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**ECONOMIC DEVELOPMENT OF UNDER-DEVELOPED COUNTRIES**

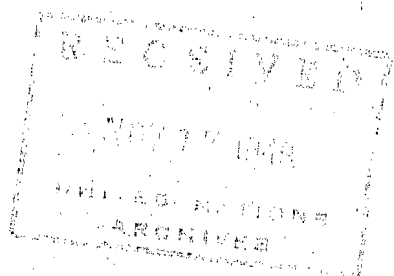
Expanded co-operative programme of technical  
assistance for economic development

Communication dated 28 October 1949 from the United Nations  
Educational, Scientific and Cultural Organization  
to the Secretary-General

The Secretary-General has received the following communication from  
the Director-General of the United Nations Educational, Scientific and  
Cultural Organization:

"I have pleasure in enclosing herewith for your information  
the text of the resolutions adopted on 5 October 1949 by the  
Fourth Session of the General Conference of Unesco on the subject  
of technical assistance for economic development. I trust you  
will find in these resolutions further evidence of Unesco's desire  
to participate in this plan in the closest cooperation with the  
United Nations and the other specialized agencies.

(Signed) Jaime Torres Bodet  
Director-General."



12. TECHNICAL ASSISTANCE FOR ECONOMIC DEVELOPMENT  
OF UNDER-DEVELOPED TERRITORIES

12.1 THE GENERAL CONFERENCE,

BELIEVING that the programme of technical assistance for economic development of under-developed regions, outlined by the Economic and Social Council at its Eighth and Ninth Sessions, offers a most promising and far-reaching opportunity of improving the status of life, economic, social and intellectual, of the inhabitants of insufficiently developed regions of the world;

BELIEVING that Unesco has a significant part to play in this total programme, and noting that this fact was fully recognized both in the preliminary discussions which took place on the initiative of the Secretary-General of the United Nations and in the discussions at the Economic and Social Council's Ninth Session;

NOTING that the Economic and Social Council has proposed to the General Assembly of the United Nations, subject to the final concurrence of the Special Technical Assistance Conference to be convened during or immediately following the Fourth Session of the General Assembly, that 14% of the funds contributed to the Secretary-General's Special Account for Technical Assistance should be allocated to Unesco, together with any such further sums, drawn from the proposed reserve fund, as may be subsequently agreed by the Technical Assistance Board to be established by the Administrative Committee on Co-ordination;

12.11 APPROVES Unesco's participation in the Plan put forward by the Economic and Social Council in its Resolution No.22 (IX) of 15 August 1949, in conformity with the "observations and guiding principles"\* laid down by the Council.

12.12 AUTHORIZES the Director-General

12.121 to receive monies and other resources from the Special Account mentioned in paragraph 3, for the exclusive purpose of financing Unesco's participation in the Economic and Social Council's Plan for Technical Assistance, subject to such financial rules and regulations as may be determined by the Technical Assistance Board. Such rules and regulations shall be followed in lieu of the financial regulations applicable to the normal activities of Unesco's Secretariat in regard to the normal programme and budget.

12.122 to adapt Unesco's participation to any changes in the Plan which may be introduced by the General Assembly of the United Nations at its Fourth Session or by the Special Technical Assistance Conference above referred to; and with the approval of the Executive Board, to negotiate on behalf of Unesco any arrangements with the United Nations as may appear to him necessary, or be required by the United Nations in connexion with Unesco's participation in the Plan.

12.13 AUTHORIZES the Director-General, in consultation with the Executive Board, to provide technical assistance to non-Member States of Unesco, where such assistance is expressly approved by the Technical Assistance Board, or is in conformity with any principles which may be formulated by the Special Conference.

