efficiency. It is worth noting that in this project the Government's contribution in cash and kind was much greater than the original commitment.

17. Delays and difficulties, of course, occurred in the early years of the project. A difficulty common to all projects of this kind is that of securing the assignment of suitable officers as counterpart personnel. In view of the ever-growing need for experienced men to implement development plans, governments do not find it easy to detach competent officers for full-time service in institutes of public administration. In the Ghana project, the sum originally set aside to provide fellowships for members of the Ghanaian staff to be trained abroad did not prove to be sufficient. Additional fellowships were provided by the British, Australian and Canadian Governments and the International Bank for Reconstruction and Development. An advantage of the Special Fund approach may be seen in the fact the United Nations contribution included the sum of \$50,000 for books, publications, training materials and equipment, the most important single item in the list being the provision and installation of a language laboratory for the teaching of French.

18. The training courses conducted by the institute fall into the following groups:

- (a) Diploma course of one academic year for university graduates newly recruited into the Administrative Class of the national civil service;
- (b) Certificate course of about four months, being the first part of (a) above, for university graduates newly recruited into the technical and specialized departments;
- (c) Special course of two to three weeks in administrative management for senior officers;
- (d) Special course of two to three weeks for specialists, e.g. planning personnel, finance and supply officers;
- (e) Special course of two to three weeks for members of the Executive Class competing for promotion to higher grades.

A particularly significant feature of this programme was that all university graduates newly recruited into the Administrative Class of the national civil service and into the technical and specialist departments were required, respectively, to take the training indicated in (a) and (b) above.

19. Although UNDP (Special Fund) support was scheduled to end in July 1966, one United Nations expert was continued in service a year at the institute, being financed from savings accrued during the lifetime of the project. The institute may wish to continue this policy in future years. The presence of an outsider who can bring a fresh and unprejudiced mind to bear on its training and research work and on the consultancy services for which it is responsible could be a great asset.^{d/}

20. Laos. In Laos, the National Centre for Political, Administrative and Juridical Studies (Centre National d'Etudes Politiques, Administratives, et Juridiques) is the successor to the School of Law and Administration (Ecole de Droit et d'Administration), which formerly operated in that country. The new centre was

^{d/} As sources of information on the Ghana Institute, see the numerous leaflets and pamphlets published by it and the reports of United Nations experts who served in it, especially the reports of S.B. Bapat, who was Project Manager and Adviser in Public Administration on behalf of the United Nations throughout the duration of the project.

established by presidential decree in April 1959. The Director of Studies was provided under the OPEX programme, and two other United Nations experts were provided under other funding arrangements. An extensive in-service training programme was developed for junior and middle-level civil service personnel. The centre provides consulting services in problems of public administration to government agencies on request. United Nations aid to the centre was terminated in 1964, and it is now administered by the Laotian staff with extensive support from the French bilateral technical assistance programme.

21. Libya. In Libya, training in the public service was initiated in 1953 with the assistance of three United Nations experts, who developed basic courses in public administration and public accounting. These courses were later incorporated into the programme of the School of Public Administration, which was established in January 1957, to continue the training of junior officials. Three United Nations experts continued to serve at the school, including one as Director.

22. In 1964, extensive administrative reforms came under consideration in Libya, leading to a request from the Government for assistance from the United Nations on a broader scale. Late in 1964, it was agreed that a United Nations mission consisting of three experts should be sent to Libya to review and evaluate the past efforts of United Nations experts, including those attached to the School of Public Administration, to provide guidelines for administrative reform and to advise on a comprehensive programme of training for civil service personnel on all levels. As a result of the mission's recommendations, a request was submitted by the Government for the establishment of an Institute of Public Administration with UNDP (Special Fund) assistance to provide an extensive in-service training programme for civil service personnel and courses for university graduates scheduled to enter the civil service. The projected institute will also be expected to offer advisory services to the Government upon request. This project was, in 1966, under consideration by UNDP (Special Fund), and final approval was expected early in 1967.

