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Topic 38: EXPANDED PROGRAM OF TECHNICAL ASSISTANCE

(Country Programming Procedures)

The Director-General of the World Health Organization has requested the Regional Directors to bring to the attention of the WHO Regional Committees recent developments regarding the Expanded Program of Technical Assistance as presented in the following statement.

1. Introduction

1.1 The report of the Technical Assistance Board to the Technical Assistance Committee on "Project Programming" (Document E/TAC/105) and the report of the Technical Assistance Committee to the Economic and Social Council on the same subject (Document E/3547) are attached. The two resolutions on "Country Programming Procedures" appear in Annex V, and in paragraph 129, page 36, of Document E/3547. The decisions recorded in the reports and in the resolutions are submitted for the information of the Regional Committee, since they will affect that part of the programme of WHO which is financed from the Expanded Program of Technical Assistance.

1.2 The Executive Board at its Twenty-Seventh Session adopted resolution EB27.R6<sup>1</sup> expressing "satisfaction that the Economic and Social Council has approved in principle, the system of project programming", and at its twenty-eighth session in resolution EB28.R15 expressed "its appreciation of this further step in the development of the programme procedures of the Expanded Programme of Technical Assistance".

1.3 Subsequently the Technical Assistance Committee at its 1961 summer session considered the report of the Technical Assistance Board (Document E/TAC/105) on methods of implementing the decision to adopt

<sup>1</sup>/ Off. Rec. Wld. Hlth. Org., 108, p. 4 (par. 2)

project programming and eliminate agency planning shares and sub-totals. In the resolution in Annex V of Document E/3547 the Technical Assistance Committee endorsed in general the Technical Assistance Board's recommendations, decided that long-term projects should be prepared and submitted for their entire duration, and that the Technical Assistance Committee should approve these projects for no more than four years at a time. The Technical Assistance Committee also decided that the present two-year programming cycle should be extended on an experimental basis for the years 1963-1964, and the next country requests of governments for Technical Assistance are to be made for that biennium.

1.4 In the second resolution on country programming procedures, in paragraph 129, page 37, of Document E/3547, the Technical Assistance Committee recommended that the Executive Chairman of the Technical Assistance Board should "invite the Executive Secretary of each of the Regional Economic Commissions to present his views on the economic and social factors to be taken into account in the preparation of programmes of technical co-operation in countries of his region."

## 2. Implications for WHO

2.1 It will be recalled that the Executive Board at its Twenty-Fifth Session in Resolution EB25.R52 invited "health administrations, in consultation with regional offices, to ensure that health projects planned beyond the biennium 1961-1962, assisted under the Expanded Programme, are requested for their full duration through the appropriate governmental authority".<sup>1/</sup> The planning of national health projects with the co-operation of WHO for the full duration of assistance to the time when the activity can be continued by the health authorities without international staff has been an accepted principle of the Organization from the beginning of its program of assistance to governments, (Resolution EB2.R1).<sup>2/</sup> This principle was reiterated in the Third General Program of work for the period 1962-1965 inclusive, adopted by the Thirteenth World Health Assembly as follows: "In projects of assistance to governments it should be recalled that such projects are government projects and that the role of WHO is that of assistance only until such time as the government is able to carry on without external aid. This implies that only such projects as are sufficiently well founded upon government support for the present and upon equally well founded planning for the future should be selected for assistance in implementation".<sup>3/</sup>

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1/ Off. Rec. Wld. Hlth. Org., 99, p. 25 (par. 3)

2/ Handbook of Resolutions and Decisions, fifth ed., p. 95

3/ Off. Rec. Wld. Hlth. Org., 102, Annex 2, p. 54 (par. 202)

2.2 In the light of the decisions of the Technical Assistance Committee noted in paragraph 1 above, the Regional Committee may wish to confirm their full support of the principle that health projects should be planned for the full duration of the assistance expected of WHO. Moreover, the Regional Director and his staff would welcome an opportunity during the meetings of the Regional Committee to review with members of the Regional Committee individually the projects in their respective countries and consult them on the duration of all projects assisted under the Expanded Programme which (a) are already in operation and will continue into 1963, and (b) are planned to start before the end of 1962 and to continue in the biennium 1963-1964.

Annexes: Document E/TAC/105  
Document E/3547

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TECHNICAL ASSISTANCE COMMITTEE

EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

COUNTRY PROGRAMMING PROCEDURES

Report of the Technical Assistance Board  
on "Project Programming"

INTRODUCTION

1. At its summer session in 1960, the Economic and Social Council adopted resolution 786 (XXX) on country programming procedures. Under this resolution the Council approved in principle the system of project programming recommended by TAB (E/TAC/97), and requested the Board to submit to TAC, at its 1961 summer session, specific recommendations for simplification and improvement of the programming procedures, "in particular by project programming, the elimination of agency sub-totals from country planning targets and the elimination of the present system of agency planning shares".
2. The present report, submitted in response to this resolution of the Council, takes into account the comments and suggestions which were made last summer in the Technical Assistance Committee during the discussions that led to the adoption of resolution 786 (XXX). It also includes the Board's views on the question of the level of regional programmes, which was referred to TAB by the Committee.
3. In its first report on "project programming" (E/TAC/97), the Board recommended the adoption of project programming with effect from 1963, i.e. after the expiration of the biennium 1961-1962 for which two-year programming had already been adopted on an experimental basis. The Board had stressed that "project programming, under which all projects would be prepared and approved for their entire duration", in effect "represents a logical extension of the decisions already taken"; and that such procedures would "considerably

facilitate the orderly development and implementation of projects, especially those of a longer term character." The Board and the Committee identified a number of issues which would have to be clarified before the proposed procedures could be finally adopted. These issues have been considered by the Board and its recommendations are contained in the present report.

4. The specific questions arising in connexion with the adoption of project programming can be best considered under three major headings:

- (a) The construction and articulation of projects under the new system;
- (b) The procedural changes that would be required for programme planning; and
- (c) Financial matters.

This report is presented in three sections dealing respectively with these three categories of questions:

## I. FORMULATION AND SUBMISSION OF PROJECTS

### Definition of short-term and long-term projects

5. In the context of project programming, it is necessary to distinguish between short and long-term projects in view of their practical implications in terms of formulation and articulation of projects and of financial procedures and rules relating to their implementation.

6. At the 1960 Geneva session of TAC, it was suggested by some members that the definition of short and long-term projects could be conveniently related to the definition of the programming cycle, and that projects falling within one programming cycle could be treated as short-term, the rest being treated as long-term. For reasons explained later (vide para. 26 below) the Board recommends the extension of the two-year programming cycle for another biennium covering the years 1963 and 1964. Accordingly, the Board suggests the following definitions of short and long-term projects:

- (a) Any project planned to be started and completed within twenty-four consecutive months will be considered a short-term project; and
- (b) Any project of a longer duration will be considered a long-term project.

Proportion of long-term and short-term projects

7. As emphasized last year in the Board's report on country programming procedures, short-term projects will continue to play an important role in the Expanded Programme. The examples then given are well worth quoting again: "Recipient Governments often require and ask for short-term advice in public administration, economic advice for evolving a rational pattern of priorities among competing needs, and fellowships to train nationals who might later serve as counterparts of international experts; last but not least, short-term missions are quite often essential forerunners of long-term projects in the sense that such missions are used to carry out preliminary surveys and studies for preparing long-term projects on sound lines". There is, however, no doubt that the programme as approved by TAC will continue to contain a considerable number of long-term projects of more than two years' duration and in many cases running into several years. It is in relation to these long-term projects that the question of project programming acquires real significance.

8. The Technical Assistance Committee stressed the need for greater flexibility in the programme and, in this connexion, pointed out that project programming should not be allowed "to lead to a proliferation of long-term projects, thereby freezing in advance an unduly high proportion of the available resources for such projects". In order to maintain a suitable balance between short-term and long-term projects, some members felt that the Board might examine the desirability of fixing some flexible percentage limit up to which it would be permissible to authorize long-term projects (E/3419, para. 68).

9. The Board has given considerable thought to this question and feels that, at least in the initial stages of project programming, it would be desirable not to fix a proportion, even on a flexible basis, between short-term and long-term projects. Several considerations have impelled the Board to this tentative conclusion: The proportion of long and short-term projects may, and does, vary considerably from country to country and from organization to organization, according to the types of assistance requested by the recipient Governments and the fields of activities covered by the organizations. No

reasonable proportion between the two types of projects can be recommended without taking into account the proportion now existing between the two, and this can be ascertained only after the long-term projects included in the 1961-62 programme have been reviewed and reformulated on the new basis. There is also the practical consideration that short and long-term projects as defined above are relative, and not absolute, concepts and in practice, it would be possible to break down many long-term projects into two or more short-term ones in order to stay within a given percentage limit, which would distort the picture, without benefiting the programme.

10. The Board feels that the risk of excessive long-range commitments developing within the programme can easily be exaggerated, and in any case it should not be serious in the early stages of project programming. The Committee will be in a position to judge the effect of long-term commitments on future programmes only after all long-term projects continuing beyond 1962 are prepared and submitted with cost estimates, year by year, for their entire duration. The Board considers that, for the period 1963-64, it should be sufficient for the Board to exercise the necessary vigilance in respect of the forward commitments of long-term projects, and to report to the Committee should any serious difficulties be encountered. The Board will also consider in due course the relationship between short and long-term projects for the next programme period.

#### Definition of project

11. A project in the present context is considered to be an undertaking planned, executed or approved by a Government or Governments, with the assistance or through one or more of the Participating Organizations, to achieve, within a specified period of time, a defined objective which is within the general development plan or programme of the country.

12. The international assistance may be provided in the form of experts, fellowships, and supplies and equipment. The Government provides such counterpart personnel as are necessary and, as far as possible, buildings, secretarial staff, local transport, financial support including contribution towards the local cost of experts, and any other locally available services and supplies;

normally the Government undertakes to continue or follow up the project upon completion of the international assistance.

Some essentials of project programming

13. As compared with the practice hitherto followed, preparation of long-term projects under a system of project programming will have two distinguishing features: (a) each project would be prepared in considerable depth and for its entire duration; and (b) it would be approved for its whole duration subject to a maximum period to be suitably defined.

Articulation of project

14. As noted in the first report of the Board on project programming (E/TAC/97, para. 4), a number of measures had already been taken by TAB and TAC to ensure that projects are considered in all their important aspects by the recipient Governments and the Organizations prior to their submission to TAC. This constituted an important step in the direction of project programming and, to a large extent, the type of information which should form an integral part of a long-term project was spelled out in resolution 700 (XXX).

15. Normally, a long-term project submission should be prepared so as to contain the following basic information in concise form:

- (a) Nature of project covering (i) the main objectives of the project; (ii) its relationship to any wider development plan or programme, or to any specific targets, whether or not related to the latter; and (iii) its relationship to other similar or complementary projects, whether past or existing, including assistance requested from other sources.
- (b) Duration of project with estimated commencement and completion dates.
- (c) Project components showing the types of assistance to be provided, namely experts, fellowships, equipment and supplies.
- (d) Estimated cost of project with detailed break-down for the first biennium of operation and total estimated costs



for each year, or each programming period, thereafter up to its completion.

- (e) Counterpart support of the Government indicating (i) facilities to be provided by the Government; and (ii) availability of counterpart personnel and of candidates for fellowships and arrangements to be made for national counterparts.
- (f) Future of the project: Plans, if any, for continuing the project after international assistance has been completed.

#### Project authorization

16. In the report submitted to TAC last year, the Board suggested that a long-term project might be authorized by TAC for a maximum period of five years at one time, and that any longer-term projects would require review and, possibly, re-definition and re-approval by TAB and TAC for their continuation beyond the initial five-year period. This suggestion was in principle accepted by TAC. It was, however, suggested by some members that there might be some advantage in reducing the maximum period of authorization to four years, particularly if TAC decided to continue the programming exercise on a two-year cycle even after 1962, since in that case the four-year limit would correspond to two complete programming cycles (E/3419, para. 64).

17. The Board has considered the question in the light of last year's discussions of TAC and on the recommendation now made by the Board to continue the two-year cycle on an experimental basis for the years 1963-64. For the present, the Board suggests that the maximum period of project authorization may be tentatively fixed at six years, subject to a further review of this question in the summer of 1963 at the time of re-examining the question of the optimum programming cycle.

#### Programme submission

18. Long-term projects will be prepared and submitted for the entire period of their duration even though TAC authorization may be restricted to a maximum period of six years at one time. The programme may be conveniently submitted to TAC in four parts dealing respectively with:

- (a) New short-term projects;
- (b) New long-term projects;
- (c) Long-term projects already authorized; and
- (d) Major changes introduced in the authorized long-term projects.

Programme approval

19. As already mentioned, the Technical Assistance Committee would be asked to approve long-term projects for their full duration up to a maximum of six years, provided that they will be resubmitted for approval (i) at the end of the initial six years if they are planned to continue beyond that period, or (ii) at an earlier date if the projects undergo major changes that would require TAC approval.

Change in projects

20. During the operational period. The need for flexibility in effecting programme changes found necessary by the recipient Government was underlined by the Board and the Committee last summer. Once a long-term project is authorized, the Government concerned might well find it necessary to amend the project in consultation with the Participating Organizations. Sufficiently flexible procedures will therefore be needed to allow enough freedom to introduce changes with reasonable promptness. Similarly, the procedure must provide enough flexibility to the Organizations for smooth and efficient operation of the programme. The Board believes that, as in the past, changes in projects in the course of the operational period could be authorized by the Executive Chairman and reported to the Committee through the Board's annual report on programme activities.

21. For subsequent periods. If substantive changes are contemplated for subsequent programme periods, prior approval of TAC would be required in respect of:

- (a) Any change in the purpose, objective or scope of a project of such a nature as to render obsolete the information provided under paragraph 15;

- (b) Any substantive change in the types of assistance requested requiring the addition or substitution of experts, fellowships and equipment;
- (c) Any change resulting in a revision by more than 20 per cent of the estimated costs of the project as approved for the ensuing year or years.

22. In the interest of maintaining sufficient operational flexibility, it may be necessary, in urgent and exceptional cases, for the Executive Chairman to approve any substantive change in the types of assistance requested requiring the addition or substitution of experts, fellowships, and equipment and supplies in anticipation of TAC approval. However, such cases would be reported to TAC at the time of seeking approval for other programme changes mentioned in the preceding paragraph.

#### Plans of operations

23. On several occasions the Board has emphasized the importance of plans of operations as a means of ensuring the orderly implementation of long-term projects. Reference may be made to the annual reports of the Board for 1958 and 1959 respectively (in particular E/3226, para. 62, and E/3337, para. 51). The Committee, at its twenty-eighth session held in July 1959, endorsed the views of the Board on the subject (E/3298, para. 22), and in particular "welcomed the increasing use of plans of operation, which contributed to the improved regulation of long-term projects and to their gradual and orderly transfer to the Government. As stated in the report, a plan of operation 'includes, as a matter of course, dates for commencement and completion of a project; it also spells out the obligations of each party for the entire period the project will be in operation ....' (E/3226, para. 62)".

24. It may be assumed that once long-term projects are formulated on the lines indicated above, there should be no serious practical difficulty in working out, in consultation with the recipient Governments, suitable plans of operations for carrying out these projects. It should be appreciated that long-term projects show considerable variations from one organization to another and that, consequently, a plan of operation that

would be appropriate for one organization may not be so for others. However, the Board might at a later stage consider the desirability, and the feasibility, of evolving a standard plan of operation which would be simple but effective and which, with some changes, could be adopted to meet the specific needs of each organization.

## II. PROCEDURES FOR PLANNING THE PROGRAMME

### Duration of the programming cycle

25. Two-year programming was adopted by TAC on an experimental basis for the years 1961-62. The question therefore arises whether the introduction of project programming should supersede the two-year cycle or whether it would be desirable to continue the same cycle even under project programming. At the last summer session of TAC, several members expressed themselves in favour of reverting to the one-year cycle, while others felt that the question might be further considered by the Board.

26. The Board recognizes that the question needs further consideration. However, the Board is convinced that it is important to prevent too many procedural changes within a short period of time and has arrived at the conclusion that any decision to revert to one-year programming would be premature at this stage. The Board therefore recommends:

- (a) That the two year programming cycle adopted on an experimental basis be continued for a further period of two years covering 1963 and 1964; and
- (b) That the question of the programming cycle be reconsidered at the 1963 summer session of TAC in the light of the practical experience that will have been gained during the intervening period.

27. It may be added that, within this two-year cycle, the Board intends to carry out an informal annual review of the programme in order to facilitate its orderly implementation with any adjustments that may be found necessary.

Advancing the planning period

28. At the 1960 Geneva session of the Committee, some consideration was given to the question of advancing the planning time-table. It was pointed out by some members that "while preparation of the programme as a whole was normally begun about one year in advance, some of the Participating Organizations began their programme planning almost two years ahead of the actual initiation of projects, and it was suggested that this practice might with advantage be made more general. In particular, the preparation of the programme for the period beginning with 1 January 1963 might start in 1961 instead of in 1962". The Committee desired that the Board consider the question in principle and comment on it in its next report on country programming procedures (E/3419, para. 67).