\* Annex I. - 12.3

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- 12.14 INSTRUCTS the Director-General to undertake technical assistance activities under this Plan:
- 12.141 on the basis of requests from governments desiring assistance, either direct or through the Technical Assistance Board of the United Nations and the Specialized Agencies;
- 12.142 subject to examination and approval by the Executive Board, or by a committee appointed by it, of each request for technical assistance presented in its definitive form, with respect to the actual grant of the assistance requested, the plan of action proposed and the corresponding budget;
- 12.143 in close co-operation with the United Nations and the other Specialized Agencies, with the object at all times of aiming at a truly integrated plan of technical assistance in which each organization contributes its special skills towards the attainment of higher levels of economic and social welfare for the populations concerned;
- 12.144 within the framework of:
- (i) the general outline of possible fields and methods of operation presented by the Director-General, giving due regard to the views expressed during the consideration of the subject at the Fourth Session of the General Conference and at the Ninth Session of the Economic and Social Council;
  - (ii) the statement of objectives and conditions of Unesco's participation annexed to this resolution.\*
- 12.15 REQUESTS the Executive Board to give all possible assistance to the Director-General in this matter.
- 12.16 INSTRUCTS the Director-General to submit an interim report to the Fifth Session of the General Conference.
- 12.2 THE GENERAL CONFERENCE,
- HAVING ADOPTED a resolution concerning Unesco's participation in the technical assistance programme launched by the Economic and Social Council;
- DESIRING to facilitate the necessary personnel arrangements to enable Unesco to participate in this programme;
- 12.21 AUTHORIZES the Director-General to recruit in 1949 and, if necessary in 1950, with resources to be made available in agreement with the Executive Board, such staff as he may judge necessary to prepare Unesco's participation in the technical assistance programme;
- 12.22 AUTHORIZES the Director-General similarly to recruit in 1950, for technical assistance purposes, any staff that may be required to give effect to approved technical assistance programme, the cost of such staff being met out of technical assistance funds;

- 12.23 INVITES Governments of Member States and their National Commissions to assist the Secretariat by providing information on available technical personnel and in particular in obtaining the services of persons specially qualified to carry out the tasks required within specific technical assistance projects approved for execution;
- 12.24 INSTRUCTS the Director-General to make the fullest use of the services of other Specialized Agencies, Inter-Governmental Organizations, and Non-Governmental Organizations in his search for technical personnel, and to collaborate with the United Nations in establishing any rosters of technical personnel.

ANNEX I

(Annex I of the UNESCO communication is not reproduced here since it consists of the text of Annex I of Economic and Social Council resolution 222 (IX) A, "OBSERVATIONS ON AND GUIDING PRINCIPLES OF AN EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE FOR ECONOMIC DEVELOPMENT".)

ANNEX II

12.4 OBJECTIVES AND CONDITIONS OF UNESCO'S PARTICIPATION

- 12.41 Unesco's object in entering into the plan launched by the Economic and Social Council will be to furnish under-developed States, territories or areas, at their request, and in close co-operation with the United Nations, with such technical assistance as will enable them to include in any scheme of economic development undertaken by them such educational, scientific and cultural elements as they may consider essential to the success of that scheme.
- 12.42 States entitled to receive assistance. The Second (Mexico City) Session of the General Conference of Unesco ruled "that no State which, while eligible to membership in Unesco, has not applied for such membership, should be offered opportunities to participate in the execution of Unesco's programme to the extent that such participation would give it benefits and privileges enjoyed by Member States." (Document 2C/132, Part IX, Annex VII, Resolution 5.)

While this ruling debars non-Member States from receiving technical assistance from Unesco, the General Conference has now authorized the Director-General, in consultation with the Executive Board, to provide technical assistance to a non-Member State where such assistance is expressly approved by the TAB or is in conformity with any principles which may be formulated by the Special Technical Assistance Conference.

The position of Trust and Non-Self-Governing Territories, on the other hand, is governed by a resolution of the Third (Beirut) Session of the General Conference which recommends that "in developing the 1949 programme, continuing attention be paid to the problems of Trust and Non-Self-Governing Territories of concern to Unesco in conformity with the needs and local traditions of the populations of these Territories, and in collaboration with the native populations and authorities" and that "Unesco continue to co-operate fully with the United Nations in this field and, through the Administering Powers concerned, with the Governments of the Trust and Non-Self-Governing Territories themselves." (Document 3C/110, Part XI, Annex IV). Unesco is therefore in a position to extent technical assistance to Trust and Non-Self-Governing Territories in so far as it is requested to do so by the Administering Powers concerned or by the United Nations with the consent of such Powers.