23. Niger. The Ecole Nationale d'Administration of the Niger is being developed, with Special Fund support, as the main institution to train personnel of the intermediate grades of the public service. The school is at present subdivided into several sections, namely, administration, finance, law, customs, and postal affairs,

each of which prepares employees for service in general administration or one of the special services. New sections are to be opened to train personnel as secretaries, rural co-operative officers, accountants and draftsmen, the last for service in the Bureau of Civil Engineering. Both pre-entry and in-service training courses are being offered. The school also provides consultant's services to the Government. A library is being assembled, and a language laboratory is to be installed.

24. Somalia. Soon after Somalia gained independence in 1960, the Government requested the assistance of the United Nations in solving its pressing administrative problems. In the first few years, ten public administration experts of varied specialties were provided. Two or three of these had missions in organization and methods and the training of public employees, and it was their work, particularly, which pointed towards a need for a planned approach to the improvement of the civil service. Somalia, like other developing countries soon after gaining independence, was interested in installing a civil service made up of its own citizens. The country inherited a painful dualism, which affected every branch of its administration. The Government was faced with the task of integrating two virtually distinct civil services. Somalia has other serious problems, such as over-centralization in administration, language difficulties, poor communications facilities and a general lack of resources.

25. To provide a focal point for efforts to improve public administration in relation to national development, a plan for an institute of public administration was worked out by the Government of Somalia with the advice of United Nations experts. This plan called for the establishment of an institute which could concentrate upon providing consulting services in administrative improvement and at the same time move towards a comprehensive programme of training in the public service. This plan was approved as a Special Fund project, and the Somali Institute of Public Administration was inaugurated in 1964 with United Nations experts as members of the staff, one serving as Project Manager.

26. A special characteristic of the Somali Institute is the assistance given to it by the Government of Pakistan. Under special arrangements, four of the United Nations experts on the staff come from Pakistan. That country may provide additional experts, as well as some help in training Somali counterpart personnel.

27. Sudan. As a result of a survey by two United Nations experts in March 1958,^{e/} the Institute of Public Administration was established early in 1960. A United Nations expert served as its first Director, and one additional expert was provided in each of the fields of personnel administration, financial administration and organization and methods. Overseas training for counterpart personnel of the institute was initiated in 1961 through the provision of United Nations fellowships. Five Sudanese nationals obtained postgraduate degrees in public administration and later served as lecturers at the institute, replacing the former United Nations Director and other experts. Assistance was continued until a recent date, after which the institute has been operated by a staff made up wholly of nationals.

28. The institute, from the first, had a broad mission including training, research and advisory functions. The institute concentrated upon the in-service training of government officials. Its research activities included production of manuals and other instructional materials for use in training. The institute produced publications on administrative problems and promoted the exchange of information on significant developments in public administration. It developed a library consisting of an extensive collection of up-to-date literature on public administration, which was proved to be useful in research and for reference by the students. As part of its advisory services, studies on current administrative problems were produced. Recently the institute began publication of a professional journal, which has been widely distributed in the country and abroad.

29. Turkey. In late 1951, a request was received from the Government of Turkey for technical assistance to improve its public administration through the establishment of a training institute for public employees. As a result of this request, a working group consisting of five Turkish representatives and four United Nations experts met in Ankara during July and August 1959, and discussed at length the many problems connected with the establishment of an advanced training institution in public administration. In general, it was decided to establish the institute as a subsidiary of the Faculty of Political Sciences of the University of Ankara. Great

^{e/} Norman C. Angus and Richard O. Niehoff, Reconnaissance Survey and Report Concerning an Institute of Public Administration for the Sudan (TAO/SUD/3).

emphasis was placed at the time on the possible role of the Turkish Institute as a regional training institution. For this reason, it was named the Public Administration Institute for Turkey and the Middle East.

30. The Turkish Institute began its work in 1953 with three United Nations experts as members of the professional staff. In the early years, the United Nations furnished the Co-director and, until 1960, the Director of Research. In all, twenty-four United Nations experts served in the institute in these capacities and as lecturers, representing general public administration and the principal specialities such as personnel, budget, and finance administration, and organization and methods. In 1966, one United Nations expert was still serving at the Turkish Institute; but this kind of assistance was scheduled to cease at the end of the year.