29. One organization has suggested that, even under project programming, the planning, negotiation and approval of programmes should be advanced one year. Most of the other organizations are, however, of the opinion that advancing the planning time-table by one year would unduly lengthen the period between the planning and the implementation of projects, and that this in turn would subject the approved programme to correspondingly more numerous amendments, which, in some instances, might even necessitate a partial re-programming with the attendant disadvantages. In any case, it is believed that the general question of advancing the planning time-table for one year could be more appropriately considered after the actual introduction of project programming and in the light of the experience that would be gained in the intervening period.

30. Meanwhile, there is the more specific question of the preparation of the first programme under the new system, and here the Board believes that at least some of the basic steps relating to the preparation of the programme for the period beginning with 1 January 1963 might, as suggested by the Committee, very well start in 1961 instead of waiting until 1962. Transition from the present system to project programming, embracing the large number of projects that will continue beyond 1963, will involve a good deal of additional work on the part of the recipient Governments and of most of the Participating Organizations. Consequently, the Board expects

to initiate the preparation of the 1963-64 programme immediately after decisions have been taken by TAC and the Council on the proposals submitted in the present report.

Planning of "country programmes"

31. In resolution 786(XXX) the Council reaffirmed "its belief that countries receiving aid should have free choice of carefully considered programmes and projects" and also emphasized that "Participating Organizations should continue to advise and assist the recipient Governments in the planning and in the implementation of programmes and projects and to review the technical aspects of the programmes and projects for which they assume responsibility". The Committee and the Council considered that a simplification in the procedures of country programming was essential and that "such simplification could be promoted by eliminating agency sub-totals from country targets and by eliminating the present system of planning shares of the Participating Organizations".

32. The Board feels that while the introduction of "project programming" will greatly facilitate continuity of operations on long-term projects, it is essential that the continuing commitments of projects already authorized including commitments in respect of projects promoted from Category II, be treated as the minimum level of an agency's activities in a given country, so that the aggregate of the commitments of all the Participating Organizations would set the floor below which the target of that country would not be allowed to fall. This would have to be treated as the most important element in fixing individual country targets.

33. In addition, the Board would, as in the past, have to consider the resources available for the programme as a whole. Due consideration would have to be given also to such factors as per capita income and size of population, the extent of assistance from other sources, and the capacity for absorbing technical assistance.

34. The official letter of the Executive Chairman to a recipient Government communicating the country target would, among other things, emphasize the following points:

- (a) The over-all programme-requests must not exceed the target;

- (b) The continuing commitments in respect of long-term projects which may depart from the amounts already authorized only within the limits set in paragraph 21 of this report, should be considered as a first charge against the target;
- (c) Subject to the above, the Government should feel free to use the balance of funds for new projects to meet its priority needs.

35. In this connexion the Board would like to draw the attention of the Committee to sub-para. B II(vi) of Council resolution 542 B (XVIII) which provides that, in order to avoid substantial fluctuations in the total amounts entrusted to each Participating Organization from year to year, the amount allocated to each of them for the coming year "shall not be less than 85 per cent of the amount allocated to them under the current year's Programme, except that, if the estimated net financial resources for the ensuing year fall below total allocations made during the current year, the amount allocated to each Participating Organization shall not be less than 85 per cent of its proportion of the allocation for the current year". The Board assumes that this particular provision of the governing legislation would not be affected by any amendments to be introduced as a result of the revised country programming procedures.

#### Preparation of country programme-requests

36. The role of the Resident Representatives in co-ordinating the consultations between the various ministries or departments and the Participating Organizations will tend to increase under a system of project programming as now envisaged. Ministries or departments of the recipient Governments as well as the Organizations are likely to feel the need, even more than in the past, to associate the Resident Representative in the consultations which lead to the development of individual projects.

37. As mentioned at the last summer session of TAC, some Governments might experience difficulty in formulating long-term projects on the basis contemplated in the project programming procedures. In such cases, it will be necessary for the Participating Organizations and the Resident Representative to assist the

Governments in overcoming this difficulty. In fact, the adoption of project programming will call for increased technical advice and professional guidance from the organizations for the preparation of long-term projects.

38. As in the past, the Participating Organizations will continue to render technical advice and guidance at the request of the Governments for developing technical assistance projects. More specifically, they will assist the appropriate departments of the government to assess problem areas in their fields of competence and recommend projects which may help to define or resolve these problems; collaborate in project planning and development, including assistance in determining the nature, scope, duration and cost of the project, and in drafting the plan of operation containing the objectives, plan of action and commitments of signatories, including continuation of the activity by the government after assistance is withdrawn; assist the national departments concerned in preparing project descriptions to be submitted to the national co-ordinating or planning committee as justifications for inclusion of projects in the country programme; stimulate, and participate in, the periodic assessment of the projects with the government and TAB representative with a view to ensuring that specific objectives are realized. The Participating Organizations will take the necessary steps to keep the TAB representatives fully informed of each of these phases of their work and will provide technical advice to them. The TAB representatives will, when so requested, act on behalf of the Participating Organizations.

39. The successful operation of the new programming procedures will depend to a great extent on a fully satisfactory functioning of the national planning and co-ordinating machinery. Recipient Governments will therefore have to be encouraged in every possible way to reinforce their present planning and co-ordinating units, in order to make these units fully representative of the various services concerned with economic and social development and to invest them with adequate authority.

40. As under existing procedures, the Government will finalize its country programme-request in consultation with the Resident Representative, making adequate provision to cover all continuing commitments (resolution 542 (XVIII)), and transmit it to the Executive Chairman and the Participating Organizations



through the Resident Representative. The Board will examine the individual programme-requests and submit the over-all programme to TAC for review and approval.

Regional and inter-regional projects

41. At its 1960 summer session, the Committee considered a proposal made by the International Civil Aviation Organization to the effect that the proportion of resources to be allocated to the agency for regional and inter-regional projects should be raised from the existing ceiling of 12 per cent to 20 per cent of the total resources available for the field programme. During the discussion on the proposal, the World Meteorological Organization requested that the same action be applied to its programme. The two agencies emphasized the importance of work at the regional level in the fields of aviation and meteorology.

42. During the discussion on this proposal, a suggestion was made that the 12 per cent ceiling at present in force for regional and inter-regional projects and applicable uniformly to all the Participating Organizations, might be replaced by a system that would permit variable percentage ceilings for regional projects to different Participating Organizations without an increase in the total percentage for such projects. After some discussion the Committee decided to refer the matter to the Board with the request to consider all its implications and to submit a recommendation to the Committee for consideration at its 1961 summer session (E/3419, paras. 19-20).

43. The Board has carefully considered the matter in the light of the TAC discussions, and also of the growing need for the regional approach felt by other Organizations in several important fields of their activities.

Particular reference may be made to the newly independent and emergent countries of Africa, where technical assistance projects are often likely to be more effective as well as economical if conceived and implemented on a regional basis. The Board therefore feels that it would be desirable to raise the total percentage ceiling for regional and inter-regional projects to a somewhat higher level applicable to all the Participating Organizations and to supplement it to some extent for four agencies, i.e. ICAO, WMO, ITU and IAEA which, in view of the present small sizes of their programmes, find

themselves often handicapped in adopting the regional approach even when this is considered essential in the interest of rendering effective technical assistance.

44. Accordingly, the Board makes the following specific recommendations:

- (a) That the proportion of funds to be devoted to regional and inter-regional projects be raised to 15 per cent of the overall resources available for the field programme;
- (b) That an additional 1 per cent of the same resources be set aside for ICAO, WMO, ITU and IAEA; and
- (c) That the amounts so retained be allocated by the Executive Chairman among the Participating Organizations, due consideration being given to their respective programmes for 1961-62.

45. The Board further recommends that the proposals made above be adopted, in the first instance, for the 1963-64 biennium and that the whole question be again reviewed by the Committee at its 1963 summer session.

#### Category II programme

46. Under project programming the function of the Category II programme would continue to be the same as at present; nor is any change considered necessary in its present level which, in general, amounts to 50 per cent of the Category I programme.

47. For promoting a long-term Category II project to Category I it will be necessary to satisfy the following conditions: its preparation and submission should conform to the outline given in paragraph 15; enough savings will have to be identified by the Organization concerned for financing the project within the operational biennium, as is also the case at present; where the project is expected to continue beyond the programming biennium, the Government will have to give necessary advance assurance for its continuation, as implied in paragraph 32 above; and the project will have to be submitted to TAC for approval at the appropriate time.

Planning reserves

48. After reviewing the use of the "planning reserves" in the context of project programming procedures, the Board feels that the present arrangement should be maintained at least for the preparation of the 1963-64 programme. This provides that 2 per cent of the resources is held in reserve by the Participating Organizations at the planning stage for marginal adjustments (such as increase in project costs) in their final regional or country programmes and 3 per cent by the Executive Chairman for subsequent adjustments in country programmes as well as for assisting new or smaller agencies in the development of their programmes.

III. FINANCIAL MATTERS

49. The Board considered what changes, if any, were required in the financial rules and procedures of the Programme in order to implement the recommendations set forth in Parts I and II above on "Project programming".

50. It was noted that the present legislation provides for annual allocation of funds to the Participating Organizations to implement the programme which is approved on a two year basis. The proposed changes in procedures for the planning and approval of the Programme, which maintain the present biennial cycle for 1963-1964, do not make it necessary to modify existing legislative provisions regarding the annual allocation of funds to the Participating Organizations. Nor would these proposals require amending the provisions of resolution 785 (XXX) which allow the organizations to retain unobligated funds at the end of the first year of the biennium for implementing projects in the second year. It appears to be necessary, therefore, only to extend the financial provisions relating to 1961-1962 to the biennium period 1963-1964, with appropriate change in language to take into account that the Programme is planned and approved on a "project programming" basis.

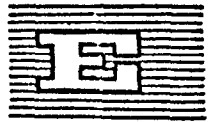
51. The Board also examined whether its proposals on "project programming" should be accompanied by the suggestion of a broader revision of the present financial policies and procedures of the Programme leading to the adoption of

a system of "project financing". Under such a procedure the funds necessary for the implementation of the programme would be allocated to the Participating Organization on a project by project basis for the duration, or at least for a large part of the life of, each project. It was the opinion of the Board, in line with the views expressed last summer by several members of the Committee (E/3419, paras. 71 and 72) that proposals on this subject required a thorough study of all their implications and that more experience should be acquired with the new system of "project programming" before such a study could be usefully undertaken. While the question could be reviewed at a later stage, there are clear advantages in keeping, for the time being at least, the changes in the financial procedures of the programme to a minimum. With experience, other issues may arise, in particular with respect of currency utilization problems, that may also need to be considered in any general review of the Programme financial policies and practices.

52. The Board therefore recommended the continuation in 1963-1964 of the basic financial provisions governing allocations funds to the Participating Organizations as well as of the regulations on earmarking and obligation of funds.

53. Similarly and in the light of the above considerations, the Board would recommend maintaining for 1963-1964 the rules and procedures relating to contingency authorizations to meet urgent needs during the biennium.

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Agenda item 11

Dual distribution

PROGRAMMES OF TECHNICAL COOPERATION

Report of the Technical Assistance Committee

1. The Committee held 26 meetings at Geneva from 26 June 1961 to 3 August 1961 under the chairmanship of Mr. Abdul Hakim Tabibi (Afghanistan).
2. The Committee had before it the following questions (E/TAC/L.235):
  - (i) Election of the Chairman of the Technical Assistance Committee  
See: E/TAC/SR.231;
  - (ii) Annual report of the Technical Assistance Board to the Technical Assistance Committee: E/3471 - E/TAC/REP/189 and Add.1, E/3495, paras. 5-33, E/TAC/L.236, L.239, L.240, L.242/Rev.1, L.243, L.245, L.246  
See: E/TAC/SR.231, 232, 233, 234, 235, 236, 237, 238, 240, 243, 244, 246, 247;
  - (iii) Technical Assistance activities of the United Nations - Report by the Secretary-General: E/3474 and Corrs.1 & 2, E/3500, E/TAC/L.247, GA 1395(XIV)  
See: E/TAC/SR.247, 248, 249, 250;
  - (iv) Country programming procedures: Project programming: E/TAC/105, 108, E/TAC/L.241/Rev.1, L.244/Rev.1  
See: E/TAC/SR.238, 239, 240, 241, 242, 243, 244;
  - (v) Revised supplementary programme for 1961-62: E/TAC/L.237  
See: E/TAC/SR.244, 254;
  - (vi) Question of the allocation of administrative and operational services costs between Regular and Expanded Programme budgets: E/TAC/106, 107, A/4774  
See: E/TAC/SR.245;
  - (vii) Questions relating to the Special Fund and the Expanded Programme of Technical Assistance - Report by the Managing Director of the Special Fund and the Executive Chairman of the Technical Assistance Board: E/3473, E/TAC/L.248 and Rev.1, E/TAC/L.252, L.253, L.254  
See: E/TAC/SR.252, 253, 254, 255.
  - (viii) Other matters: E/TAC/L.238  
See: E/TAC/SR.253

Item IIANNUAL REPORT OF THE TECHNICAL ASSISTANCE BOARD TO THE  
TECHNICAL ASSISTANCE COMMITTEE

3. The Executive Chairman of the Technical Assistance Board presented to the Committee the annual report of the Board for 1960 (E/3471). The Committee expressed satisfaction with the form and content of the report and was pleased to note that the report had been ready and distributed in the three working languages well in advance of the meeting. Many members congratulated the Executive Chairman on the excellence and comprehensiveness of the report, as well as on his lucid and informative opening statement.

General Review of the 1960 Activities

4. The Committee noted with satisfaction that for 1960, pledge contributions had reached a level higher than in any previous year, so that there was no need to resort to such an exceptional measure as borrowing from the Working Capital and Reserve Fund, as had been necessary in 1959. The implemented programme for 1960, at \$27.91 million, was apparently a little smaller than the corresponding programme of \$28.67 million in 1959, but this was due primarily to a slightly lower level of deliveries in equipment and supplies.

5. The Committee welcomed the continuing growth of the activities of the programme as evidenced by the fact that, during the year under review, assistance was provided directly to 103 countries and territories, while another twenty-three participated in the programme by sending fellows to regional training projects. In some respects, the most striking development was the increase in the programme for Africa, which rose from 8.9 per cent of total EPTA assistance in 1956 to 15.3 per cent in 1960, while the programme planned for African countries in 1961-62 amounted to 30.6 per cent of the total programme.

6. As regards contributions pledged for 1961, the Committee was particularly gratified to note that the total amounts pledged already exceeded \$41 million, even though several pledges had yet to be announced in full. Of the eighty-seven Governments contributing to the programme in 1961, thirty-six had increased their contributions as compared with 1960, while six newly independent countries had become contributors for the first time. Some members, in the course of their statements on the EPTA activities, indicated the intentions of their Governments to announce sizeable increases in the contributions to be pledged at the next Pledging Conference.

7. Several members expressed the view that contributions should be made in readily convertible currencies, except in those cases where a country's balance-of-payments position was demonstrably precarious, and emphasized that contributions in non-convertible currencies resulted in hampering full freedom of choice for the recipient countries in requesting technical assistance. Other members held that the voluntary nature of contributions to EPTA meant that the donor countries should have complete freedom in deciding on the size and form of their contributions; and that the basic criterion should be the usability, not the convertibility, of their contributions. The Executive Chairman, while stating that the question involved was essentially one to be decided by the Committee and the contributing Governments re-affirmed the Board's view that full, or at least partial, convertibility was a matter of great assistance to the Participating Organizations in administering the programme. He also assured the Committee that meanwhile the Board was doing its best to ensure the utmost possible utilization of the financial resources placed at its disposal by the donor countries. Some members drew attention to the fact that no action had as yet been taken "on the German Democratic Republic's offer of a contribution to the Programme".

#### Experts and Recruitment

8. The Committee noted that, as in previous years, experts had been drawn from a wide geographic range and that, in all, they served on 2,258 assignments in seventy-eight countries and territories. Of particular interest was the fact that more than half of the countries receiving expert assistance also made available one or more of their own experts to serve in other recipient countries under the Expanded Programme. Some members observed that in many cases the developing countries might render a valuable service by passing on their own experience, since this had

a more direct relevance to the conditions obtaining in the less-developed parts of the world than the experience gained in the different environment of the highly-developed countries. It was recalled that last year the General Assembly had given recognition to this growing trend by its decision to call the international technical assistance programmes collectively as the United Nations Programmes of Technical Co-operation.

9. The Committee noted with some concern the increasing difficulties with which the administrators of the programme were faced in recruiting for their projects well-qualified personnel in adequate numbers. It also noted that the Executive Chairman had been asked by the Administrative Committee on Co-ordination to undertake an urgent study of recruitment problems in co-operation with its Consultative Committee on Administrative Questions.