- 12.43 Further information for and from Governments. The General Conference suggests that the Director-General should transmit to Member States any additional detailed information and practical suggestions which he may consider necessary to supplement the outline of fields and methods contained in Document 4C/9, and should keep them regularly informed of requests received and the action taken thereon.

Reciprocally, it is hoped that Unesco may in due course draw, in connexion with particular projects, upon the great mass of technical information and experience available in many countries.

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- 12.44 Requests for Technical Assistance. In conformity with the principles laid down by the Economic and Social Council in Resolution 222 (IX), no technical assistance activity for economic development can be undertaken except on the basis of a specific request addressed to Unesco. It is appreciated that in addition to requests for assistance for which Unesco will have primary or complete responsibility, the services of Unesco will also be requested by the United Nations and other Specialized Agencies, as a co-operating body in many of their projects.
- 12.45 Implementation of Requests. The General Conference requests the Executive Board, or a body authorized to act on its behalf, to consider from time to time specific programmes of technical assistance based upon precise requests and estimates of cost, and to authorize their implementation and the incurring of expenditure out of such funds as may be made available to Unesco for the purpose. Implementation will normally be governed by a working agreement concluded between the Director-General and the beneficiary country.
- 12.46 Extent of Assistance. The plan is one for providing technical assistance, and no direct financial aid, or supply of materials and equipment, should be provided to any beneficiary country except in special circumstances and in accordance with the principles laid down by the Economic and Social Council in Resolution 222 (IX).
- 12.47 Criteria for Selection of Projects. No absolute criteria can be laid down for general application. In determining whether a specific request for technical assistance shall be granted, Unesco will be guided by a variety of factors. Clearly, a high priority should be accorded to those requests which reveal an intention by the requesting State to institute a scheme of economic development in which all the major aspects of a community's welfare have been provided for, and in which due regard has been paid to social advancement and to the enhancement of the dignity and worth of the individual. Beyond this, factors such as the following, which are not listed in order of importance and some of which, in fact, conflict, will bear on Unesco's decision: the direct relevance of Unesco's proposed assistance to the objective of economic development, subject to the assurance that this economic development will bring with it greater well-being for the individual and the community; the degree of need of the requesting country; its willingness to shoulder a fair share of the cost of the proposed assistance; its determination to carry the project through to a successful conclusion; the practicability of the project and its prospects in terms of concrete results; the availability of adequate personnel and services to carry out the project; and the degree to which Unesco's proposed services can be co-ordinated with services rendered to the same country by the United Nations and other Specialized Agencies.

Thus the choice of projects which Unesco undertakes will be determined by establishing a balance between a number of factors, sometimes conflicting, rather than by the application of hard and fast criteria.