31. United Arab Republic. The Institute of Public Administration in Cairo was established in 1954 as a joint project of the Government of the United Arab Republic and the United Nations. The institute began its activities in March 1955 and offered both academic and practical training for civil servants, performed research in public administration, and furnished advice on administrative problems at the request of government departments and agencies.

32. The project as initially planned was for five years' duration. The United Nations agreed to furnish five experts for the first two years, four for the next two years and three for the final year. In general, these terms were met. Two United Nations experts served successively as Co-director and Technical Co-director during the first two years. An Egyptian became Director in 1957. Some assistance in the instructional staff was continued until 1960. Since that date, the institute has been administered entirely by the national staff. The United Nations has occasionally provided short-term assignments of United Nations experts for series of lectures or participation in seminars. The project also included assistance in the form of fellowships for study abroad, and this accelerated the development of a competent national staff.

33. During the five years when the Cairo Institute was a joint undertaking, it trained an average of approximately seventy students in its regular programme, which provided a full academic year's study in the fundamentals of administration. The institute also gave a series of short courses in managerial subjects, which reached about eight hundred civil servants in middle grades. Other short courses of

specialized kinds provided some training for, on the average, approximately one thousand civil servants each year.^{f/} This varied programme has been continued and strengthened since the withdrawal of major United Nations support. Although not planned originally as a regional training institution, the Cairo Institute has attracted students from other Arab countries, especially Jordan, Libya and Yemen. Some of these foreign students have been aided by United Nations fellowship grants.

34. The Cairo Institute has two subsidiaries, the Clerical-Secretarial Training Centre and the Demonstration Centre. The former was assisted by a United Nations expert in its formative years and provides training in typing, shorthand, book-keeping, office practices and management, operation of office machines and other clerical subjects. Under the joint project, the number of public employees trained soon reached an average of fifty a month. The Demonstration Centre was established as a model office. It displays and demonstrates the use of a variety of modern office machinery and devices.^{g/}

35. Yemen. In 1964, the first United Nations experts sent to Yemen on long-term assignments were instrumental in founding an institute of public administration, which became operational with their help as part-time instructors. These efforts stimulated a request for assistance on a larger scale, and a proposal for the development of the institute with financing under the Special Fund was under consideration in 1966.

^{f/} "A note on Activities and Current Courses on Instruction in the Institute of Public Administration and Clerical-Secretarial Training Centre, Cairo," 1 January 1959, issued jointly by the United Arab Republic and the United Nations, and published by the Institute of Public Administration, Cairo.

^{g/} A. Linsell, Clerical Training in Egypt (TAA/EGY/13).

APPENDIX II

A. Selected list of United Nations publications in the field of
public administration

<u>Symbol</u>	<u>Sales No.</u>	<u>Title</u>
ST/TAA/M/1	51.II.B.7	Standards and Techniques of Public Administration with Special Reference to Technical Assistance for Under-developed Countries
ST/TAA/M/2 ^{a/}	--	Report of the Working Group on the Institute for Public Administration for Turkey and the Middle East (1953)
ST/TAA/M/3 ^{b/}	--	Report on the Technical Assistance Conference on Comparative Fiscal Administration (1952)
ST/TAA/M/4 ^{c/}	53.II.H.1	A Short International Bibliography of Public Administration
ST/TAA/M/5	53.II.H.7	Report on Training of the Civil Service of Israel
ST/TAA/M/6	--	Institute of Public Administration in Turkey (1954)
ST/TAA/M/7	54.II.H.1	Some Problems in the Organization and Administration of Public Enterprises in the Industrial Field
ST/TAA/M/8	55.II.H.1	Taxes and Fiscal Policy in Under-developed Countries
ST/TAA/M/10	56.II.H.2	Training and Administration of Personnel in the Public Service
ST/TAA/M/11	--	International Bibliography of Public Administration (1957)
ST/TAA/M/12 ST/ECA/49	58.XVI.2	A Manual for Economic and Functional Classification of Government Transactions
ST/TAA/M/13	58.II.H.1	Training in Public Administration
ST/TAO/M/14	59.II.H.2	Public Administration Aspects of Community Development Programmes

^{a/} Superseded by ST/TAA/M/6.