10. During the discussions several suggestions were made for improving the recruitment situation, and stress was laid by some members on the need to explore the possibility of recruiting experts from the developing countries. It was also suggested that the Participating Organizations might shorten the preparatory process of formulating and circulating job descriptions; that recruiting governments or national committees need not be given so much time to identify qualified experts, while at least one member was of the view that the present period of two months allowed for the purpose was essential; and, lastly, that the requesting Governments should be urged to make their choice between candidates more promptly than had often been the case. One member wondered if the United Nations itself could not undertake the training of experts. Another suggestion was that, to alleviate an increasingly difficult situation, the Participating Organizations might have more frequent recourse to experienced private or semi-private undertakings to provide technical assistance on an organized professional basis.

11. One member stated his Government's dissatisfaction with the increased cost of experts. He also expressed the belief that there had been discrimination against nationals of his country in the recruitment of experts, and as example cited WHO's lack of action in this regard. The representative of WHO categorically denied any discrimination by her Organization and quoted facts and figures to show that the Director-General of WHO attached great importance to the recruitment of staff from the country in question. The Executive Chairman took the occasion to deny that any discrimination existed and stated that every effort was being made by the participating organization to recruit experts from all available sources and to



make the best use of all contributions received. He expressed the Board's desire to adopt whatever measures might appear appropriate to improve the recruitment of experts from all Member States. The member of the committee stated that he did not agree with the statement by WRO and appealed to all organizations to improve on the recruitment of experts in his country.

12. The importance of training local specialists to take over the work begun by international experts was underlined by several members who wholeheartedly endorsed the following statement contained in the Annual Report: "A technical assistance project may be said to be most successful when the assistance itself tapers off but leaves behind a continuing operation that is satisfactorily carried on under national auspices" (E/3471, para. 317).

#### Fellowships

13. The Committee noted that although the number of fellowships awarded in 1960 under the Expanded Programme was somewhat smaller than in the previous year, the total expenditure on fellowships was slightly higher. It further noted that fellowships awarded under the regular programmes of the Participating Organizations during 1960 were almost 50 per cent more than the EPTA fellowships in the same year; indeed they exceeded by an appreciable margin the total number of fellowships so far awarded in any particular year under the Expanded Programme.

14. Several members of the Committee, while noting that the funds used for EPTA fellowships had been increasing steadily since 1958, expressed the view that the fellowship programme needed to be strengthened further. According to one member, the ratio of experts to fellows ought to be modified in such a way that more of the available resources were expended on fellowships than on experts. At the same time it was recognized that the type of assistance to be requested was a matter for the recipient Governments to decide and that their freedom of choice should not be impaired.

15. It was also appreciated that the EPTA fellowship programme ought to be considered in conjunction with, and not in isolation from, various other sources from which assistance is available to the Government, especially the regular programmes of the Participating Organizations, and also the training provided through other means, including national and regional training institutes and centres, of which a comprehensive review was given in the annual report under consideration.

16. One member observed that, where appropriate, an exchange of fellowships among the developing countries might be encouraged, and this might very well lead to a sizeable increase in the total number of fellowships awarded without involving additional expenditures, although fellowships on a substantial scale would still have to be awarded for study in the advanced countries.

17. Another member emphasized the special need in some countries for providing training at a higher level than at present, in order to enable nationals of those countries to serve as first-level executives in Government departments and other institutions.

18. The Committee decided to recommend to the Council for adoption a resolution on expert recruitment and training facilities in developing countries which is considered in paragraph 47 below.

#### Equipment and Supplies

19. The Committee noted that deliveries of equipment and supplies showed a decline for the second year and that in 1960 they accounted for a little less than 5 per cent of total programme expenditures, although this relatively low percentage was partly due to the carry-over into 1960 of equipment and supplies ordered but not delivered within the financial year. Some members regretted the low level of expenditures on equipment without which recipient Governments were unable to derive full benefit from expert advice and recommendations.

#### Evaluation of the programme: Training institutes and centres

20. The Committee commended the Board for the evaluation of the programme given in Chapter V of the annual report, which contained a realistic and constructive appraisal of EPTA operations and pointed up the directions in which future performance could be improved. Most members of the Committee were pleased to note that the shortcomings were relatively few, indeed surprisingly so when one considered the vast scope and the complex nature of the undertaking.

21. The Committee showed particular appreciation of the comprehensive study contained in Chapter VI on training institutes and centres - both national and regional - established under the Expanded Programme, even though there were some unavoidable gaps in the statistical and factual information that could be assembled on the subject.

22. The Committee noted that information had been collected on a total of 119 long-term and 22 short-term training institutes and centres. The long-term projects covered 95 national and 24 regional or inter-regional institutes. Known expenditures on long-term institutes and centres had totalled \$49.36 million and an additional \$15.66 million had been spent on long-term regional and inter-regional training projects. Thus, the total known expenditure on long-term training institutes and centres was over \$65 million. Of this sum, \$21.1 million was contributed under EPTA, \$40.39 million by Governments and about \$3.5 million from other sources. A total of 30,443 trainees had completed training, of varying duration, in eighty-five institutes and centres for which this information was available.

23. The Committee recognized that the establishment and support of training institutions had become one of the most significant activities under the Expanded Programme. The results achieved so far on the training projects reinforced the case for extending the support given to training institutions within the developing countries, due attention being given to the lessons to be drawn from past experience in the interest of improving the effectiveness of these projects and to the desirability of setting appropriate limits to international financial responsibility for particular institutions.

#### Co-ordination and Priorities

24. Several members emphasized the need for better co-ordination of all technical assistance activities, both at the national and the international level; and also the urgency of extending greater assistance to the recipient Governments than in the past for establishing the right pattern of priorities to serve as the basis for sound country programming.

25. In this connexion, a member of the Committee drew particular attention to a number of fundamental policy questions: nearly all under-developed countries needed better programming on the basis of well-arranged priorities and in that context the United Nations had a special responsibility to fulfil. To discharge this responsibility adequately, it was essential for the United Nations and its specialized agencies to co-ordinate their efforts more effectively to respond to the increasing number of requests from Governments for help in establishing national development plans and priorities and in making the best use of the resources available from home or abroad. For this purpose, he suggested that the country

representatives of the United Nations and its agencies might form "a more tightly co-ordinated group, of which the Resident Representative would be the logical chairman", and which could help to focus the attention of the various branches of the host Government on the need for central direction of development planning. Although much progress had been made in that direction, more rapid adjustments were needed; and the basic issues to be considered were whether EPTA and the Special Fund should be more closely integrated or even merged, and how the technical assistance activities of the agencies could be more closely related to over-all development plans. Finally, better co-ordination was needed between the many aid programmes, both international and bilateral, available to each country. If the United Nations and its agencies could "form a more cohesive team in each country" to help in development planning, they would be able to assist the country in making better use of the increasing amount of outside aid available.

26. These points were commented upon by most members and were further considered by the Committee on the basis of a draft resolution submitted by the delegations of Brazil, El Salvador, Ethiopia and the United States of America, which is reviewed in paragraphs 49 ff below.

27. Several members felt that it would help improve the quality of programming if the recipient Governments were given some broad indications of the fields that would normally deserve relatively high priority and should therefore be given careful consideration in framing their programme requests.

28. Some members felt that assistance in the field of industrial production called for greater emphasis. While recognizing that it was up to the recipient Governments to request more assistance in this field, it was, nonetheless, felt that this might well be one of the subjects for guidelines to be provided to recipient Governments.

29. The Committee considered further these questions, in the light of its review of project programming (item 4) and, in the draft resolution, recommended to the Council for adoption, invited the Participating Organizations "to prepare for the information of Governments --- concise statements of the ways in which they can be of particular assistance to countries in the process of development, especially

by technical co-operation most closely related to the Government's own development plans". The same draft resolution also decided that the Technical Assistance Committee should prepare, at its 1962 summer session, "an indication of the most appropriate principles for the guidance of the Governments wishing to establish priorities for assistance under the Expanded Programme".

Request of WMO

30. The Committee considered a request of the WMO Executive Committee which was presented personally by the Secretary-General of that Organization, urging that procedures should be adopted which would enable the WMO Executive Committee to exercise some measure of control over the WMO's programme of technical assistance under EPTA.

31. There was considerable sympathy with the general idea behind the request, especially having regard to such factors as the highly specialized nature of the subject, the need to take regional as well as national considerations into account in rendering technical assistance in the field of meteorology, and the small size of the WMO programme. At the same time, the Committee felt that it would be inadvisable to approve any proposal that might involve a drastic departure from normal procedures or set up a precedent which might become embarrassing; and that in any case nothing should be done which would interfere with the complete freedom of the recipient Governments to choose their own programmes of assistance.

32. In the light of these considerations and of a suggestion put forward by the Executive Chairman, the Committee decided that the WMC should be invited to prepare a report on the over-all needs for meteorological assistance, bearing in mind both national and regional considerations and giving an indication of the projects which the Executive Committee of WMO considers to be particularly important and urgent.

33. This report would be made available to the Resident Representatives by the Executive Chairman so that it would provide some guidance and technical advice to the recipient countries in the establishment of their respective meteorological programmes. The Executive Chairman would also take this plan into account in considering any requests for contingency projects in meteorology.

### Role of Resident Representatives

34. The Committee noted that Resident Representatives of TAB were now established in forty-five field offices covering seventy-three countries and territories. Most members of the Committee favoured a further strengthening of the role of the Resident Representatives in order to enable them to serve the recipient Governments more effectively and thereby to help them make the best possible use of the United Nations programmes of technical assistance. Some members stressed the importance of Resident Representatives working in close agreement with the Governments, in order to avoid any possible infringement of the Governments prerogatives. Suggestions were made for a wider geographical spread in the appointment of Resident Representatives and for ensuring the highest level of competence in these appointments. The Executive Chairman assured the Committee that the geographical distribution of the service was being systematically widened and that, for instance, the employment of nationals of African and Middle Eastern countries was about to be extended.

35. It was also suggested by some members that the posts of Deputy Resident Representatives should be filled by nationals of the recipient countries and that international recruitment for these posts ought to be dispensed with. One member stated that his delegation advocated this as a first step towards the gradual transfer of the Resident Representative's functions to national personnel, and that this process should be completed as soon as a country had acquired sufficient experience in matters relating to technical assistance.

36. The Executive Chairman stated that the Board would meet the wishes of any Government ready to dispense with the office of a Resident Representative but that, at the present time, the services of a Resident Representative were treated as a kind of technical assistance which was accorded a very high priority by recipient Governments. He emphasized that the strengthening of the role of Resident Representatives meant more effective help to be provided by them to Governments only upon request and could not imply an inappropriate exercise of authority.

### Reporting on "Rejected Requests"

37. There were some discussions concerning the provision of information on "rejected requests". A suggestion was made that ways and means should be found for reporting to the Committee projects requested by the recipient Governments and rejected by the Board for one reason or another. In reply, the Executive Chairman drew attention to the basic characteristics of the country programming procedures introduced in

1954, under which the question of rejecting Government requests had lost most of its relevance. For, under these procedures, the responsibility of choosing projects had been squarely laid on the receiving Governments which formulated their own programmes with the assistance of the Participating Organizations and the Resident Representatives. As long as the requested projects were technically sound and the Governments kept their programme-requests within their respective targets set by the Board, the projects were accepted as a matter of course, subject to scrutiny in detail including cost estimates.

38. In addition, projects that were considered important and technically sound but could not be accommodated within the target set for a country were put together in Category II. Indeed, in a sense Category II, which contained a useful list of requests that could not be carried out for lack of financial resources, provided the best answer to that question that had been raised.

39. The Executive Chairman pointed out further that it was only in respect of the contingency projects considered under the contingency authority vested in him by the Technical Assistance Committee, that the question of rejecting technical assistance projects had any real meaning. All contingency projects were individually considered, on the basis of the criteria established by the Board, before giving approval to them; and a good many requests were declined, the reasons for which were explained to the parties concerned. A detailed report on contingency authorizations was submitted to TAC every year, usually at its November session, and as a special case, a report on 1960 contingency authorizations was also submitted to the Committee for its current session.

40. After an exchange of views, the Committee agreed that the Executive Chairman would make a general statement at the next summer session of TAC on the requests that had to be declined for whatever reason, giving some indication of the circumstances that governed these cases but without mentioning the countries concerned by name. The Committee, on hearing such a statement next year, would be able to judge the usefulness of this procedure.

41. One member stated that his Government wished to sound a note of caution regarding the rising trend in administrative costs even though the recent increases were not difficult to explain. On behalf of the Board, the Executive Chairman gave the assurance that efforts would continue to be made to keep administrative costs as low

as possible, consistent with the efficiency of programme operations. There was, however, an urgent need to establish new Offices of Resident Representatives in the field and to strengthen the existing network, if the programme was to function more effectively. It was also pointed out in this connexion that, if the Special Fund's activities in which the Resident Representatives played an important part, were taken into account, the administrative costs, in spite of the recent increases, would represent a much smaller percentage of the total expenditures incurred on the two programmes than had been the case in the past.

Contingency Authorizations in 1960 and 1961-62.

42. The Committee had before it a review of contingency authorizations made in 1960 (E/TAC/L.236) based on the increased ceiling of  $7\frac{1}{2}$  per cent of the estimated resources, which had been approved by the Committee at its last summer session. The Committee noted that the higher limit had proved useful in as much as it enabled the Executive Chairman to meet the special needs arising on an increasing scale, especially in the newly-independent and emergent countries.

43. The Committee agreed that the approval of the higher ceiling had been amply justified, and that the limit of this authority should be maintained through 1962 at  $7\frac{1}{2}$  per cent of total resources. Some members expressed willingness to approve a higher figure, if the Executive Chairman so requested, up to 10 or even 20 per cent for 1962, and also to establish the contingency authority on a two-year basis so long as the present two-year programming cycle continued. One member stated that, while not objecting to maintaining the contingency authority of the Executive Chairman at the present level for the next programme period, he would not support a trend toward increasing this level since obligations for 1960 had been less than 60 per cent of the approved amount.

44. The Executive Chairman, in replying to the questions raised during the general debate, stated that experience of the last six months had shown the difficulty of combining a two-year programming cycle with one-year contingency authorizations. He felt that it would greatly simplify the handling of contingency projects if authorizations could be made also on a two-year basis, as suggested by some members, since many of the projects fell within both years of the Programme biennium. Should the Committee decide to approve the Board's recommendation for continuing the



two-year programming cycle on an experimental basis for 1963/64, he would like to request the Committee to consider the possibility of fixing the limit for the contingency authority also for the same two-year period. Furthermore, the principle of two-year contingency authority, if applied also to the current biennium, i.e. 1961-62, would help to solve the practical difficulty of carrying unobligated amounts of 1961 authorizations into the next year. Otherwise these amounts would have to be surrendered by 31 December and re-allocated again in January, which would needlessly distort the picture of contingency authorizations. However, he suggested that the Committee could best consider this matter at its next November session when it would have a fuller picture of the authorizations made in 1961 and also of the funds obligated against them.

45. As regards future programme periods, the Committee included in its draft resolution on project programming (see paras. 77 ff below) a provision whereby: "in future, the Executive Chairman's contingency authority should be approved by the TAC for a full programming period, subject to continuing close review by the Executive Chairman of authorizations carried over from one year to the next; the question of changing the amount of the authority should be subject to further review by the TAC at the request of the Executive Chairman".

Resolutions recommended to the Council for adoption

46. Annual report of TAB to TAC: The Committee adopted unanimously a draft resolution proposed by the Chairman according to which the Council would "take note with appreciation of the report of the Technical Assistance Board to the Technical Assistance Committee (see Annex I).

47. Expert Recruitment and Training Facilities in Developing Countries: At its 244th meeting the Chairman informed the Committee that a draft resolution had been submitted by El Salvador, Ethiopia, Israel and New Zealand (E/TAC/L.243) and another draft resolution by Brazil, Poland, Sudan and the United Arab Republic (E/TAC/L.245) on the possibility of broadening and increasing the expert assistance and training facilities from developing countries. The Committee agreed to a proposal by the Chairman to combine the two draft resolutions in a new text (E/TAC/L.246) whereby the Council would request the Board and the Organizations "when recruiting experts, and arranging scholarships and training courses, increasingly to seek the assistance

of developing countries and requested further the Executive Chairman to report on measures taken under the United Nations' programmes of technical co-operation to broaden and increase the expert assistance and training facilities provided by developing countries"

48. The Committee adopted unanimously the text of the resolution reproduced in annex II to this report.

49. Co-ordination of Technical Assistance activities: At its 243rd meeting the Committee received a draft resolution (E/TAC/L.242) by Brazil, El Salvador, Ethiopia and the United States of America. Under this draft resolution, the Council would establish a committee of seven members from TAC and the Governing Council of the Special Fund to study further the steps which may be needed to:

(a) organize the technical co-operation activities of the UN, the Specialized Agencies and the Special Fund so as to provide greater aid to member governments in the preparation of country development programmes.

