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調査統計課

ECAFEおよびTAB主催による
「Seminar on National Co-ordination
of Technical Assistance」
報告書

昭和41年6月

海外技術協力事業団

出版者 財団法人

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序

ECAFE 及び TAB 主催による “Seminar on National Co-ordination of Technical Assistance” が昭和41年2月28日から3月5日にかけてバンコックにおいて開催されたが、わが国から外務省経済協力局技術協力課寺田事務官、海外技術協力事業団国内事業部長谷川研修第一課長、総務部企画課佐藤職員、武田バンコック海外事務所長がオブザーバーとして参加した。

同セミナーの期間中に各国から提出された Paper 及び ECAFE 事務局の最終報告書は、今後のわが国の技術協力実施上有益と思われるので、同セミナー概要報告と共に、印刷に付し関係者の御参考に供する次第である。

昭和41年 6 月

海外技術協力事業団
総 務 部 長

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I セミナー概要報告



I セミナー概要報告

(1) E C A F E 域内の被援助諸国の技術援助担当責任者の参加を得て開催された本セミナーは、技術援助受入国側政府諸機関の Co-ordination Machinery 等による Agenda の各項目をめぐって活発な討議が行なわれた。この技術援助に関するこの種のセミナーの開催は、当地域内においては初めての試みであり、Agenda 各項目に関連して提出された各 Country Paper 及び各国代表の討議を通して、技術援助受入上の諸問題点が呈示されたのは有益であつた。たゞし、本セミナーは、E C A F E ・ T . A B (国連「技術援助評議会」) の主催によるものであり、国連 Family 機関等マルチラテラルな援助の調整を主とするものであり、バイラテラルな援助については、マルチラテラルな援助との調整といった面で議論されたにとどまつた。

なおセミナーは 2 月 2 8 日、タイ開発省ブンチャナ副大臣、E C A F E ウ・ニオン事務局長の挨拶で開催され、3 月 5 日まで、各日午前 9 時より午後 5 時迄、熱心な討議が重ねられた。

各国の Agenda に関する詳細実状は、本報告 IV の Country Paper に網羅されているので、セミナー期間を通じて、討議された各国の主要発言内容の概要を国別にとりまとめこゝに報告する。

(2) 各国の発言概要は次の通りであつた。

中国(台湾)

① 技術援助受入調整について

技術援助は資金援助をより効果あらしめるために重要である点の認識が高まつている。技術援助の効果は、援助受入国側の受入態勢が確立していなくては効果が期待出来ないが援助国際諸機関側及び援助諸国間の調整が、絶対不可欠の要因である。

中国の場合、国連 Family 諸機関からの移動受入担当窓口は外務省となつていますが、国連専門各機関は、外務省を By-pass して直接、各分野の担当省庁に援助を Offer している現況である。

② 国連諸機関より派遣される専門家について、

国連諸機関からの専門家は、赴任期間6カ月（平均）であるが、当初の2～3カ月は、わが国の実態把握に終つてしまい、活動可能なのは残りの3カ月程度でその効果をあまり期待出来ない。

専門家の資格が詳細に把握出来ないまま、派遣 Offer を受け入れなければならない場合があり — 主に時間的關係 — ，援助要請プロジェクトに最適な人材がどうか不明なケースもある。又、専門家の任期終了後、わが政府に対して業務報告等の報告書の提出がない場合がある。

③ 研修員について

研修員の受入れに際しては、わが方の要請を十分分析した上で訓練計画を策定されたい。要請に適しない訓練を与えられることがあるし、研修員の語学能力、（わが国との関連上、英語使用可能援助国）技術水準等を考慮した上で配置して欲しい。

イ ン ド

① 技術援助の受入調整について

開発のための資本財購入等で外貨の需要が高く、ローン等の形で外貨導入を図つても、これに附随した技術面の援助が行なわれなくては、効果のある資金吸収が不可能であり、技術援助に対して、より多くの努力を払う必要がある。又、技術援助の効果は、受入状況によつて決定される訳で、あくまでも援助側の供給能力を優先させずに、当該国の開発計画や、経済の発展状況に meet させるべきである。これは、援助の効果評価につながる問題であるが、援助受入れの基準をどう設定するかという難しい問題がある。今日まで、技術援助はインドに関する限り、量的に僅少であつたといえる。