^{b/} Superseded by ST/TAA/M/8.

^{c/} Superseded by ST/TAA/M/11.

<u>Symbol</u>	<u>Sales No.</u>	<u>Title</u>
ST/TAO/M/15 and Corr. 1	60.II.H.1	Public Industrial Management in Asia and the Far East
ST/TAO/M/16	61.II.H.2	A Handbook of Public Administration
ST/TAO/M/17	--	The Use of Organization and Methods Programmes in Public Administration (1961)
ST/TAO/M/18	62.II.H.1	Public Administration Problems of New and Rapidly Growing Towns in Asia
ST/TAO/M/19	62.II.H.2	Decentralization for National and Local Development
ST/TAO/M/20	63.II.H.1	Local Government in Selected Countries--Ceylon - Israel - Japan
ST/TAO/M/21	64.II.H.1	Administrative Problems of Rapid Urban Growth in the Arab States
ST/TAO/M/22	--	Seminario Latinoamericano sobre Compras y Suministros Oficiales (1964)
ST/TAO/M/23 E/CN/11/664/Rev.1	--	Seminar on Central Services to Local Authorities (1964)
ST/TAO/M/24 and Corr. 1	64.II.H.3	The Workshop on Organization and Administration of Agricultural Services in the Arab States
ST/TAO/M/25	64.II.H.4	Report on Local Government Study Tour of Yugoslavia and India by Senior Officials of African States
ST/TAO/M/26 E/CN.5/393	--	Administrative Aspects of Social Planning (1965)
ST/TAO/M/27	--	Administration of National Development Planning --Report of a Meeting of Experts held at Paris, France, 8-19 June 1964 (1966)
ST/TAO/M/28	66.II.H.1	Handbook of Training in the Public Service
ST/TAO/M/29	66.II.H.2	Handbook of Civil Service Laws and Practices
ST/TAO/M/30	--	Studies Preceding the Acquisition of Mechanized Data Processing Equipment (1966)
ST/TAO/M/31	66.II.H.3	Orientation Course in Mechanized Data Processing
ST/TAO/M/32	--	The Administration of Economic Development Planning: Principles and Fallacies (1966)
ST/TAO/M/33	67.II.H.1	Study of Local Government Personnel Systems

<u>Symbol</u>	<u>Sales No.</u>	<u>Title</u>
ST/TAO/M/34	(Under publication)	Droit administratif et développement national
ST/TAO/M/35	(Under publication)	Report of the United Nations Seminar on Organization and Administration of Public Enterprises
ST/TAO/M/36	(Under publication)	Administration of Public Enterprises: Selected Papers
ST/TAO/M/37	(Under publication)	Role of Public Enterprises in Plan Formulation and Plan Implementation in Centrally Planned Economies

B. Selected list of United Nations publications in the field of financial administration ^{d/}

<u>Symbol</u>	<u>Sales No.</u>	<u>Title</u>
	51.XVI.3	Budgetary Structure and Classification of Government Accounts
	52.XVI.3	Government Accounting and Budget Execution
ST/TAA/M/8	55.II.H.1	Taxes and Fiscal Policy in Under-developed Countries
	58.XVI.2	A Manual for the Economic and Functional Classification of Government Transactions
	58.XVI.3	Reclassification of Government Expenditures and Receipts in Selected Countries
	66.XVI.1	A Manual for Programme and Performance Budgeting
IBRW.1/L.5/Rev.1	(in process of publication)	Government Budgeting and Economic Planning in Developing Countries
	(to be published)	Manual of Income Tax Administration
	(to be published)	Manual of Real Property Tax Administration
IBRW.2/L.6	(in preparation)	Manual for Government Accounting

^{d/} This section lists publications in the field of financial administration, which is within the competence of the Fiscal and Financial Branch of the Department of Economic and Social Affairs.