(b) bring about a closer integration of the technical co-operation and pre-investment activities of the UN, the Specialized Agencies and the Special Fund, with the object of advancing the achievement of country development objectives;

(c) assist member governments by providing technical co-operation services which will be most conducive to their national development. The proposed committee would also explore "ways and means of bringing about in developing countries a closer relationship within the UN family of agencies, to provide more concerted advice on the development of country programs and on the technical aspects of individual parts of such programs, giving special attention to the potential role of the Resident Representatives". The Participating Organizations would be requested "to transmit to the Committee prior to October 1 any comments they may deem appropriate" and the Committee would have submitted its report, with any recommendations, to the 33rd session of the Council.

50. In presenting these proposals, the sponsors stressed that the Council would recognise the importance of the inter-relationship between the Technical Co-operation Programmes of the UN and Specialized Agencies and the pre-investment activities of the Special Fund, and their joint contribution to development. It would indicate its awareness of the great and growing needs for technical assistance and pre-investment assistance on the part of the developing countries and the need for integrating such assistance so as to increase its benefits for the peoples and institutions of the developing countries.

51. The members of the Committee expressed great interest in the proposals, stressing that the resolution had important implications which should be carefully reviewed and in this connexion requested a number of clarifications from the sponsors. In the course of the debate, it was indicated that: the use of "closer integration" of the UN programmes of assistance in paragraph (b) should be considered as synonymous with "closer co-ordination" of these programmes, and did not anticipate the results of the proposed committee's work; the assistance provided by the United Nations' organizations to recipient governments in connexion with their national programmes of development could in no way affect the general objectives of these programmes which were the exclusive responsibility of the governments themselves; the membership of the proposed committee should be expanded to include eight or nine members; the time-table for the comments of the agencies and for the report of the Committee to the Council should be modified as the Council should review the Committee's recommendations at its 1962 summer session rather than the spring session.

52. Several members stated that, taking such considerations into account, and subject to appropriate drafting changes, they would support the resolution which, in their opinion, would lead to strengthening of the international technical assistance programmes and render this assistance more effective. Some members, in this connexion, stated that they did not interpret the resolution to imply in any way that the merger of the Expanded Programme and the Special Fund would be desirable. Other members in supporting the proposal stated that the resolution reflected the Committee's preoccupation with the establishment of appropriate priorities in the United Nations' assistance programmes, and with the need for increased co-ordination of efforts and for a simplification in programme procedures. Still other members, while emphasising the desirability of strengthening the role of the Resident Representatives in the co-ordination of the assistance provided by the United Nations' family of agencies, considered that the question of closer co-ordination, or even integration, of EPTA and the Special Fund should be studied only after the General Assembly has examined the statute of a capital development fund. However some members expressed doubt as to the need for the study contemplated in the resolution since co-ordination between EPTA and the Special Fund was reported to be satisfactory. They stated that international organizations could only assist in the preparation of development plans, the co-ordination of national programmes and foreign aid being the exclusive prerogative of the governments themselves. One member of the Committee stated that the resolution laid excessive emphasis on pre-investment activities and

should be amended accordingly. He also felt that the study envisaged should be carried out by the secretariats of TAB and the Special Fund rather than by a Committee. Finally, he considered that the mention of Resident Representatives should refer to the closer relationship between the agencies rather than to the preparation and implementation of country programmes and projects.

53. At the invitation of the Chairman the representatives of the Participating Organizations informed the Committee of the measures taken by their agencies with a view to ensuring effective co-ordination of technical assistance and related activities in their field of competence. Some representatives mentioned that the matters before the Committee would have to be considered by their appropriate governing bodies before the comments of their Organizations could be presented to the proposed ad hoc committee.

54. Replying to points made during the discussion, the sponsors of the draft resolution pointed out that the study to be carried out by the ad hoc committee was to concentrate on technical co-operation of the United Nations' organizations so that better assistance could be given by them to governments in the preparation of their development programmes, but that it was clearly for the governments themselves to decide how they wished to co-ordinate the assistance they were receiving. The sponsors also indicated that in stressing the role of the Resident Representatives, the draft resolution referred to the closer relationship in the United Nations' family of agencies rather than to the technical preparation of projects and programmes which are the responsibility of the United Nations and the various agencies.

55. At the next meeting the sponsors of the draft resolution presented a revised text (E/TAC/L.242/Rev.1) which took into account a number of suggestions made during the discussions. They also accepted verbal amendments made in the course of the ensuing debate, including:

(i) a suggestion by the representative of Venezuela that, whenever referring to the assistance of UN organizations, specific mention be made that the aid was given "at the request of the recipient country";

(ii) a verbal amendment by the representative of Bulgaria which, in the wording agreed upon by the sponsors, would specify that as regards the aid provided by organizations to governments, on their request, in the preparation of country development programmes, it was "understood that the preparation of such national programmes and their implementation and co-ordination, is a prerogative of the government concerned";

- (iii) a suggestion by the representative of the United Kingdom according to which the report of the Ad Hoc Committee would be transmitted to the Council with the comments of the Governing Council of the Special Fund and TAC;
- (iv) a proposal by the representative of the Sudan to include "whenever possible" in the text of paragraph (b) regarding the closer co-ordination of the technical assistance and pre-investment activities of the United Nations' organizations;
- (v) a suggestion by the representative of Poland that in selecting the members of the committee due consideration be given to the principle of geographical distribution;
- (vi) the use of the expression "United Nations' family of agencies" whenever referring to the organizations covered by the resolution.

56. At its 246th meeting the Committee adopted unanimously the text of the draft resolution (E/TAC/L.242/Rev.2) which is reproduced in annex III below.

Item III

REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS  
PROGRAMMES FOR TECHNICAL ASSISTANCE

57. The Commissioner, in introducing the report of the Secretary-General on United Nations Programmes of Technical Assistance for 1960 (E/3474), indicated that it was submitted in the form and manner requested of the Secretariat by the Technical Assistance Committee. He stated that as the Secretariat reporting procedures were still in a process of evolution he would welcome the formulation of other requirements by the Committee.

58. The attention of the Committee was invited to the great importance and emphasis being placed on educational and training programmes. This was due, in a large measure, to the interest displayed by the governing bodies of the United Nations followed by a strengthening of the administrative organization in sections handling the subject. Specific mention was made of the retention of a consultant to develop a plan for the training of civil servants for foreign ministry assignments. The Consultant's report, including a suggested curriculum, has recently been submitted and is presently being considered. Speaking generally of the field of training, the Commissioner reiterated the United Nations position as one in which training institutions are established on a national or regional basis with United Nations assistance slowly withdrawn as the institution becomes self-sustaining. The Commissioner referred to the increasingly important rôle of research undertakings including the preparation of manuals, handbooks and study materials. These analytical working tools have been applied more and more in the implementation of the Technical Assistance programme.

59. The Commissioner touched upon the subject of integration of technical assistance into the rest of the Secretariat, indicating that this was now an accomplished fact.

60. The rôle of regional economic commissions in formulation of programme was explained by the Commissioner. He stated that regional programmes were arousing additional interest with each passing year and that more tangible results were evident. He did, however, mention that this trend bore watching, as the Secretariat's ability to respond to requests for short-term priority projects of a national nature should not be restricted.

61. The Commissioner underscored the value of maintaining a regular programme which included the possibility of approval of priority requests within the limits of funds available as soon as the urgency and necessity was determined without subjecting such requests to undue delays.
62. Speaking on the subject of project programming, the Commissioner hoped that in addition to bringing about increased governmental planning, the new system would serve to create a closer integration or complementary action between the activities of the specialized agencies. In regard to the techniques involved, he mentioned that the United Nations operations were hampered by the lack of heads of missions in the field and that the United Nations had depended exclusively on the resident representatives of the Technical Assistance Board. He therefore welcomes the extending of the network of resident representatives.
63. The Commissioner commented on the continuing difficulties encountered in the recruitment of experts. He outlined various steps which had been taken by the Secretariat to combat this deficiency. Additionally, he called upon the various governmental sources to speed up the supply of potential candidates.
64. The Commissioner concluded his remarks expressing the concern over the problem of utilization of all resources available to the programme. He referred to the fact that no solution had yet been found and brought to the attention of the Committee the drastic measures which the United Nations was forced to take concerning the possibility of programme cutbacks in view of the difficult situation facing the organization.
65. Members of the Committee expressed their satisfaction as to the informative material contained in the report. The consensus was that the Secretariat had improved its presentation. Some representatives indicated their desire that the Secretariat should provide a greater amount of analytical material on a functional basis incorporating under the one heading all activities regardless of source of funds. The Commissioner indicated that such suggestions as had been made would be taken into consideration by the Secretariat and would serve as a guide for future reports.

66. In the discussion, a number of delegations expressed their appreciation of the emphasis being placed by the Secretariat on training activities. The organization was asked to concentrate more on group placement of trainees if this was possible. Some delegates indicated their concern over the reduction in the amount of funds expended for fellowship awards.
67. On the subject of OPEX, various delegations commented on the rate of implementation, geographic distribution of appointees and duration of assignments; in reply to these points, the Commissioner explained the various factors involved to the satisfaction of the Committee.
68. Some representatives expressed the view that the Regular Programme for technical assistance, financed by the United Nations budget, should also be placed under the direction and control of the Technical Assistance Committee. Additionally, they favoured the lumping of the Regular and Expanded Programmes into a single programme of technical assistance under Technical Assistance Committee control. Others, however, stressed the importance of maintaining the separateness of the Regular Programme in that it provided a highly useful flexibility and was becoming increasingly effective.
69. Geographic distribution of expert appointments was discussed with some representatives expressing the wish that the recruitment of experts from developing countries could be expanded.
70. The increased rôle to be played by regional economic commissions in the formulation of programmes was welcomed by all delegations once the assurance was given that programmes in geographical areas where such commissions do not exist would not suffer in the application of this principle.
71. The Commissioner for Technical Assistance replied to the points raised by the members of the Committee, after which the debate was closed.
72. The Committee took note, with appreciation, of the report of the Secretary-General (E/3474) (see Annex IV).



Item IV

COUNTRY PROGRAMMING PROCEDURES - PROJECT PROGRAMMING

Introduction

73. The Technical Assistance Committee considered the proposals made in the report of the Technical Assistance Board (E/TAC/105) in accordance with resolution 786 (XXX) adopted by the Economic and Social Council in 1960 on country programming procedures. (A summarized version of this report is annexed to the Council resolution on this subject. Unless otherwise indicated, all references to E/TAC/105 in this report relate to the summarized version given in the Annex.)

74. Under this resolution, the Council approved in principle the system of project programming which had been recommended by the Technical Assistance Board in document E/TAC/97, and requested the Board to submit to TAC, at its 1961 summer session, specific recommendations for simplification and improvement of the programming procedures, "in particular by project programming, the elimination of agency sub-totals from country planning targets and the elimination of the present system of agency planning shares".

75. The report submitted by the Board in response to this resolution took into account the various comments and suggestions made by the Committee at its 1960 summer session during the discussions on project programming; and it also included the Board's views on the question of the level of regional programmes, which had been specifically referred to the Board by the Committee.

76. The Committee recalled that, in its first report on project programming (E/TAC/97), the Board had recommended the adoption of project programming with effect from 1963, i.e. after the expiration of the 1961-62 biennium for which two-year programming had already been adopted on an experimental basis. Among other things, the Board had stressed that "project programming, under which all projects would be prepared and approved for their entire duration", subject to a suitable maximum to be laid down by the Committee, represented in effect a logical extension of the various decisions which the Committee had taken in respect of

long-term projects; and that such procedures would "considerably facilitate the orderly development and implementation of projects, especially those of a longer term character". At the same time, the Board and the Committee had also identified a number of important issues which called for careful examination, before a system of project programming could be finally adopted. These outstanding issues were considered by the Board, on the basis of the preliminary observations made by the Committee last year. The recommendations of the Board on these issues were also contained in the present report.

#### Project Programming Procedures

77. Abolition of agency planning shares and sub-totals. During the discussions it appeared that there was some misapprehension regarding the abolition of agency planning shares and agency sub-totals. Some members raised the question why there was no mention of this important matter in the report and of the action taken by the Board in this regard. On behalf of the Board, the position was explained to the Committee. In resolution 786 (XXX) the Council had, in the Board's view, taken an unequivocal decision to eliminate agency planning shares and agency sub-totals from all future programming operations. Consequently, the Board had assumed that there would be no planning shares or sub-totals for preparing the next programme which, however, would start only from 1 January 1963. Steps for the preparation of this programme would be initiated later in 1961. In this context it was also recalled that the Board had decided to dispense with agency planning shares and sub-totals in carrying out the re-programming exercise for the newly independent and emergent countries and territories of Africa for which a supplementary programme for 1961-62 had been approved by the Committee on a provisional basis. This underlined the Board's desire to give effect to the decision of the Committee and the Council with the least possible delay.

78. Definition of long and short-term projects. The Committee agreed to the definitions of short and long-term projects, as given in the Board's report, in view of the decision to continue the two-year programming cycle for another biennium covering 1961 and 1962 (E/TAC/105, S.V. para. 4). A suggestion was made that the duration of a project should be counted from the date on which it was actually initiated. It was explained to the Committee that this was what

the Board had also intended and that, accordingly, delay in starting a project should not by itself affect its total duration. Some members stressed that the definition of short and long-term projects should be revised if, at a later date, the Committee decided to revert to one-year programming so that the programming cycle would continue to be the dividing line between the two types of projects.

79. Some members felt that the definition of long-term projects would have a direct bearing on the effectiveness of project programming. In this connexion they also expressed a desire to have concrete examples of long-term projects and, if possible, also of substantive changes that might be found necessary in the course of implementing such projects. In compliance with this request, several Participating Organizations provided examples to illustrate the nature of long-term projects and how they had to be adjusted from time to time in the course of their execution.

80. Proportion of short and long-term projects. During the discussions on country programming procedures in 1960, the Technical Assistance Committee had laid considerable stress on the need for greater flexibility in the programme. In this connexion, the Committee had pointed out that project programming should not be allowed "to lead to a proliferation of long-term projects, thereby freezing in advance an unduly high proportion of the available resources for such projects". In view of the importance of maintaining a suitable balance between short-term and long-term projects, some members had felt that the Board might examine the desirability of fixing some flexible percentage limit up to which it would be permissible to authorize long-term projects (E/3419, para. 68).

81. The Board had given considerable thought to this question but, as stated in the report, it had come to the conclusion that at least in the initial stages of project programming it would be desirable not to fix a proportion, even on a flexible basis, between short-term and long-term projects. This conclusion was based on several considerations: the proportion of long and short-term projects may, and does, vary considerably from country to country and from organization to organization; the proportion now existing between the two types of projects would not be known until the long-term projects in the 1961-62 programme had been reviewed and re-formulated on the new basis; and there was also the practical difficulty that short and long-term projects as defined above were relative and

not absolute concepts so that, to some extent, one type could often be converted into the other.

82. In the circumstances, the Board had considered that, for the period 1963-64 it should be sufficient for the Board to exercise necessary vigilance in respect of the forward commitments of long-term projects, and to report to the Committee should any serious difficulties be encountered; and that the whole question of the appropriate relationship between short and long-term projects could be reviewed at a later date, based on the experience gained in the intervening period.

83. While appreciating the reasoning behind the Board's tentative recommendation, the Committee felt convinced that there was a real risk of long-term projects developing at an unduly fast rate and at the expense of short-term projects unless the Board maintained a vigilant watch on the future trend. The Committee therefore decided that while no fixed or flexible proportion would be laid down for the present for the two types of projects, the Board should from the outset carefully watch the situation. It was also agreed that a report would be submitted to the Committee in 1962 indicating the relative proportion of short and long-term projects as it emerged after the first programming exercise on the basis of the new system of project programming.

84. Articulation of projects. During the discussions on the subject in 1960, the Committee had appreciated that project programming would lead to a better articulation of long-term projects which in itself would represent a major improvement. In this connexion, the Committee took note that, normally, a long-term project submission would be prepared so as to contain the basic information indicated in the Board's report (E/TAC/105, S.V., para. 8)

85. Project authorization. In the 1960 report on project programming (E/TAC/97), the Board had, inter alia, suggested that a long-term project might be authorized by TAC for a maximum period of five years at one time, and that longer-term projects would require review, and possibly also re-definition and re-approval, by TAB and TAC for their continuation beyond the initial five-year period. This suggestion was found reasonable by the Committee and was therefore accepted in principle. Some members, however, had suggested at that time that there might be some advantage in reducing the maximum period of authorization to four years in case TAC decided to continue on a two-year programming cycle, since the four-year period would coincide with two complete programming cycles.

86. In E/TAC/105 the Board, however, suggested that the maximum period of project authorization might be tentatively fixed at six years and that the matter might be reviewed in the summer of 1963 when the whole question of the optimum programme cycle would in any case come up for re-examination.