インド政府は、大蔵省・文部省関係各省の協力を得て技術援助受入れのための Co-ordination Machinery として “Technical Assistance Selection Committee” を設けた。インド国内の援助受入調整の努力も必要であるが、T A C（国連「技術援助委員会」）等の委員会が、各国連専門機関の援助を、より強力に調整する努力を払われたい。例えば F A O などはインド農林省と直接連絡をとつており、この点改善の要がある。2 国間援助

の場合も同様である。技術援助に関する情報の交換もより速やかに、かつ正確を期する必要がある。

② 専門家について

専門家の滞在期間が短いこと、又、プロジェクトに対する専門家の配置上、資格・能力等で問題がある。国連専門機関は、専門家を派遣する場合、専門家の国情（技術・言語等）と、受益国側の実情を十分認識した上で人選決定をすべきであろう。

③ プロジェクト・ベースの技術援助について

専門家派遣、研修員受入、機材供与が個々バラバラに行なわれており、これら3方式を有機的に結びつけたプロジェクト・ベースの技術援助を考慮すべきである。

④ 研修員について

日本の実施している Group Training コースは非常に有益であるが、研修員の技術水準及び語学上の問題点がある。

⑤ Institution に対する援助

Institution の新設方式による援助は援助側も受益側も莫大な経費を負担する場合が多いので、むしろ、既設の諸施設拡充といった援助方式の方が効果的ではないか。

⑥ Evaluation について

技術援助の Evaluation は誠に難しい問題であり、良案はないが、まず研修員、専門家等の報告書の分析をどのような基準にのつとつて行なうのか、又分析結果を、次の援助に具体的にどう反映させるのか、取扱いの問題が難しい。この辺の具体的改善に E C A F E や D A C は積極的な調査を行なうべきと考える。

マレーシア

① 技術援助の受入調整について

技術援助の受入窓口として 1962 年に Prime Minister's Office の中にはじめて Economic Planning Unit が設けられた。マレーシアの場合は、援助側の調整はもとより、マレーシア国内の殊に連邦中央政府と地

方州政府との受入調整が難しい。マレーシアはS . F等の各専門機関から援助を受けているが、国連本部と、各専門機関との間の関係が不明確である。

② 専門家について

国連からの専門家は、高級技術者に限るべきであり、中級技術者は Voluntary Service にすべきであろう。1962年以後、マレーシアはフォード財団等から中級レベルの専門家をも受け入れている。専門家の派遣に関連して強調されなければならないのは、マレー人 Counter-Part の養成が必要であり、外国人専門家が帰国した後に業務が十分 Carry-Out 出来るような方策を講じるべきであろう。

③ 研修員について

研修訓練は中級技能者レベルにより重点を払うべきであろう。中級レベルの技能を的確に Level-up するような努力が必要である。

④ Evaluation について

技術援助に関する Evaluation Machinery がないのは問題である。Evaluation Method についての研究を統一的に行なうべきである。資本援助と技術援助の組合せ、その効果について、誰が、何時の時点でどのような具体性の下に実施するのか十分検討すべきである。

ネパール

① 技術援助の受入調整について

わが国は主として、インド、オーストラリア、ソ連、中共等から援助を受けているが、多くの援助機関・諸国から同一内容の Offer がある場合、調整が非常に難しい。

資金援助と比較して、技術援助は総定的であり、援助 Programme の策定も受益国側からみて実現性のある、かつ具体的なものとして欲しい。

ネパールは、国内調整を図るために総理を長とする、大蔵、経済、外務各省より成る委員会を設置した。

② 多国間援助と2国間援助について

多国間援助と2国間援助の調整は、受益国の努力を超えた問題があり、援助側で調整に努力して欲しい。資金援助にしても、2国間援助によるものは

タイトであり、資金援助は出来るだけ国際機関を経由させてはどうか。

③ 民間部門と政府部門への援助の調整

民間部門に対する技術導入（援助を含めた）と政府部門に対する技術援助を調整することが必要である。

④ 専門家について

国連専門機関が派遣する専門家は、期間が短い。プロジェクトの遅延を考慮した弾力性のある任期とすべきであろう。又、報告書の中には、具体的な方策の示唆に欠けるものが多い。高級な Advisor が多過ぎるのではないか。Regional Advisor の制度はよいが資金的な裏付けに欠け、派遣期間が短か過ぎる。又、UN 専門家は便宜供与経費が莫大で、1人専門家当りの経費は中型トラック4台分にも相当することがある。