<u>Symbol</u>	<u>Sales No.</u>	<u>Title</u>
ST/TAO/SER.C/39		Budget Management: Report of the Workshop on Budgetary Classification and Management in South America, 27 May-5 June 1959, Santiago, Chile
ST/TAO/SER.C/48		Budget Management: Report of the Third Workshop on Budget Reclassification and Management in the ECAFE Region, 17-26 August 1960, Bangkok, Thailand; 28 August-2 September 1960, Manila, Philippines
ST/TAO/SER.C/53 E/CN.14/117/Rev.1		Budget Management: Report of the Workshop on Problems of Budget Reclassification and Management in Africa, 4-15 September 1961
ST/TAO/SER.C/58 E/CN.12/634/Rev.1		Budget Management: Report of the Workshop on Budgetary Classification and Management in South America, 3-14 September 1962, Santiago, Chile
ST/TAO/SER.C/66 E/CN.12/692 E/CN.12/CCE.312		Report of the Workshop on Budgetary Classification and Management in Central America, 18-30 September 1963, San Jose, Costa Rica
ST/TAO/SER.C/70		Report of the Inter-Regional Workshop on Problems of Budget Classification and Management in Developing Countries, 31 August-11 September 1964, Copenhagen, Denmark
E/CN.11/L.163		Report of the Fourth Workshop on Problems of Budget Reclassification and Management in Asia and the Far East, 22 August-2 September 1966, Bangkok, Thailand

APPENDIX III

A. Seminars and conferences

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| SEMINAR ON PUBLIC PERSONNEL MANAGEMENT
30 October - 23 November 1950, New York | Report on the United Nations Seminar
on Public Personnel Management
ST/TAA/CONF.1/1 |
| SEMINAR ON ESTABLISHMENT OF THE
INSTITUTE OF PUBLIC ADMINISTRATION IN
TURKEY AND THE MIDDLE EAST
8 July - 6 September 1952, Ankara | Report of the Working Group on the
Institute for Public Administration for
Turkey and the Middle East
ST/TAA/M/2 (revised and reissued as
ST/TAA/M/6) |
| WORKSHOP ON PROBLEMS OF BUDGETARY
CLASSIFICATION AND MANAGEMENT
3 - 12 September 1953, Mexico | Budget Management: Report of the
Workshop on Problems of Budgetary
Classification and Management
ST/TAA/Ser.C/14, Sales No.: 54.XVI.2 |
| SEMINAR ON ORGANIZATION AND ADMINISTRA-
TION OF PUBLIC ENTERPRISES IN THE
INDUSTRIAL FIELD
15 - 26 March 1954, Rangoon | Some Problems in the Organization and
Administration of Public Enterprises in
the Industrial Field
ST/TAA/M/7, Sales No.: 54.II.H.1 |
| SEMINAR ON ORGANIZATION AND TRAINING
OF PERSONNEL FOR THE PUBLIC SERVICE
17 - 29 October 1955, Montevideo | Training and Administration of Personnel
in the Public Service
ST/TAA/M/10, Sales No.: 56.II.H.2 |
| PANEL OF EXPERTS IN INDUSTRIAL
MANAGEMENT IN UNDERDEVELOPED COUNTRIES
24 September - 5 October 1957, New York | Management of Industrial Enterprises in
Under-Developed Countries
E/3143-ST/ECA/58, Sales No. 58.II.B.5 |
| WORKING PARTY ON UNITED NATIONS TRAINING
PROJECTS IN PUBLIC ADMINISTRATION
9 - 16 October 1957, Geneva | Training in Public Administration
ST/TAA/M/13, Sales No.: 58.II.H.1 |
| WORKING GROUP ON ORGANIZATION AND
METHODS
November 1958, New York | The Use of Organization and Methods
Programmes in Public Administration
ST/TAO/M/17 |
| WORKSHOP ON PUBLIC ADMINISTRATION
PROBLEMS INVOLVED IN COMMUNITY
DEVELOPMENT PROGRAMMES
12 - 23 January 1959, The Hague | Public Administration Aspects of
Community Development Programmes
ST/TAO/M/14, Sales No.: 59.II.H.2 |
| SEMINAR ON PUBLIC INDUSTRIAL MANAGEMENT
IN ASIA AND THE FAR EAST
1 - 11 December 1959, New Delhi | Public Industrial Management in Asia
and the Far East
ST/TAO/M/15
ST/TAO/M/15/Corr.1, Sales No.: 60.II.H.1 |