87. Most members of the Committee took a critical view of this suggestion and emphasized that six years would be too long a period for initial authorization of long-term projects. In their view, the number of projects requiring such a long period of authorization should be relatively small in the Expanded Programme and, even more than that, short-term projects must continue to play a vital role within this Programme. Several members expressed themselves definitely in favour of four rather than six years. A suggestion was also made by some members that the four-year period of initial authorization might be changed to five years should the Committee subsequently decide to go back to the annual programming cycle after 1963-64.

88. In the light of the discussions, it was decided that (a) for the present, four years should be the maximum period for initial authorization of long-term projects, and (b) that this matter should be reviewed in summer 1963 in conjunction with the question of future programming cycles.

89. Programme submission. In its report the Board suggested that, once project programming was introduced, the programme might be conveniently submitted to TAC in four parts (E/TAC/105, S.V., para. 10). A suggestion was made that an additional part might be introduced listing short-term projects carried over from the previous programming period. In this connexion, a question was raised about the unobligated balances in respect of authorized short-term projects at the end of a programming period. On behalf of the Board, it was explained that once short-term projects had been authorized by the Committee, it should not be necessary to resubmit them even when their implementation suffered some delay owing to such facts as delayed recruitment. The Board's intention was to allow the Participating Organizations additional time to complete such projects where necessary and, in order to enable them to do so, to make necessary changes in the present financial rules so that the unobligated balances could be carried over into the following programme period. This suggestion was noted and endorsed by the Committee.

90. Flexibility in programme operations. Several members had emphasized that project programming should not in any way detract from programme flexibility. The Board believed that the recommendations made in paragraphs 20-22 of its report (unabridged) should be enough to safeguard the requisite flexibility in the operation

of the programme. However, in order to give the Executive Chairman enhanced discretionary powers for maintaining operational flexibility, it was suggested by some members, and agreed to by the Committee, that the limiting phrase "in urgent and exceptional cases" be deleted from paragraph 22 of E/TAC/105 (unabridged). A member expressed the view that in order to maintain the necessary flexibility it was essential to increase the Executive Chairman's contingency authorization to 20 per cent (see paras. 42 ff above).

91. Plans of operation. On several occasions the Board had emphasized the importance of plans of operation as a means of ensuring the orderly implementation of long-term projects. It was felt that once long-term projects were formulated on the lines indicated, there should be no serious difficulty in working out, in consultation with the recipient governments, suitable plans of operation for carrying out these projects. It was appreciated that long-term projects showed considerable variations from one organization to another and that, consequently, a plan of operation appropriate for one organization might not be suitable for others. However, the Committee generally favoured the Board's suggestion to consider at a later stage the desirability and the feasibility of evolving some simple but effective plan of operation which, with some changes, could be adapted to meet the requirements of each organization.

92. The need for a separate plan of operation for each long-term project was questioned by one member on the ground that this might unnecessarily duplicate the work since each long-term project would in any case have to be prepared in considerable depth with all the basic information mentioned in the Board's report (E/TAC/105, S.V. para. 8). It was implicitly assumed by the Committee that the usefulness of a plan of operation would be easier to determine once the system of project programming was actually introduced.

93. Duration of the programming cycle. The Committee in general appreciated the reasons that had impelled the Board to recommend an extension of the two-year programming cycle, again on an experimental basis, for another two years covering 1963 and 1964. However, a number of members indicated their preference for the one-year programming cycle, and several of them stressed that they would definitely prefer to revert to the annual programming cycle after the 1963-64 biennium.

94. It was agreed that the two-year cycle should continue until the end of 1964 and that the Committee would re-examine the subject at the 1963 summer session.
95. Advancing the Planning Period. The Board had suggested that the question of advancing the planning timetable by one year could be appropriately considered after the actual introduction of project programming and in the light of the experience that would be gained in the intervening period; and that meanwhile some of the basic steps relating to the preparation of the programme for the period beginning with 1 January 1963 should be taken in the current year without waiting until 1962.
96. The discussions in the Committee revealed some difference of opinion among the members on this question. While some members felt that the longer period would be advantageous even under a system of project programming, others were of the opinion that the planning period was already rather long. In any case, it was appreciated that the practical issue before the Committee at this stage was the preparation of the programme for the 1963-64 biennium on a "project programming basis". There was complete agreement among all concerned that preparation of this programme should start more or less immediately without waiting for 1962. In view of this, the question of advancing the planning period resolved itself at this stage into the more specific query, namely, whether the preparation of the programme for 1965, or 1965-66, should start in 1963 or in 1964. The Committee agreed that this was a matter that could be appropriately dealt with in 1962.
97. Planning of country programmes. The observations made by the Board in its report about the preparation of country programmes were duly noted by the Committee. There was considerable discussion on the desirability of retaining the provision contained in sub-paragraph B II(vi) of Council resolution 542 B (XVIII) on country programming procedures, and the compatibility of this provision with the Committee's decision to abolish agency planning shares and agency sub-totals (E/TAC/105, S.V. para. 24). Many members of the Committee commented rather critically on the retention of the so-called "85 per cent rule" even under the revised procedures.
98. On behalf of the Board it was pointed out that the planning shares and sub-totals of the Participating Organizations related to the planning stage of the programme, whereas the 85 per cent rule related to the final stage of the programme as it emerged out of the programming exercise. In reply to some queries

it was also confirmed that the 85 per cent related to the global share of each Participating Organization in the final programme, and not to the programme of any individual country; and that, as a result, it did not in any way restrict the freedom of choice of the recipient governments. It was also pointed out that this 85 per cent rule had never been evoked in practice since hitherto it had been automatically satisfied owing largely to the year-to-year growth of the over-all programme.

99. As for the future, it was appreciated that a strong case could be made out for dispensing with this rule as had been suggested by several members. The retention of this rule did not appear quite compatible with the spirit underlying the elimination of agency planning shares and agency sub-totals. The smaller agencies had been receiving special consideration in various ways, for example, through the extra 1 per cent of the resources to be made available to them for regional and inter-regional projects and also through that part of the Executive Chairman's planning reserve which would be used for assisting new or smaller agencies (E/TAC/105, S.V. paras. 29 and 32). And lastly, it was important in this context to consider not only the Expanded Programme but also the Special Fund which was substantially adding to the volume of activities of all agencies, including the small ones.

100. In the circumstances, it was appreciated that whatever might have been the reasons for the 85 per cent rule in the early stages of the country programming procedures, they had lost much of their force in the intervening period. The Committee therefore decided that this particular provision for agency global shares in the final programme should be suppressed as were agency planning shares and sub-totals and that the governing legislation should be amended accordingly.

101. Preparation of country programme requests. The Committee laid considerable stress on the important role which Resident Representatives would have to play under a system of project programming. In many instances it might be necessary for them to assist the Governments on their requests in formulating long-term projects on the basis contemplated in the project programming procedures. Such assistance would, of course, have to be given in close co-operation with the Participating Organizations which would continue to render technical advice and guidance at the request of the Governments for developing technical assistance projects.



102. The Committee also emphasized the crucial role which the national planning and co-ordinating units of the recipient countries would play under the new system. Accordingly, the Committee wholeheartedly endorsed the suggestion of the Board that every possible step should be taken by the recipient Governments "to reinforce their present planning and co-ordinating units, in order to make these units fully representative of the various services concerned with economic and social development and to invest them with adequate authority".

103. Regional and inter-regional projects. During the discussions on the Board's recommendations relating to regional and inter-regional projects (E/TAC/105, S.V. para. 29) certain specific points were raised by some members. There was a suggestion that 1 per cent of the field programme resources might not be enough for the smaller agencies. It was explained on behalf of the Board that the 1 per cent as suggested, together with the additional resources to be used from the Executive Chairman's planning reserve, ought to be adequate for these agencies at least for the 1963-64 biennium. A member suggested that agencies requesting funds for regional projects should supply descriptive material on the proposed regional projects so that TAC could consider the substance and merit of these regional projects as well as the funds to be allocated.

104. The desirability of reserving 15 per cent uniformly for all Participating Organizations was questioned by some members, especially since funds set aside for regional projects would automatically reduce the receiving Governments' area of free choice. The view was also expressed that regional programmes "consuming 15 per cent of our resources are bound to contain projects of lower priority than existing regional programmes at 12 per cent, and that the chances that the money would be better used in country programmes are correspondingly increased". The same member felt that since the appropriate proportion between regional and country projects would vary from field to field and therefore from agency to agency, it would be more logical to undertake first an objective assessment of the relative merits of regional and country projects in each field and then only to decide the amount of resources that could be best allocated to regional projects. It was therefore suggested that, pending such an assessment, it might be more appropriate to maintain the present 12 per cent ceiling for regional and inter-regional projects while allowing a higher

proportion of resources to the World Meteorological Organization, the International Civil Aviation Organization and certain other small agencies.

105. While noting the reservations mentioned above, the Committee endorsed the recommendations of the Board for the 1963-64 biennium subject to the condition that the whole question would be reviewed again at the 1963 summer session of TAC.

106. Category II programme. The Committee took note of the fact that the Category II programme would continue to perform the same functions as at present and that no change was envisaged in its existing level which, generally, amounted to 50 per cent of the Category I programme. It was appreciated that under a system of project programming the promotion of a long-term Category II project to Category I would have to satisfy the conditions laid down in the Board's report (E/TAC/105, S.V. para. 30).

107. Planning reserves. The Committee noted with approval the recommendation of the Board that, for the preparation of the 1963-64 programme, 2 per cent of the overall field programme resources would be held in reserve for the Participating Organizations at the planning stage and would be used for making marginal adjustments in their final regional and country programmes, and that 3 per cent of the same resources would be set aside for the Executive Chairman to be used for making adjustments in country programmes as well as for assisting new or smaller agencies in the development of their programmes.

#### Financial matters

108. Since the present legislation provided for annual allocation of funds to the Participating Organizations for implementing a two-year programme covering 1961-62, the Committee noted that no major change in the financial procedures would be needed for the present; and that, accordingly, the financial provisions relating to 1961-62 would be extended to the 1963-64 biennium with (i) appropriate changes in language to take into account the fact that the future programme would be planned and approved on a "project programming" basis, and (ii) such adjustments as might be necessary to enable the Participating Organizations to carry over the unobligated balances of authorized short-term projects from one programme period into another.

109. The Committee noted the Board's comments on the question as to whether or not "project programming" should be accompanied by a system of "project financing" under which the funds necessary for implementing the programme would be allocated to the

Participating Organizations on a project-by-project basis for the duration, or at least for a large part of the life, of each project. In this connexion, the Board had recommended that it would be desirable to review this question at a later date on the basis of experience gained in the administration of a system of project programming, and to keep, for the present, the changes in the financial procedures to a minimum.

110. As for the contingency authority of the Executive Chairman, the Committee appreciated the practical difficulty of combining one-year authorizations with two-year programming and decided to establish the contingency authority of the Executive Chairman for a full programming period, subject to a continuing close review by the Executive Chairman of authorizations carried over from one year to the next.

Some general policy questions

111. Freedom of choice of recipient countries. Several members emphasized that the freedom of choice of the recipient countries should not be impaired under the system of project programming. On behalf of the Board, it was explained that under the new system the Governments would enjoy greater freedom in formulating their programme requests than hitherto, since they would, as a rule, have an uncommitted margin in their country targets to be used freely by them to meet their priority needs.

112. Role of TAC. Some members also wanted to be reassured that the role of the Technical Assistance Committee would not be weakened under the new system. Again, on behalf of the Board it was pointed out that the adoption of project programming should enable the Committee to discharge its responsibility more effectively. For, once long-term projects were formulated and submitted with all the basic information mentioned in the Board's report (E/TAC/L.105, S.V. para. 8), the Committee should be in a much better position to judge the quality of individual projects.

113. Simplification of procedures. Some members, while stressing the importance of simplifying procedures and minimising paper work, wondered if the new system would not produce the opposite result, particularly if the programme is to be submitted as indicated in the report (E/TAC/L.105, S.V. para. 10). It was explained to the Committee that in the initial stages there would be a considerable volume of additional work because the existing long-term projects would have to be prepared in depth covering the whole duration in each case. However, once this work was completed there would be advantages in many directions, and the volume of work, too, would be

considerably reduced. For example, authorized long-term projects would not require re authorization for several years, and most of them perhaps never at all - they would only need detailed budgeting for subsequent programme periods; information on long-term projects previously collected on an ad hoc basis to meet the Committee's wishes would be automatically available under project programming without involving any additional work; the long-term projects would also help reduce the work in preparing the "Project Handbook" and maintaining it on an up-to-date basis. On behalf of the Board, the assurance was given that every effort would be made to devise and adopt simple forms and to keep paper work to a minimum.

114. Administrative and operational services costs. Some members enquired about the bearing of project programming on administrative and operational services costs, and wanted to be assured that these costs would not go up with the introduction of the new system. It was explained that while project programming would systematise matters in various ways, the AOS costs need not be significantly affected either way, since an increase in the volume of work in some directions was likely to be offset by decrease elsewhere. In any case the matter could be realistically considered only after the new system had been in effect for some time.

115. Expanded Programme - Special Fund relationship. Some members wondered about the relationship between the two programmes after the adoption of project programming under which long-term EPTA projects would very closely approximate to those of the Special Fund. The question was raised whether it would not be desirable to pass on such long-term projects to the Special Fund.

116. It was explained on behalf of the Board that the Expanded Programme covered a much wider field, whereas the Special Fund concentrated on what was primarily considered to be pre-investment activities, although recently the field of the Special Fund was somewhat extended to cover, for example, teacher training for secondary schools. In any case, functionally, a substantial area remained, and would probably continue to remain, outside the ambit of the Special Fund. Besides, the Special Fund still had a floor so far as the size of individual projects was concerned, although the original floor of \$250,000 for individual projects had been lowered in respect of feasibility studies. While a good many long-term projects might very well reach, or even go beyond, the effective floor set for Special Funds projects, there would undoubtedly be a great many which would continue to remain below this level. For, as

emphasized by many members of the Committee, short-term projects would continue to play a vital role within the framework of the Expanded Programme. And lastly, where long-term projects were both substantial in size and fell within the jurisdiction of the Special Fund, they ought to be treated as Special Fund projects. The more such projects were passed over to the Special Fund, the greater would be the funds available for financing other projects under the Expanded Programme.

117. Fixing country targets. Some questions were raised about the method followed for fixing targets for individual countries, now that planning shares and subtotals are eliminated. One member also stated that the present criteria for fixing targets were inadequate as some countries with a higher level of development were receiving more assistance than other more needy ones. It was explained in reply that several factors had a bearing on the establishment of country targets. The degree of their relevance to target fixing, however, varied considerably - some of them were more or less of a compelling nature; others had only a limited relevance; while some might have none at all in specific situations. In view of this, target fixing inevitably contained an important element of judgment.

118. The compelling factors were, first, the estimated resources likely to be available to the programme as a whole and, second, the size of the existing programmes along with their continuing commitments. Some of the resolutions passed by the General Assembly or the Economic and Social Council also tended to fall more or less in the same category. In addition, due weight must be given to the size of the population and the per capita income, extent of assistance received from various sources, capacity for absorbing technical assistance in individual countries, and special situations like the one that arose in Chile last year after the earthquakes. It was agreed that more information on the question of fixing country targets would be made available to the Committee.

119. Fixing priorities. Several members raised the question of fixing some priorities, within the framework of the technical assistance activities carried out under the Expanded Programme, which could serve as guidelines to all concerned in formulating programme-requests of the recipient Governments. The observations made by the members, however, underlined the complexity involved in such a task. On

behalf of the Board an assurance was given that the matter would be carefully considered over the coming months, based on the comments and observations made in the Committee, and that the Board would be glad to report to the Committee the outcome of its deliberations on this subject.

Resolution on Country Programming Procedures

120. At its 243rd meeting the Committee received a draft resolution (E/TAC/L.241) by Afghanistan, Brazil, New Zealand, United Arab Republic and the United Kingdom of Great Britain and Northern Ireland, proposing that the Council endorse the recommendations of the Board on project programming, subject to the following conditions:

"(a) Except in exceptional cases the period of initial Technical Assistance Committee authorization for long-term projects should not be more than four years: this rule shall not exclude subsequent consideration of the extension of such projects by the Technical Assistance Committee should the recipient government and the Technical Assistance Board, with the technical advice of the Participating Organization concerned, judge this to be necessary;

"(b) The Technical Assistance Board should exercise especial vigilance against the possibility of the Expanded Programme losing flexibility as a result of long-term projects taking up too large a proportion of the Programme's total resources and should report to the Technical Assistance Committee on this subject in respect of each programming period;

"(c) The two-year programming cycle should be extended on an experimental basis for the years 1963-64 and the Technical Assistance Committee should review the position again in the summer of 1963;

"(d) In future the Executive Chairman's contingency authority should be approved by the Technical Assistance Committee for a full programming period, subject to continuing close review by the Executive Chairman of authorizations carried over from one year to the next; the question of increasing the amount of the authority should be subject to future review of the Technical Assistance Committee at the request of the Executive Chairman."