⑤ 研修訓練について

研修は技術水準の差等もあり、出来れば世銀、アジア開銀等が域内センターを作り、そこで技術訓練を受けることが望ましい。

⑥ 開発計画に関連して

1955～1960年に第一次5カ年計画が完成し、現在第2次5カ年計画期間中であるが、ネパールとしては道路建設に力を入れており、この部門に対する援助を期待する。

パキスタン

① 技術援助の受入調整について

援助側のアプローチが多岐化しており、又、複雑な Documentation-flow を経て時間的な loss が多過ぎるので、援助側の機関、構成を出来るだけ簡素化、一元的にすべきであろう。

援助国側の援助機関・機構からの協力量・資金量によつて受益国のプロジェクトに対する態度が決定されるのでプロジェクトの Timing の点もあり、援助の Approach は正確を期す必要がある。

又、2年間援助で資金的に、その他の面で問題の多いプロジェクトに関しては国連がより多くの努力を払うべきである。

② 専門家の派遣について

現在の国連各専門機関からの専門家について、Qualification の点で問題がある。パキスタンの諸実情について全く無知な専門家が派遣されたりすることがある。又開発プロジェクト専門家の場合は、Feasibility Stage までの報告作製能力の在る人材が必要である。先進国は Consultant Level の専門家の供与をためらっているように思われる。

専門家に多くの機材を携行せしめ Demonstration 効果を高めるべきである。

今後の問題点としては、Regional Expert を養成し、これらの専門家の活動を資金的に援助する方式をより積極的に推進すべきである。

③ 研修員について

プロジェクトが多様化すればするほど、研修要請に Just-meet する研修員を海外に出すことは困難が伴ってくるであろう。むしろ域内センターで訓練し、終了後の Post 配置についてより多くの努力を払う必要がある。

④ Evaluation について

技術援助の Evaluation は、援助開始時期 — 継続中の或時期 — 完了時期に行なうべきである。

受益国と援助国・機関との間に定例的な Evaluation パネルを早急に設けるべく努力をする必要がある。Evaluation に関連して、先ず、専門家・研修員の Back-ground Information を十分記述し得るような Documentation Form を考慮すべきである。

フィリピン

① 技術援助の受入調整について

援助受入れの窓口を一元化したいが、それぞれの専門分野を担当する各省庁間の権限争いがあり、Inter-coordination は仲々難しい問題と考える。

技術援助を効果あらしめるためには、実際に援助を必要とする Field に対して直接的に行なうべきである。原子力部門とか、わが国ではまだ将来の問題である高次の技術援助の Offer などは必要でない。

受益国側の援助担当行政官が“技術援助の流れ”について未知でありすぎる。

② 専門家について

専門家の派遣計画は、受益国のプロジェクトに Just-meet するようなものでなければ意味がない。又、Ivory-tower に入るようなアカデミック過ぎる専門家は現実には不必要で広い視野を持つた Operational Expert が緊急に必要なである。

専門家の Back-ground Information が不備であり、国連専門家の多くは Observation に殆んど時間を費すようで報告書も、援助機構の本部向きのものを書いているケースが多い。

将来は、機材供与と現地 Skill を結びつけば専門家の援助要請は殆んど不要になると考える。

③ 研修員について

研修員の技術訓練は、アメリカの第三国訓練計画的方式によつて域内での訓練機会を増大する努力をすべきであろう。技術水準の格差、背景の全く異なる先進国では訓練上不適切な場合が多い。

④ Evaluation について

技術援助に関する Evaluation Criterion を設定して欲しい。A-I.D の援助は事前調査、Evaluation、After-Serviceが一貫しており、好事例と考える。