REGIONAL SEMINAR ON PUBLIC ADMINISTRATION PROBLEMS OF NEW AND RAPIDLY GROWING TOWNS IN ASIA

14 - 21 December 1960, New Delhi

PRIMERA REUNION SUDAMERICANA SOBRE ORGANIZACION Y ADMINISTRACION DEL FOMENTO COORDINADO DE LOS RECURSOS AGROPECUARIOS

6 - 15 June 1961, Buenos Aires

WORKING GROUP ON ADMINISTRATIVE ASPECTS OF DECENTRALIZATION FOR NATIONAL DEVELOPMENT

October 1961, Geneva

WORKSHOP ON URBANIZATION IN AFRICA

25 April - 5 May 1962, Addis Ababa

SEMINAR ON URGENT ADMINISTRATIVE PROBLEMS OF AFRICAN GOVERNMENTS

2 - 12 October 1962, Addis Ababa

United Nations-Pan American Health Organization,

SEMINARIO SOBRE LA ORGANIZACION Y ADMINISTRACION DE LOS SERVICIOS DE SALUD PUBLICA

3 - 7 December 1962, Bogotá, D. E.

WORKSHOP ON ADMINISTRATIVE PROBLEMS OF RAPID URBAN GROWTH IN THE ARAB STATES

11 - 22 March 1963, Beirut

SEMINARIO LATINOAMERICANO SOBRE COMPRAS Y SUMINISTROS OFICIALES

24 May - 14 June 1963, Bogotá, D. E.

United Nations-Eastern Regional Organization for Public Administration, SEMINAR ON CENTRAL SERVICES TO LOCAL AUTHORITIES

21 October - 6 November 1963, New Delhi

Public Administration Problems of New and Rapidly Growing Towns in Asia
ST/TAO/M/18, Sales No.: 62.II.H.1

Not issued

Decentralization for National and Local Development

ST/TAO/M/19, Sales No.: 62.II.H.2

Report of the Workshop on Urbanization in Africa

E/CN.14/170

ST/TAO/Ser.C/57

ST/SOA/Ser.T/4

Report of the Seminar on Urgent Administrative Problems of African Governments

E/CN.14/180

Informe del Seminario sobre la Organización y Administración de los Servicios de Salud Pública

Administrative Problems of Rapid Urban Growth in the Arab States

ST/TAO/M/21, Sales No.: 64.II.H.1

Seminario Latinoamericano sobre Compras y Suministros Oficiales

ST/TAO/M/22

Seminar on Central Services to Local Authorities

ST/TAO/M/23

E/CN.11/664/Rev. 1

United Nations-Pan American Health Organization,
SEMINAR ON THE ORGANIZATION AND ADMINISTRATION OF PUBLIC HEALTH SERVICES
18 - 22 November 1963, Kingston, Jamaica

Economic Commission for Africa
LOCAL GOVERNMENT STUDY TOUR OF YUGOSLAVIA AND INDIA
November - December 1963

United Nations-Food and Agriculture Organization
WORKSHOP ON ORGANIZATION AND ADMINISTRATION OF AGRICULTURAL SERVICES IN THE ARAB STATES
2 - 15 March 1964, Cairo

Economic Commission for Africa
AFRICAN CONFERENCE OF DIRECTORS OF CENTRAL PERSONNEL AGENCIES OR CIVIL SERVICE COMMISSIONS AND PUBLIC ADMINISTRATION INSTITUTES
18 - 29 May 1964, Addis Ababa