121. The Council would also decide to eliminate the "85 per cent provision" contained in resolution 542 B (XVIII) paragraph (vi) and would request the Executive Chairman, "in deciding the use of his planning reserve for the 1963-64 programming period, to take fully into account the desirability of continuing adequate provision for the needs of the developing countries for assistance in the fields of activity covered by the WMO, ITU, ICAO and IAEA. In addition, the Council would invite the Participating Organizations "to prepare for the information of governments interested in receiving assistance from the Expanded Programme in 1963-64 and subsequent programming periods concise statements of the ways in which their organizations can be of particular assistance to countries in the process of development, especially by technical co-

operation most closely relating to the governments' own development plans". Finally, the resolution provided that TAC would "prepare at its session in the summer of 1962 an indication of the most appropriate principles for guidance of governments wishing to establish priorities for assistance under the Expanded Programme".

122. The members of the Committee generally supported these proposals and, after an exchange of views, the sponsors accepted a number of suggestions including:

(i) a suggestion by the representative of Poland to annex to the resolution a summary of the Board's report; (ii) a proposal by the representative of the USSR to eliminate from paragraph (d) the reference to "an increase" in the Executive Chairman's contingency authority; (iii) a suggestion by the representative of Jordan to indicate in paragraph (b) by the word "particularly" that long-term projects are not the only factor which can impair the flexibility of the programme.

123. Following a suggestion by the TAB secretariat that paragraph (a) specify that "all long-term projects should be prepared and submitted for their entire duration, but the period of initial TAC authorization ...", the representative of Afghanistan, Ethiopia, New Zealand, Poland, United Arab Republic and the United Kingdom of Great Britain and Northern Ireland submitted a revised text of the resolution (E/TAC/L.241/Rev.1). The representative of Brazil stated that, although supporting the revised draft as a whole, the new text did not sufficiently reflect his Government's concern with long-term projects for him to co-sponsor it.

124. At its 244th meeting the Committee adopted unanimously the text of the resolution reproduced in annex V to this report.

#### Consultation with Regional Commissions

125. At its 244th meeting the Committee received a draft resolution (E/TAC/L.244) by Brazil, El Salvador, Uruguay and Venezuela whereby TAC would recommend to the Executive Chairman "that when preparing his programmes he should invite in good time the Executive Secretaries of the regional economic commissions to submit their views on those programmes which relate to the countries in their respective regions".

126. In introducing this resolution the sponsors stated that with the decentralization of economic and social activities of the United Nations, the regional economic commissions were being strengthened and were playing an active role in advising countries in the formulation of their long-term plans. Consultations in good time with the regional economic commissions would strengthen the new system of project

programming and the planning of national economic and social development. While a number of members supported these proposals, some members expressed doubt as to the desirability of adopting a resolution on this matter. They felt in particular that such consultations with regional commissions would add an unnecessary step in the preparation of country programmes and might also interfere with the responsibilities of the Resident Representatives in the development of these programmes; the volume of assistance provided to countries not members of a commission might be affected; the resolution might impose on some of the commissions a task which they were not yet able to undertake with their present staffs; the adoption of a resolution by TAC on the subject should probably await the final Council decision on the decentralization of United Nations' economic and social activities. Still other members felt that regional commissions should be consulted only as regards regional projects with which they were directly concerned.

127. In the course of the discussion the Executive Chairman assured the Committee that the proposals would in no way affect the volume of technical assistance allocated to any region or any country as it was the Board, under the authority of TAC, which had sole responsibility for deciding the size of any country target. As regards the possible role of the regional commissions in the preparation of stages of programme planning, all members of the Board felt that it would be useful if the secretariats of the economic commissions, which were concerned with economic development problems of the various regions and had to advise governments on economic planning, were to give their views on the economic and social factors which should be taken into account at an early stage in the preparation of technical assistance programmes.

128. After an exchange of views which showed a wide support for a decision along these lines, the sponsors of the draft resolution submitted to the Committee a revised text (E/TAC/L.244/Rev.1).

129. At its 247th meeting the Committee adopted the resolution (E/TAC/L.244/Rev.1) which is reproduced below:

"The Technical Assistance Committee,

Considering that technical assistance by the United Nations and the specialized agencies and the IAEA through the Expanded Programme of Technical Assistance will be all the more effective if provided on the basis of projects which form part of economic and social development plans,



Bearing in mind the growing role of the regional economic commissions in advising governments on the preparation of economic development plans and projects,

Recommends to the Executive Chairman of the Technical Assistance Board that he invite the Executive Secretary of each of the Regional Economic Commissions to present his views on the economic and social factors to be taken into account in the preparation of programmes of technical co-operation in countries of his region,

Requests the Executive Chairman of the Technical Assistance Board to report to the Technical Assistance Committee, at its summer meeting in 1962, on the implementation of the above recommendation."

Item V

REVISED SUPPLEMENTARY PROGRAMME FOR 1961-62

130. The Committee had before it a note by the Executive Chairman transmitting revised supplementary programmes for 1961-62 of newly independent or emerging countries. This report was submitted to the Committee in accordance with the decision taken at its session in November 1960 that the supplementary programme for 1961-62 approved for twenty-one newly independent and emerging countries was "subject to further review by the Governments and Participating Organizations concerned" and that the changes resulting from this review would be reported to TAC.

131. The Executive Chairman reported that thirteen countries had submitted revised programmes, reproduced in document E/TAC/L.237, and that the re-programming had still to be completed in the remaining eight countries. It was also to be noted that the implementation of the supplementary programmes did not have to await the completion of the re-programming exercise and that the Executive Chairman had informed the governments and the organizations early in January that projects which had been firmly established and requested should be initiated as soon as possible in the operational year.

132. One member of the Committee indicated that, while his Delegation had no major objection to the revised programmes submitted to TAC, it had some doubt whether all the projects were of the first priority and felt that the Governments might not have received the best advice from the Organizations for the drawing up of some of the projects.

133. The Executive Chairman recalled that the development of these programmes had been a particularly difficult exercise since, to some extent, they had to be drawn up on an ad hoc and emergency basis. Moreover, these countries were receiving assistance from a number of sources and looked to the Programme as one part of the help they were getting from outside. Projects requested from the United Nations' programmes may have had in some cases a complementary character. He would look into the points which had been made but the important thing was to start the work and to prepare for the two-year project programming exercise. There would be full opportunity to examine the needs and wishes of the countries and to provide them with appropriate advice to render their programmes as effective as possible. The Executive Chairman also indicated that additional information on these supplementary programmes would be presented to the Committee at its next session.

134. The Committee decided to take note with appreciation of the Executive Chairman's report on the revised supplementary programme for 1961-62 (E/TAC/L.237) as well as of his remarks.

Item VI

ALLOCATION OF ADMINISTRATIVE AND OPERATIONAL SERVICES COSTS  
BETWEEN REGULAR AND EXPANDED PROGRAMME BUDGETS

135. In accordance with its decision taken in July 1960, the Committee considered the question of the allocation of administrative and operational services costs between regular and Expanded Programme Budgets. The Committee had before it the comments and recommendations of the Advisory Committee for Administrative and Budgetary Functions (A/4774) and the communications of the Director General of F.O (E/TAC/106) and the Secretary General of W.L.O (E/TAC/107) on this subject.

136. In introducing the question, the representative of the Executive Chairman recalled that the Committee has in past years devoted considerable attention to the question of the way and extent to which AOS costs should be allocated between the regular budgets of the organizations and Expanded Programme funds. While opinions had been unanimous that such costs should be kept to a minimum compatible with efficiency of operation of the programme, there had been wide difference of view among governments, as well as between the recommendations of the governing organs of the Participating Organizations, as regards the extent, if any, to which such costs should be assumed by the regular budgets of the Organizations. The present interim arrangement for the allocation of this cost extended until the end of 1962 and the Executive Chairman had drawn the attention of the Advisory Committee to the need for the organizations to know well in advance of their own budgetary cycles, any change which might be made in the current system of allocation, as well as in the amounts which the organizations could take into account in preparing their own budgets.

137. Since the question as to whether the regular budgets of the organizations should assume AOS costs relating to the EPTA activities was a matter for member Governments to decide, and as the level of the Expanded Programme was, it is hoped, not stabilized, the Advisory Committee had felt that it could not propose a "final solution" of the question of the allocation of these costs but rather an interim solution covering the period 1963-1964.

138. Under the Advisory Committee's proposals: (a) the allocation of funds from EPTA to the organizations would be made, as heretofore, in the form of "lump sum" amounts and not on the basis of itemized expenditures relating to specific EPTA activities - such lump sums being calculated on the basis of a fixed percentage of the project costs including local costs; (b) this system of fixed percentage would apply with

some measure of flexibility for the smaller or newer agencies (ICAO, ITU, WHO, IAEA), and, finally, (c) any of the organizations could use all or part of the "lump sum" for field activities if their AOS expenditures are lower or already assumed in their regular budgets.

139. When the Advisory Committee had considered the extension of the present arrangement to the years 1963 and 1964 the Executive Chairman had drawn its attention to the fact that, with the present and expected substantial increase in the Expanded Programme field activities, the use of the year 1959 as a year of reference to calculate the lump sum allocation would result in a very significant decrease in the relation between allocations for AOS costs and project costs - this all the more so since contingency authorizations now representing 7-1/2 per cent of the resources were not taken into account in the calculation. The Advisory Committee had therefore proposed that for 1963 and 1964 the lump sum amounts be estimated on the basis of one half of the 1961-1962 field programme. It had considered, however, that the fixed percentage to be applied should be brought down to 11 per cent instead of 12 per cent as had been the case for calculating the lump sum amounts already approved for 1962.

140. The Committee generally supported the Advisory Committee's recommendations for extending to the period 1963-1964 the general features of the interim solution at present in force.

141. One member of the Committee recalled that in his Government's opinion all AOS costs of the EPTA should be assumed by the Special Account. Recognizing the difficulty of identifying these costs, he agreed, as an interim solution, to a system of lump sum allocations, with the consolidation of administrative costs in the regular budgets of the organizations as recommended by the Advisory Committee. He supported, however, the view expressed by the representative of UNESCO that a decrease in the percentage for the calculation of the lump sum amounts at a time when extra budgetary activities of the organization were increasing rapidly would affect both the quality of the administration and the standard of the programme.

142. Another member of the Committee stated that his Government favoured the absorption of the Expanded Programme administrative costs in the budgets of the organizations.

143. The Committee decided that the percentage to be applied for the calculation of the 1963 and 1964 lump sum allocation should be set at 12 per cent.

144. The Committee considered the recommendation of the Advisory Committee that the system of fixed percentage should apply "with some measure of flexibility" in the case of ICAO, ITU, WHO and IAEA.

145. In this connexion, the representative of the World Meteorological Organization informed the Committee that its Executive Committee, in response to a request of the United Nations, has decided that in principle WMO should be prepared to take over from 1 January 1964 the administration of its EPTA projects which at present is being undertaken on behalf of WMO by the United Nations. It was noted that WMO will require an increased allocation for administrative and operational services costs and that it will submit a definite estimate in 1963. It was agreed that this request of WMO would be given favourable consideration in application of the flexibility provided for the allocation of administrative and operational services costs to the smaller agencies.

146. The representative of ICAO stressed the importance of the provision for flexibility in new arrangements as the present allocations were merely adequate and, with the expanding activities of ICAO, could not be reduced without affecting the quality of the organization's work in the field of technical assistance.

147. The Committee agreed that the new arrangements would apply "with some measure of flexibility" in the case of the smaller agencies.

148. The Committee reviewed the recommendation of the Advisory Committee to maintain the provision of resolution 737 (XXVIII) paragraph 5 whereby any portion of funds allocated for AOS costs but not needed for this purpose "should be taken into account in establishing the programming planning share of the organization". In view of the TAC decision to eliminate agency planning shares and subtotals, it was felt that the provision should be eliminated or modified on the understanding that any such saving could be used for field activities.

149. During the discussions, it was suggested that the provision be eliminated so that saving revert to the Special Account. The representative of LAEA stated that such a measure would amount to penalizing small agencies which otherwise could have used their administrative cost saving to finance good projects which, for lack of funds, had to be included only in the Category II programme.

150. After an exchange of views on the means of ensuring that any saving be used for projects, the Committee decided that any portion of a lump sum allocation for AOS costs to which an organization is entitled but which is not required for such purpose, should be added to the Executive Chairman's planning reserve.

151. Subject to the modifications reported above, the Committee approved the recommendations of the Advisory Committee, and decided to incorporate them in a resolution to be submitted to the Council for adoption.

152. At its 254th meeting the Committee unanimously approved for adoption by the Council the resolution reproduced in annex VI of this report.

Item VII

QUESTIONS RELATING TO THE SPECIAL FUND AND THE  
EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

153. The Committee noted the report of the Managing Director of the Special Fund and the Executive Chairman of the Technical Assistance Board on questions relating to the Special Fund and the Expanded Programme of Technical Assistance<sup>1/</sup>.

154. At its 253rd meeting, the Committee considered a draft resolution (E/TAC/L.249/Rev.1) by the representatives of Afghanistan, Brazil, Ethiopia, New Zealand, Sudan, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America, according to which the Council:

"1. Considers that the services of Resident Representatives should be made available wherever possible to countries whose governments request them;

"2. Urges the Administrative Committee on Co-ordination in consultation with the Executive Chairman of the Technical Assistance Board and the Managing Director of the Special Fund, to ensure that a high standard of representation is maintained in all countries served by the Resident Representatives and that adequate support, both substantive and administrative, is made available to them;

"3. Reiterates the hope that governments to whom Resident Representatives are accredited will continue to make full use of their services and to that end keep them informed of their development plans and requests for assistance;

"4. Requests the Administrative Committee on Co-ordination, in furtherance of paragraph 3 of Council resolution 795 (XXX), to submit to the Council at its thirty-fourth session proposals by which Resident Representatives may, for purposes of co-ordination, be kept informed about and, as appropriate, associated with enquiries and negotiations concerning programmes of technical co-operation undertaken or contemplated by the United Nations, the specialized agencies and the International Atomic Energy Agency whether financed from voluntary funds, including the Expanded Programme of Technical Assistance, the Special Fund and the United Nations' Children's Fund, or from the regular budgets of their respective organizations;

"5. Further requests the Administrative Committee on Co-ordination to transmit its proposals to the ad hoc Committee established under resolution ..... and to the Advisory Committee on Administrative and Budgetary Questions in time for the latter's May 1962 session with a view to the comments of those two bodies being available along with the Administrative Committee on Co-ordination's proposals for consideration by the Council at its thirty-fourth session."

155. The sponsors stressed that, in adopting this resolution, the Council would indicate its awareness of the "problem that the diversity of aid available through the United Nations' system presents to Governments seeking to co-ordinate and expand their national development programmes", and also its desire "to make further efforts to assist the

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<sup>1/</sup> Document E/3473.

Governments in meeting this problem, and to get maximum value from the assistance they receive by relating it to their development needs and programmes". The Council would, in this connexion, reaffirm "its belief that the resident representatives have a particularly important role to play in assisting Governments in this respect". It would note the action taken so far to increase the effectiveness of the services which Resident Representatives provide to the Governments concerned and the Participating Organizations, and would stress the importance of appointing persons of high quality with wide knowledge of United Nations' organizations' activities, and of the problems and conditions prevailing in the countries where they serve, and of increasing efforts being made to secure such representatives, as well as staff members, from the developing countries.

156. The sponsors explained that paragraph 4 of the draft resolution covered "technical co-operation" activities carried out under the Expanded Programme, the Special Fund and the regular programmes of the organizations as well as the United Nations' Children's Fund. It was not intended to include the activities of the International Bank and the International Monetary Fund, except for technical assistance projects. As regards the recommendations in paragraph 4 that the Resident Representatives "may, for purposes of co-ordination, be kept informed about and, as appropriate, associated with enquiries and negotiations concerning programmes of technical co-operation", the sponsors asked that the report of the Committee make it clear that it was not intended to interfere with negotiations of a technical nature which only professionally qualified staff members of the organizations should carry out. The use of the words "as appropriate" indicated that the Governments and the organizations could associate Resident Representatives in the negotiations when the latter were in a position to help, and did not constitute an obligation imposed on them, nor a service of which they had to make use.

157. A number of members expressed their general support for the draft resolution and, in response to suggestions made during the debate, the sponsors agreed to specify in paragraph 3 that Governments would keep Resident Representatives informed of "their development plans and requests for technical assistance, to the extent that those Governments so desired". They also agreed to include in the considerandum of the resolution that Resident Representatives "should be fully informed of conditions and problems in the countries which they serve".