- 12.48 Financing of the Plan. Budgets in the strict sense, in connection with technical assistance, will only be possible when, definite requests for assistance having been considered, the Director-General places before the Executive Board a programme of action accompanied by appropriate financial proposals. Upon the approval of such a programme, the Director-General will presumably draw against the credit available to Unesco in the Secretary-General's Special Account for Technical Assistance. The following features distinguish Unesco's participation in the technical assistance plan from operations conducted under normal budgetary procedures.
- 12.481 The contributions to the Secretary-General's Special Account will be voluntary, and it is not clear whether Governments will wish to commit themselves to further annual contributions on the same or any other scale. The early success of the participating organizations' efforts in the technical assistance field will largely determine the willingness of Governments to contribute further in subsequent years.
- 12.482 The principle of a central fund is one which commends itself to the General Conference. The proposed automatic distribution among the participating organizations of a fixed percentage of these funds will assure these organizations of sums which will enable them to meet requests for technical assistance. The pooling of soft currency contributions and of offers of services and materials will reduce to a minimum the complications resulting from contributions made in those forms.
- 12.483 No measure of technical assistance is likely to be completed within the first or any other single year of operation of the plan (see also "Duration", resolution 12.49 below). The Economic and Social Council has recognized this fact in paragraph 9 (f) of its resolution of 15 August which states:
- "The amounts received from the participating organizations shall be available to them for the purpose of assuming obligations or commitments during the fiscal year in which these amounts are received but actual expenditures shall be allowed to extend over a period of not more than the two ensuing fiscal years."
- The effect of this clause will depend upon the interpretation which the TAB places upon the words "obligations or commitments", an interpretation which Unesco must clearly accept for technical assistance purposes.
- 12.484 The fiscal year referred to by the Economic and Social Council will be determined elsewhere and may not correspond to Unesco's fiscal year. This will have repercussions on the auditing arrangements referred to by the Economic and Social Council (paragraph 9 (g) of Resolution 222 (IX) and upon the accounting arrangements (paragraph 10 (b)). The system will necessitate special arrangements for auditing of contributions and expenditures and for accountancy, which will involve the substitution of procedures laid down by TAB for Unesco's normal financial procedures.
- 12.485 The Economic and Social Council recommended that each participating organization "take such steps as may be necessary to enable it ... to exercise the required controls over its technical assistance activities and the monies and resources received." This

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recommendation will be met by requiring the Director-General to carry out technical assistance activities in conformity with the provisions of paragraph 2B of the Executive Board's resolution of 10 June 1949, which requires him to implement the plan "subject to approval by the Executive Board of a detailed programme and budget.... for each proposed activity", and these words are repeated in the resolution adopted by the General Conference.

5 The Economic and Social Council has determined that contributions to the Special Account for Technical Assistance may be made without limitation as to currency of contributions, and also in the form of services or materials. It further stipulated that in making automatic distribution of available funds in accordance with the proposed percentages, the Secretary-General shall bear in mind the desirability of retaining an appropriate proportion of convertible currencies. The precise method by which inconvertible currencies, services and materials can be credited to participating organizations and matched against requests for assistance received by those organizations remains to be worked out, presumably by the TAB. As already indicated, however, the central pooling of contributions of all types should make it easier for the participating organizations, in meeting demands addressed to them, to make the fullest use of non-convertible contributions offered by donor Governments.

7 Duration of the Plan. The technical assistance plan must of necessity be regarded as spreading over a number of years. The first stage will naturally be experimental and may occupy one, two or three years. By the third year the plan could be expected to be in full operation, and this second stage would continue for a period which cannot as yet be estimated. It is, however, reasonable to suppose that after some years the objectives of the plan would in some cases have been achieved. Technical assistance having been given for framing particular schemes of economic development, these schemes will have been launched and would have borne fruit. At that point the country receiving technical assistance will have established a self-supporting enterprise. The tapering-off of technical assistance must therefore be viewed not as a cessation of help, but rather as the sure sign that the scheme of economic development which it made possible is succeeding.

91 Relation to Normal Programme. It is recognized by the General Conference that a clear operational and financial distinction must at all times be preserved between Unesco's normal programme activities and its technical assistance activities. The first, carried out under detailed instructions from the General Conference in the interests of all members, represent the continuing and basic work of Unesco, which includes forms of technical assistance not expressly designed to foster economic development; the second, financed by voluntary means, are particular tasks undertaken at the explicit request of certain States for certain definite economic objectives, though still falling within some of the broad functions and purposes defined in Unesco's Constitution. Any assimilation of these two ranges of activity - though in many cases they are of the same character - can only imperil the balance and continuity of Unesco's normal operations. Hence any transfer of activities from the normal programme to the technical assistance programme, or vice versa, would be likely to disturb the proper distribution of normal programme operations among all Member States. This does not, however, debar the Director-General, in the interests of economy and efficiency, from making whatever administrative and staff arrangements he considers best for the purpose of meeting the additional tasks laid upon him by this Plan.