United Nations-Pan American Health Organization
ORGANIZACION Y ADMINISTRACION DE SERVICIOS DE SALUD PUBLICA
18 - 23 May 1964, Antigua, Guatemala

UNITED NATIONS MEETING OF EXPERTS ON ADMINISTRATIVE ASPECTS OF NATIONAL DEVELOPMENT PLANNING
8 - 19 June 1964, Paris

SEMINAR ON CENTRAL SERVICES TO LOCAL AUTHORITIES
29 June - 10 July 1964, Zaria, Nigeria

MEETING ON UNITED NATIONS-INSTITUTE OF PUBLIC ADMINISTRATION STUDY ON ADMINISTRATIVE ASPECTS OF URBANIZATION
24 - 27 November 1964, Geneva

Economic Commission for Africa
ORIENTATION COURSE IN LOCAL GOVERNMENT TRAINING
17 May - 3 June 1965, Addis Ababa

Report of Seminar on Organization and Administration of Public Health Services

Report on Local Government Study Tour of Yugoslavia and India by Senior Officials of African States
ST/TAO/M/25, Sales No.: 64.II.H.4

The Workshop on Organization and Administration of Agricultural Services in the Arab States
ST/TAO/M/24
ST/TAO/M/24/Corr.1,
Sales No.: 64.II.H.3

Report of the African Conference of Directors of Central Personnel Agencies or Civil Service Commissions and Directors of Public Administration Institutes,
E/CN/14/291

Organización y Administración de Servicios de Salud Pública

Administration of National Development Planning--Report of a Meeting of Experts
ST/TAO/M/27

Seminar Report
E/CN.14/UAP/37

Not issued

Not issued

Economic Commission for Asia and the Far East

WORKING GROUP OF EXPERTS ON MAJOR ADMINISTRATIVE PROBLEMS OF ASIAN GOVERNMENTS

18 - 26 October 1965, Bangkok

WORKSHOP ON PERSONNEL SYSTEMS FOR LOCAL AUTHORITIES

2 - 10 November 1965, Geneva

Economic Commission for Africa
SEMINAR ON PERSONNEL ADMINISTRATION IN CENTRAL AND LOCAL AUTHORITIES

22 November - 3 December 1965

Addis Ababa

UNITED NATIONS SEMINAR ON ORGANIZATION AND ADMINISTRATION OF PUBLIC ENTERPRISES

26 September - 4 October 1966, Geneva

Report of the Working Group of Experts on Major Administrative Problems of Asian Governments

E/CN.11/L.143

Report of the United Nations Workshop on Personnel Systems for Local Authorities and Study of Local Government Personnel Systems

(To be issued as ST/TAO/M/33)

Report on the Seminar on Personnel Administration in Central and Local Authorities

E/CN.14/350

E/CN.14/UAP/44

Report of the Seminar on Organization and Administration of Public Enterprises

(To be issued as ST/TAO/M/35)

B. Selected list of United Nations reports of seminars and conferences in the field of financial administration ^{a/}

<u>Symbol</u>	<u>Sales No.</u>	<u>Title</u>
ST/TAA/M/3		Report on the Technical Assistance Conference on Comparative Fiscal Administration (1952) ^{b/}
	54.XVI.2	Budget Management: Report of the Workshop on Problems of Budgetary Classification and Management, 3-11 September 1953, Mexico City, Mexico
	56.XVI.2	Budget Management: Report of the Workshop on Problems of Budget Reclassification in the ECAFE Region, 30 August-10 September 1955, Bangkok, Thailand
ST/TAA/SER.C/30		Budget Management: Report of the Second Workshop on Problems of Budget Reclassification and Management in the ECAFE Region, 3-10 September 1957, Bangkok, Thailand

^{a/} This section lists publications in the field of financial administration, which is within the competence of the Fiscal and Financial Branch of the Department of Economic and Social Affairs.

^{b/} Incorporated in Taxes and Fiscal Policy in Under-developed Countries (United Nations publication, Sales No.: 55.II.H.1).