158. Some members, however, were of the view that the draft resolution was unnecessary as the Committee had already approved the establishment of an ad hoc committee to study, from a broader angle, these questions. The adoption of such a resolution was premature

and would prejudice the ad hoc committee's findings and recommendations on one of the important aspects of its study. They also stated that all substantive aspects of the draft resolution, as well as its financial implications, should be thoroughly examined but that it was probably not possible at this stage of the committee's work. They recommended therefore that no action be taken except to refer the text to the ad hoc committee for consideration, but that if the text were to be approved, it should be significantly amended to reflect accurately the number of important points made during the Technical Assistance Committee debates.

159. The members of the Committee who supported the draft resolution stated that the work of the ad hoc committee was in no way affected by the adoption of the draft resolution since the committee's study would cover a much broader field; the resolution resulted directly from the clear indication which the Technical Assistance Committee has given throughout its debates of the importance it attaches to the role which the Resident Representatives must play in the programmes of technical co-operation; any delay in strengthening their position would be a disservice to the recipient countries themselves.

160. At the 254th meeting of the Committee, the representative of the Union of Soviet Socialist Republics introduced a number of amendments which were later reproduced in E/TAC/L.252 as follows:

I. Fourth preambular paragraph: After the words "the resident representatives" insert the words "and the secretariats of the regional economic commissions".

II. Eighth preambular paragraph: After the words "persons of high calibre" delete the words "and with a wide knowledge of the activities of the United Nations and its related agencies in the economic and social field" and amend the latter part of the paragraph, after the words "and that increasing efforts should be made to secure", to read as follows: "citizens of all countries on the basis of broad geographical distribution, taking into account, in particular, the need to draw upon citizens of the developing countries so that they may participate in these activities as resident representatives and as members of their staffs,".

III. After operative paragraph 1 insert a new operative paragraph 2 to read as follows: "2. Also considers it essential to recommend to the Executive Chairman of the Technical Assistance Board that, in order to facilitate liaison and to improve the work of the representatives of the Technical Assistance Board as intermediaries in technical assistance matters between the United Nations and the governments of the countries to which they are accredited, he should take steps to appoint citizens of those countries as deputy resident representatives in consultation with, and on the recommendation of, the governments concerned;".

IV. In the former operative paragraph 2, delete the words "the Administrative Committee on Co-ordination" and amend the beginning of the paragraph to read as follows: "Urges the Executive Chairman of the Technical Assistance Board, in consultation with the Managing Director of the Special Fund and the executive secretaries of the regional economic commissions ...".



V. In the former operative paragraph 3, insert after the words "their services" the words "and of the services of the regional economic commissions".

VI. Replace former operative paragraph 4, "4. Instructs the Executive Chairman of the Technical Assistance Board and requests the heads of the agencies related to the United Nations to supply to the representatives of the Technical Assistance Board and to the regional economic commissions of the United Nations, for purposes of co-ordination, the necessary information in respect of inquiries and negotiations concerning programmes of technical co-operation ...".

VII. Delete the former operative paragraph 5.

161. The representative of El Salvador proposed to amend the first operative paragraph of the joint draft resolution (E/TAC/L.253) as follows:

1. Considers that resident representatives should perform their duties in close co-operation with the Executive Secretaries of the regional economic commissions, and that the services of resident representatives should be made available wherever possible to countries whose governments request them;

162. The representative of France considered that in paragraph 3 mention should be made that information to be provided by governments to Resident Representatives related to "requests for technical assistance to be submitted to the United Nations" (E/TAC/L.254), or such other words as would be necessary to make it clear that there was no question of extending the responsibilities of the Resident Representatives to other than United Nations' programmes of technical co-operation.

163. At the following meeting the co-sponsors of the draft resolution reported that, after consultation, they had agreed to revise their draft resolution to take into account some of the amendments presented by other Delegations. Under their revised draft the 4th preambular paragraph would include after "resident representatives" the words "and Regional Economic Commissions". The last preambular paragraph would read:

"Believing, in view of the growing importance of the resident representatives, that stress should continue to be laid on appointing on as broad a geographical basis as possible persons of high calibre and with a wide knowledge of the activities of the United Nations and its related agencies in the economic and social field and that increasing efforts should be made to secure such representatives and their staffs from the developing countries, and that they should be fully informed of conditions and problems in the countries which they serve;"

Paragraphs 1 and 3 would be reworded as follows:

"1. Considers that the services of resident representatives should be made available wherever possible to countries whose governments request them and that they should maintain appropriate co-operation with the Executive Secretaries of the Regional Economic Commissions;"

"3. Reiterates the hope that governments to whom resident representatives are accredited will continue to make full use of their services and of the services of the Regional Economic Commissions and, for information only, keep them generally apprised of their development plans and requests for technical assistance to the extent those governments consider this useful;"

164. The representative of El Salvador stated that although the new text did not entirely meet the points made in his original amendment, he could accept the revised draft. The representative of France, after an exchange of views with the co-sponsors, formally proposed that the new text of paragraph 3 be amended to include after the words "and for information only" the following phrase:

"and therefore without involving an extension of the responsibilities of the resident representatives".

165. The representative of the United Arab Republic suggested that the amendments, whether or not accepted by TAC, should be brought to the attention of the Ad Hoc Committee of Eight. It was pointed out that all the views, suggestions and proposals made during the TAC debate on this item would be, through this report and the summary records of the meetings, available to the Ad Hoc Committee as one of the basis for its discussion.

166. The representative of the Union of Soviet Socialist Republics stated that as his amendments III, IV and VI reproduced in paragraph 8 above were not reflected in the revised draft presented by the co-sponsors, he would request that they be put to the vote.

The Committee voted as follows:

- (a) The preambular paragraphs as revised by the co-sponsors were adopted without opposition.
- (b) Amendment III by the representative of the Union of Soviet Socialist Republics (see paragraph 8 above) was rejected by 5 votes in favour, 13 against with 4 abstentions.
- (c) Amendment IV by the representative of the Union of Soviet Socialist Republics was rejected by 3 votes in favour, 16 against with 3 abstentions.
- (d) Amendment VI by the representative of the Union of Soviet Socialist Republics was rejected by 3 votes in favour, 16 against with 3 abstentions.
- (e) The verbal amendment by the representative of France (see paragraph 12 above) was adopted by 12 votes in favour, 7 against with 4 abstentions.
- (f) Paragraph 3 of the revised joint draft resolution, as amended, was adopted by 16 votes in favour, none against, with 5 abstentions.
- (g) The other operative paragraphs of the draft resolution were adopted by 20 votes in favour, none against, with 3 abstentions.

167. The Committee adopted the revised draft resolution, as amended, by 20 votes in favour, none against, with 3 abstentions. The text of the draft resolution as recommended by the Committee to the Council for adoption, is reproduced in Annex VII.

Item IX \*

FINANCING OF COMPENSATION PAYMENTS IN THE EVENT OF DEATH;  
INJURY OR ILLNESS ATTRIBUTABLE TO THE PERFORMANCE OF OFFICIAL  
DUTIES ON BEHALF OF THE TECHNICAL ASSISTANCE PROGRAMME

168. The Committee considered a note by the Executive Chairman (E/TAC/L.238) bringing to his attention the question of the financing of compensation payments in the event of death, injury or illness attributable to the performance of official duties on behalf of the Programme, in the cases where the compensation payments decided by the Claims Committees or other similar bodies of the Participating Organizations continued after full resort to the Pension Fund and any medical or other insurance schemes.

169. In the Board's view, the present arrangements which provide that such payments are charged against the Category I programme, are not satisfactory as they tend to distort the cost of country or regional programmes. The Board felt that the payments should be financed centrally outside the Category I programme and recommended accordingly that the Technical Assistance Committee "authorize the Executive Chairman to make appropriate advances from the Working Capital and Reserve Fund, to be repaid in full as a first charge against resources of the ensuing year, to cover such special compensation payments as the Organizations are required to make in respect of experts who are, or have been, engaged to serve on Expanded Programme assignments".

170. The Committee approved this recommendation and decided that, under the provision 5 (a) (ii) of Council resolution 52A (XVII), as amended by resolution 623 (II) (XXII), the Executive Chairman could make advances from the Working Capital and Reserve Fund for the purpose of financing such compensation payments.

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\* The report of the Committee on item VIII of its agenda is contained in document E/3548

ANNEX I

EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE  
Annual Report of the Technical Assistance Board to the  
Technical Assistance Committee

The Economic and Social Council

Takes note with appreciation of the report of the Technical Assistance Board  
to the Technical Assistance Committee.<sup>1/</sup>

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<sup>1/</sup> E/3471

ANNEX II

EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

Annual Report of the Technical Assistance Board to the  
Technical Assistance Committee

The Economic and Social Council,

Recalling General Assembly resolution 1532 (XV) of 15 December 1960 and Council resolution 806 (XXX) of 22 December 1960,

Noting with satisfaction that countries receiving assistance are and will become able increasingly to make available both expert personnel and training facilities to other recipient countries,

Stressing that this interchange of experts and use of training facilities by countries at varying stages of development is mutually helpful,

Desiring to increase the effectiveness of the United Nations Programme of Technical Co-operation through as wide an interchange of persons and skills as possible,

Noting that a study by the Executive Chairman of the Technical Assistance Board and the Consultative Committee on Administrative Questions of the problem of recruitment of experts is in progress,

1. Requests the Technical Assistance Board and the participating organizations when recruiting experts and arranging scholarships and training courses, increasingly to seek the assistance of developing countries;

2. Requests the Executive Chairman to report on measures taken under the United Nations programmes of technical co-operation to broaden and increase the use of expert assistance and training facilities provided by developing countries.

ANNEX III

EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

Annual Report of the Technical Assistance Board to the  
Technical Assistance Committee

The Economic and Social Council,

Considering that the establishment of national economic and social development programmes is one of the key factors in the identification of country development objectives, priorities and possibilities, and that the United Nations system can mobilize and apply its resources in the most effective manner to assist Member Governments to this end,

Recognizing the importance of the inter-relationship between the Technical Co-operation Programmes of the United Nations and specialized agencies and the International Atomic Energy Agency and the pre-investment activities of the Special Fund, and their joint contribution to development,

Aware of the great and growing needs for technical assistance and pre-investment assistance on the part of the developing countries and the need for integrating and co-ordinating, in the interests of economy and the most effective impact, such assistance so as to increase its benefits for the peoples and institutions of the developing countries,

1. Decides to establish an ad hoc committee of representatives of eight Member Governments appointed by the President of the Council on as wide a geographical basis as possible, from among the members of the Technical Assistance Committee and the Governing Council of the Special Fund, to undertake with the assistance of the Executive Chairman of the Technical Assistance Board and the Managing Director of the Special Fund, a study of the further steps which may be needed to:

(a) organize the technical co-operation activities of the United Nations, the specialized agencies, the International Atomic Energy Agency and the Special Fund so as to provide greater aid to Member Governments, on their request, in the preparation of country development programmes, it being understood that the preparation of such national programmes, their implementation and co-ordination, is the prerogative of the governments concerned;

(b) bring about a closer co-ordination whenever possible of the technical co-operation and pre-investment activities of the United Nations, the specialized agencies, the International Atomic Energy Agency and the Special Fund, with the object of advancing the achievement of country development objectives;

(c) assist Member Governments by providing technical co-operation services which will be most conducive to their national development;

2. Requests the ad hoc committee to explore ways and means of bringing about in developing countries a closer relationship within the United Nations family of agencies, giving special attention to the potential role of the Resident Representatives, to provide more concerted advice to countries that request it on the technical preparation and implementation of country programmes and on the technical aspects of individual parts of such programmes;

3. Invites the United Nations, the specialized agencies, the International Atomic Energy Agency and the Special Fund to transmit to the ad hoc committee prior to December 31, 1961, any comments they may deem appropriate;

4. Requests the ad hoc committee to submit its report and recommendations to the Governing Council of the Special Fund and to the Technical Assistance Committee, and further requests that any comments of the latter two bodies, together with the report of the ad hoc committee, be submitted to the thirty-fourth session of the Council.

ANNEX IV

Report by the Secretary-General on the United Nations  
Programmes of Technical Assistance

The Economic and Social Council

Takes note with appreciation of the report by the Secretary-General on the  
United Nations programmes of technical assistance.<sup>1/</sup>

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<sup>1/</sup> E/3474



ANNEX V

**EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE**

Country Programming Procedures: Project Programming

The Economic and Social Council,

Recalling its resolution 786 (XXX) of 3 August 1960 on country programming procedures,

Noting the Report of the Technical Assistance Board<sup>1/</sup> on methods of implementing the decisions of the Council in resolution 786 (XXX) to adopt project programming and eliminate agency planning shares and sub-totals from the procedures of the Expanded Programme,

Considering that the 85% guarantee to participating organizations embodied in Council resolution 542 (b) (XVIII) of 29 June 1954, although intended to protect the participating organizations against sudden fluctuations in their share of Expanded Programme resources, has never in fact come into effect and is incompatible with the decision to abolish planning shares and sub-totals,

Believing further that it would be helpful to many governments in framing their requests for assistance from the Expanded Programme, if they were given some indication of the fields in which the participating organizations could most effectively help them, as well as of the general principles which the Council believes to be of greatest importance in the establishment of priorities for the achievement of Expanded Programme goals,

1. Endorses, subject to the following considerations, the recommendations of the Technical Assistance Board contained in its report on Project Programming<sup>1/</sup> summarized in the Annex to this resolution:

(a) Although long-term projects should be prepared and submitted for their entire duration, the period of Technical Assistance Committee approval for these projects should not be more than four years; consideration to the extension of such projects will be given by the Technical Assistance Committee only in those exceptional cases where there is adequate technical justification for such extension and satisfactory evidence of efforts being made to complete such projects and transfer the responsibility for them to the recipient governments without undue delay;

<sup>1/</sup> E/TAC/105

(b) The Technical Assistance Board should exercise especial vigilance against the possibility of the Expanded Programme losing flexibility, particularly as a result of long-term projects taking up too large a proportion of the Programme's total resources and should report to the Technical Assistance Committee on this subject in respect of each programming period;

(c) The two-year programming cycle should be extended on an experimental basis for the years 1963-64 and the Technical Assistance Committee should review the position again in the summer of 1963;

(d) In future the Executive Chairman's contingency authority should be approved by the Technical Assistance Committee for a full programming period, subject to continuing close review by the Executive Chairman of authorizations carried over from one year to the next; the amount of the authority should be subject to future review by the Technical Assistance Committee at the request of the Executive Chairman in the light of experience;

2. Decides that paragraph (vi) of resolution 542 (B) (XVIII) establishing a lower limit of 85% of its share in the preceding programme for the share of any participating organization in a current programme shall no longer apply;

3. Requests the Executive Chairman, in determining the use of his planning reserve for the 1963-64 programming period, to take fully into account the desirability of continuing adequate provision for the needs of the developing countries for assistance in the fields of activity covered by the WMO, ITU, ICAO and IAEA;

4. Invites the participating organizations to prepare for the information of governments interested in receiving assistance from the Expanded Programme in 1963-64 and subsequent programming periods concise statements of the ways in which they can be of particular assistance to countries in the process of development, especially by technical co-operation most closely related to the governments' own development plans;

5. Decides that the Technical Assistance Committee shall prepare at its 1962 summer session an indication of the most appropriate principles for the guidance of governments wishing to establish priorities for assistance under the Expanded Programme.

Annex: Report of the Technical Assistance Board  
on "Project Programming" (E/TAC/105)

SUMMARIZED VERSION

1. Introduction. In 1960, the Economic and Social Council adopted resolution 786 (XXX) on country programming procedures. This resolution approved in principle the system of project programming recommended by TAB (E/TAC/97). It also requested the Board to submit to TAC, at its 1961 summer session, specific recommendations for simplification and improvement of the programming procedures, "in particular by project programming, the elimination of agency sub-totals from country planning targets and the elimination of the present system of agency planning shares".
2. The present report has been submitted in response to this resolution of the Council. It also includes the Board's views on the question of the level of regional programmes, which was referred to it by the Committee last year.
3. As already stated in its first report on "project programming" (E/TAC/97), the Board recommends the adoption of project programming with effect from 1963, i.e. after the expiration of the 1961-62 biennium for which a programme has already been approved by the Committee.
4. Definition of short-term and long-term projects. As mentioned later (para. 17), the Board recommends the extension of the two-year programming cycle for another biennium covering 1963-64. Using the programming period as the dividing line between short and long-term projects, the Board recommends the following definitions:
  - (a) Any project planned to be started and completed within twenty-four consecutive months will be considered a short-term project; and
  - (b) Any project of a longer duration will be considered a long-term project.
5. Proportion of long-term and short-term projects. The Committee had stressed the need for greater flexibility in the programme, and the importance of avoiding "a proliferation of long-term projects, thereby freezing in advance an unduly high proportion of the available resources for such projects". To maintain a suitable balance between short-term and long-term projects, some members wanted the Board to examine the desirability of fixing some flexible percentage limit up to which it would be permissible to authorize long-term projects.

6. The Board feels that, at least in the initial stages of project programming, it would be desirable not to fix a proportion, even on a flexible basis, between short-term and long-term projects. It feels that the Committee will be in a position to judge the effect of long-term commitments on future programmes only after all long-term projects continuing beyond 1962 are prepared and submitted with cost estimates, year by year, for their entire duration; and that, for 1963-64, it should be sufficient for the Board to exercise necessary vigilance in respect of the forward commitments of long-term projects, and to report to the Committee should any serious difficulties be encountered. The Board will also consider in due course the relationship between short and long-term projects for future programme periods.

Some essentials of project programming

7. Preparation of long-term projects under a system of project programming will have two distinguishing features: (a) each project would be prepared in considerable depth and for its entire duration; and (b) it would be approved for its whole duration subject to a maximum period to be suitably defined.

8. Articulation of project. Normally, a long-term project submission should be prepared so as to contain the following basic information in concise form:

- (a) Nature of project covering (i) the main objectives of the project; (ii) its relationship to any wider development plan or programme, or to any specific targets, whether or not related to the latter; and (iii) its relationship to other similar or complementary projects, whether past or existing, including assistance requested from other sources.
- (b) Duration of project with estimated commencement and completion dates.
- (c) Project components showing the types of assistance to be provided, namely experts, fellowships, equipment and supplies.
- (d) Estimated cost of project with detailed break-down for the first biennium of operation and total estimated costs for each year, or each programming period, thereafter up to its completion.
- (e) Counterpart support of the Government indicating (i) facilities to be provided by the Government; and (ii) availability of counterpart personnel and of candidates for fellowships and arrangements to be made for national counterparts.

(f) Future of the project: Plans, if any, for continuing the project after international assistance has been completed.

9. Project authorization. The Board has considered the question in the light of last year's discussions of TAC and on the recommendation now made by the Board to continue the two-year cycle on an experimental basis for the years 1963-64. For the present, it suggests that the maximum period of project authorization may be tentatively fixed at six\*years, subject to a further review of this question in the summer of 1963 at the time of re-examining the question of the optimum programming cycle.

10. Programme submission. Long-term projects will be prepared and submitted for the entire period of their duration even though TAC authorization may be restricted to a maximum period of six years at one time. The programme may be conveniently submitted to TAC in four parts dealing respectively with:

- (a) New short-term projects;
- (b) New long-term projects;
- (c) Long-term projects already authorized; and
- (d) Major changes introduced in the authorized long-term projects.

11. Programme approval. As already mentioned, the Committee would be asked to approve long-term projects for their full duration up to a maximum of six\* years. But these will be resubmitted for approval (i) at the end of the initial six\* years if they are planned to continue beyond that period, or (ii) at an earlier date if the projects undergo major changes that would require TAC approval.

\*Note: The Committee has decided to fix the maximum period of project authorization at four, instead of six, years mentioned in paras. 9-11 above (vide resolution above).

12. Change in projects. During the operational period changes in projects may be authorized by the Executive Chairman and reported to the Committee through the Board's annual report on programme activities.

13. If substantive changes are contemplated for subsequent programme periods, prior approval of TAC would be required in respect of:

- (a) Any change in the purpose, objective or scope of a project of such a nature as to render obsolete the information provided under paragraph 8 above;

- (b) Any substantive change in the types of assistance requested requiring the addition or substitution of experts, fellowships and equipment;
- (c) Any change resulting in a revision by more than 20 per cent of the estimated costs of the project as approved for the ensuing year or years.

14. To maintain sufficient operational flexibility, the Executive Chairman may, when necessary, approve any substantive change in the types of assistance requested requiring the addition or substitution of experts, fellowships, and equipment and supplies in anticipation of TAC approval. Such cases would be reported to TAC at the time of seeking approval for other programme changes mentioned in paragraph 13 above.

15. Plans of operations. Once long-term projects are formulated on the lines indicated above, it should not be difficult to work out, in consultation with the recipient Governments, suitable plans of operations for carrying out these projects. Long-term projects show considerable variations from one organization to another and, consequently, a plan of operation that would be appropriate for one organization may not be so for others. However, the Board might at a later stage consider the desirability, and the feasibility, of evolving a simple but effective standard plan of operation which, with some changes, could be adopted to meet the specific needs of each organization.

#### Procedures for planning the Programme

16. Duration of the programming cycle. Two-year programming was adopted by TAC on an experimental basis for 1961-62. The question therefore arises whether the introduction of project programming should supersede the two-year cycle or whether it would be desirable to continue the same cycle even under project programming.

17. While recognizing that the question needs further consideration, the Board considers it important to prevent too many procedural changes within a short period of time. It has arrived at the conclusion that any decision to revert to one-year programming would be premature at this stage and recommends:

- (a) That the two-year programming cycle adopted on an experimental basis be continued for a further period of two years covering 1963 and 1964; and
- (b) That the question of the programming cycle be reconsidered at the 1963 summer session of TAC in the light of the practical experience that will have been gained during the intervening period.

18. Within this two-year cycle, the Board intends to carry out an informal annual review of the programme to facilitate its implementation with such adjustments as may be found necessary.

19. Advancing the planning period. The general question of advancing the planning time-table by one year can be more appropriately considered after the actual introduction of project programming and in the light of the experience gained.

20. Meanwhile, the transition from the present system to project programming, embracing the large number of projects that will continue beyond 1963, will involve a good deal of additional work. Consequently, the Board expects to initiate the preparation of the 1963-64 programme immediately after decisions have been taken by TAC and the Council on the proposals submitted in this report.

21. Planning of "country programmes". The introduction of "project programming" will greatly facilitate continuity of operations on long-term projects. The continuing commitments of projects already authorized must, however, be treated as the minimum level of an agency's activities in a given country. The aggregate of the commitments of all the Participating Organizations will thus set the floor below which the target of that country should not be allowed to fall. This will have to be treated as the most important element in fixing individual country targets.

22. In addition, the Board will, as in the past, have to consider the resources available for the programme as a whole. Due consideration will have to be given also to such factors as per capita income and size of population, the extent of assistance from other sources, and the capacity for absorbing technical assistance.

23. The official letter of the Executive Chairman to a recipient Government communicating the country target would, among other things, emphasize the following points:

- (a) The over-all programme-requests must not exceed the target;
- (b) The continuing commitments in respect of long-term projects which may depart from the amounts already authorized only within the limits set in paragraph 13 (c) above, should be considered as a first charge against the target;
- (c) Subject to the above, the Government should feel free to use the balance of funds for new projects to meet its priority needs.

24. In order to avoid substantial fluctuations in the total amounts entrusted to each Participating Organization from year to year, sub-para. B II (vi) of Council resolution 542 B (XVIII) provided that the amount allocated to each of them for the coming year "shall not be less than 85 per cent of the amount allocated to them under the current year's Programme, except that, if the estimated net financial resources for the ensuing year fall below total allocations made during the current year, the amount allocated to each Participating Organization shall not be less than 85 per cent of its proportion of the allocation for the current year". The Board assumes that this provision of the governing legislation will not be affected\* by any amendments to be introduced as a result of the revised country programming procedures.

\* Note: The Committee has decided to eliminate this provision from project programming procedures.

25. Preparation of country programme-requests. Under project programming the Resident Representatives will have a greater role to play in co-ordinating the consultations between the various ministries or departments and the Participating Organizations. Where Governments experience difficulty in formulating long-term projects, the Participating Organizations and the Resident Representative may have to give them necessary assistance.

26. The Participating Organizations will continue to render technical advice and guidance at the request of the Governments as described in E/TAC/105, para. 38. They will take necessary steps to keep the TAB representatives fully informed of the different phases of their work and will provide technical advice to them. The TAB representatives will, when so requested, act on behalf of the Participating Organizations.

27. Successful operation of project programming will depend to a great extent on a fully satisfactory functioning of the national planning and co-ordinating machinery. Recipient Governments will therefore have to be encouraged in every possible way to reinforce their present planning and co-ordinating units, in order to make these units fully representative of the various services concerned with economic and social development and to invest them with adequate authority.

28. As under existing procedures, the Government will finalize its country programme-request in consultation with the Resident Representative, making adequate provision to cover all continuing commitments (resolution 542 (XVIII)), and transmit



it to the Executive Chairman and the Participating Organizations through the Resident Representative. The Board will examine the individual programme-requests and submit the over-all programme to TAC for review and approval.

29. Regional and inter-regional projects. The Board has examined the question of the level of regional programming in the light of last year's TAC discussions, and of the growing need for the regional approach, particularly in the newly independent and emergent countries of Africa. The Board considers it desirable to raise the over-all percentage ceiling for regional and inter-regional projects to a somewhat higher level applicable to all the Participating Organizations and to supplement it to some extent for four agencies, i.e. ICAO, WHO, ITU and IAEA. Accordingly, the Board makes the following specific recommendations:

- (a) That the proportion of funds to be devoted to regional and inter-regional projects be raised to 15 per cent of the over-all resources available for the field programme;
- (b) That an additional 1 per cent of the same resources be set aside for ICAO, WHO, ITU and IAEA; and
- (c) That the amounts so retained be allocated by the Executive Chairman among the Participating Organizations, due consideration being given to their respective programmes for 1961-62;
- (d) The Board further recommends that these proposals be adopted for the 1963-64 biennium and that the whole question be again reviewed in summer 1963.

30. Category II programme. The function of the Category II programme may continue to be the same as now and without any change in its present level, i.e., usually about 50 per cent of Category I.

31. To be promoted from Category II to Category I a long-term project will have to satisfy the following conditions: its preparation and submission should conform to the outline given in paragraph 8 above; enough savings should be identified by the Organization concerned for financing the project within the operational biennium, as is also the case at present; if the project is expected to continue beyond the programming biennium, the Government should give necessary advance assurance for its continuation; and the project will have to be submitted to TAC for approval in due course.

32. Planning reserves. The Board feels that the present arrangement should be maintained at least for the preparation of the 1963-64 programme, i.e. 2 per cent of the resources to be held in reserve by the Participating Organizations at the planning stage for making marginal adjustments (such as increase in project costs) in their final regional or country programmes, and 3 per cent by the Executive Chairman for making adjustments in country programmes and for assisting new or smaller agencies in the development of their programmes.

Financial matters

33. The present legislation provides for annual allocation of funds to the Participating Organizations to implement a programme approved on a two-year basis. All that is necessary at this stage is to extend the financial provisions relating to 1961-62 to the 1963-64 biennium, with appropriate change in language to take into account that the Programme is planned and approved on a "project programming" basis.

34. As for "project financing", the Board feels that this question could be best reviewed at a later stage, and that, for the time being at least, changes in the financial procedures of the programme should be kept to a minimum. The Board therefore recommends the continuation in 1963-64 of the basic financial provisions governing allocations of funds to the Participating Organizations as well as of the regulations on earmarking and obligation of funds.

35. The Board also recommends maintaining\* for 1963-64 the existing rules and procedures relating to contingency authorizations to meet urgent needs during the biennium.

\*Note: This has been modified by the Committee and, based on the subsequent recommendation of the Executive Chairman, it has decided to establish his contingency authority also on a two-year basis.

ANNEX VI

Allocation of Administrative and Operational  
Services Costs between Regular and Expanded  
Programme Budgets

The Economic and Social Council,

Recalling its resolution 702 (XXVI) and 737 (XXVIII),

Having considered the report of the Advisory Committee for Administrative and Budgetary Questions<sup>1/</sup> on the allocation of Administrative and Operational Services Costs between regular and Expanded Programme budgets,

1. Decides, as a further interim solution, that allocations from the Special Account towards the Administrative and Operational Services costs of the participating organizations for 1963 and 1964 shall be made in the form of lump sum amounts which shall be the equivalent of 12 per cent of one half of the 1961-1962 project costs,
2. Decides further that the provisions of paragraph 1 above shall apply with some measure of flexibility to the International Civil Aviation Organization, the International Telecommunications Union, the World Meteorological Organization and the International Atomic Energy Agency, and that these organizations and the Technical Assistance Board shall take this factor into account in preparing their request for allocations towards Administrative and Operational Services costs,
3. Decides that any portion of funds for Administrative and Operational Services costs to which an organization is entitled but which is not required by the organization for this purpose, shall be included in the planning reserve of the Executive Chairman of the Technical Assistance Board.

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ANNEX VII

Questions relating to the Special Fund and the Expanded Programme  
of Technical Assistance

The Economic and Social Council,

Recalling its resolution 795 (XXX) of 3 August 1960 on coordination in the field,

Being aware of the problems that the diversity of aid available through the United Nations system presents to governments seeking to coordinate and expand their national development programmes,

Desiring to make further efforts to assist the governments concerned in meeting these problems and in getting maximum value from the assistance they receive by relating it to their development needs and programmes,

Reaffirming its belief that the Resident Representatives and the regional economic commissions have a particularly important role to play in assisting governments in this respect,

Noting the use that is already being made of resident representatives by the specialized agencies and the International Atomic Energy Agency as shown in paragraph 32 of the 1961 report of the Advisory Committee on Administrative and Budgetary Questions on the administrative budget of the specialized agencies<sup>1/</sup> and that resident representatives have been made available in the past year to a number of additional countries in Africa and elsewhere at the request of those governments,

Noting with approval the view expressed by the Administrative Committee on Coordination that the central role in developing closer cooperation among the various branches of the United Nations family in individual countries will have to be played by the resident representatives on behalf of the agencies participating in the Expanded Programme of Technical Assistance and acting on behalf of the Special Fund, and that they will need increasing support from the participating organizations to enable them to discharge the increasingly heavy responsibilities of their office,

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<sup>1/</sup> Document A/4599

Noting finally that the resolution on economic and technical assistance adopted by the forty-fifth International Labour Conference stresses the desirability of strengthening the coordinating role of these representatives as the channel of contact with governments concerning technical cooperation,

Believing, in view of the growing importance of the resident representatives, that stress should continue to be laid on appointing on as broad a geographical basis as possible persons of high calibre and with a wide knowledge of the activities of the United Nations and its related agencies in the economic and social field, that increasing efforts should be made to secure such representatives and their staffs from the developing countries, and that they should be fully informed of conditions and problems in the countries which they serve,

1. Considers that the services of resident representatives should be made available wherever possible to countries whose Governments request them and that they should maintain appropriate cooperation with the Executive Secretaries of the regional economic commissions;
2. Urges the Administrative Committee on Coordination, in consultation with the Executive Chairman of the Technical Assistance Board and the Managing Director of the Special Fund, to ensure that a high standard of representation is maintained in all countries served by resident representatives and that adequate support, both substantive and administrative, is made available to them;
3. Reiterates the hope that governments to whom resident representatives are accredited will continue to make full use of their services and of the services of the regional economic commissions and, for information only, therefore, without this involving an extension of the responsibilities of the resident representatives, keep them generally apprised of their development plans and requests for technical assistance to the extent those governments consider this useful;
4. Requests the Administrative Committee on Coordination, in furtherance of paragraph 3 of Council resolution 795(XXX), to submit to the Council at its thirty-fourth session proposals by which resident representatives may, for purposes of coordination, be kept informed about and, as appropriate, associated with enquiries and negotiations concerning programmes of technical cooperation undertaken or contemplated by the United Nations, the specialized agencies and the International

Atomic Energy Agency, whether financed from voluntary funds, including the Expanded Programme of Technical Assistance, the Special Fund and the United Nations Children's Fund, or from the regular budgets of their respective organizations;

5. Further requests the Administrative Committee on Coordination to transmit its proposals to the ad hoc Committee established by the Council at its thirty-second session and to the Advisory Committee on Administrative and Budgetary Questions in time for the latter's May 1962 Session with a view to the comments of those two bodies being available along with the Administrative Committee on Coordination's proposals for consideration by the Council at its thirty-fourth session.

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*directing council*



PAN AMERICAN  
HEALTH  
ORGANIZATION

XIII Meeting

*regional committee*

WORLD  
HEALTH  
ORGANIZATION



XIII Meeting

Washington, D.C.  
October 1961

CD13/21 (Eng.)  
ADDENDUM I  
3 October 1961  
ORIGINAL: ENGLISH

Topic 38: EXPANDED PROGRAM OF TECHNICAL ASSISTANCE

The following resolution of the Twenty-Eighth Session of the Executive Board (WHO) should be annexed to Document CD13/21:

Resolution EB28.R15

EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE: PROGRAMMING PROCEDURES

The Executive Board,

Having considered the report of the Director-General on the programming procedures which the Technical Assistance Board is recommending to the Technical Assistance Committee,

1. EXPRESSES its appreciation of this further step in the development of the programming procedures of the Expanded Programme of Technical Assistance; and, further,
2. EXPRESSES the hope that the programmes to be carried out in any period will be approved by the Technical Assistance Committee sufficiently in advance of the beginning of the programme period to permit full implementation of the planned programme; and
3. REQUESTS the Director-General to report on further development to the Executive Board at its twenty-ninth session.

(Fourth Meeting, 30 May 1961)