シンガポール

① 技術援助について

シンガポールは、従来 New Zealand, Australia からの援助が主であるが、これ以来の諸国からも援助を受ける努力をしている。技術援助は、Demonstration からの効果が非常に大切である。技術援助は人を通しての協力が主であるところから、言葉の問題があるが、シンガポールとしては、非英語使用先進国からも積極的に援助を受ける方針である。

② 専門家について

現在、国連諸専門機関から 12 名程度の専門家が活動中であるが専門家に

対する便宜供与経費が上昇している。

③ 研修員について

研修員・専門家に言えることであるが、いずれも訓練・任期終了後の Follow-up を強化すべきであろう。

④ Evaluation について

Evaluation と Orientation の方式が確定されていないが、この面の整備を十分に考慮すべきと考える。

韓 国

① 技術援助の受入調整について

韓国は援助受入調整機関として、Bureau of Technical Development を設立し、こゝで援助受入配分等を統一的に実施している。援助決定権は援助諸国諸機関にはゆだねてはならず、あくまでも Bureau of Technical Development の側に在る。この Bureau が国内の各省庁との受入調整の任を果している。

② 専門家について

E P T A や S F 等からの専門家は時には有用であるが、殊に Adviser としての行政分野専門家は、韓国内の事情を無視したような勧告をすることが多く、あまり効果はない。2 国間援助の専門家で、実地面の指導に当るような人材は有益であり、この点日本からの窯業専門家、西ドイツの畜産の専門家は誠に有益であつた。たゞし期間が短くては、この種専門家派遣の効果は期待し得ない。この点、専門家の派遣国、諸専門機関は、人の派遣に関してより責任を持つべきであろう。特に S F 等は各国のコンサルタントと特別な契約システムを考慮すべきであろう。これは S F の経費 60% が人件費に当てられていることから、経済性の上から考えるべきである。

③ 国内開発計画と援助について

韓国は 1962 年に第一次 5 年計画を設定し、これに関連して、第一次人的資源開発計画を樹立して、技術者の育成を図っている。この計画の基本は、Domestic Scientist の育成を図ることにあり、特に Vocational Training に努力を払っている。高級技術専門家の訓練を外国で行なうこと

は困難な点が多く、国内訓練の Institute を振興すべきと考える。米国は韓国に科学振興のための機関を設立した。

セ イ ロ ン

① 技術援助の受入調整について

1965年に、国内調整機関として、Ministry of Economic Planning を設立した。それ以前は、大蔵省・外務省が取扱っていた。

② 専門家について

専門家については、Back-ground、期間等が明確でない点があり、殊に国連諸機関からの専門家に関する Offer は、受入国側で Seduction が全く不可能な場合がある。又、各専門諸機関から専門家へ対する諸種の指示等が適正を欠くきらいがあるし、延長の問題なども事務的な処理が複雑すぎる。専門家に関連して、セイロン人 Counter Part の教育が仲々 Smooth に行なわれず、専門家が帰国してしまうと、Project が継続しないようなケースが多い。なお、専門家に対しては6カ月毎に Report させている。

③ 研修員について

海外研修の場合、国内と状況と全く異なる施設で勉強を受ける訳で、帰国してから、留学中の経験を有効に生かすためには機材や資金が必要である。セイロンにおいては、1964、65の两年に、Colombo Plan Trainee に関して、その留学動機等を調査したが、帰国研修員が、帰国後適切な Post に配属されていないケースが非常に多いことが判明している。これは帰国時の国内 Evaluation 等の Machinery が不備であることに大きな原因があり、改善の努力をするため検討する必要がある。帰国・研修員の中には、海外で適切な訓練を受け得なかつたという Claim があるが、これは、Colombo Plan 等の諸計画の要請書の Form に原因があると考えられる。Colombo Plan 事務局等は、この程 Form の改良を早急に図るべきである。

技術訓練に関連して、Regional Center の設立が必要である。殊に Infra-structure 分野の研究施設が、SF等の援助で実現されることを望む。

④ Evaluation について

Evaluation については、2 国間援助に関しては、援助 — 被援助国間に、多国間援助に関しては、TAB 等が、具体的な援助 Evaluation Machinery の創設を検討すべきである。

イ ラ ン

① 技術援助の受入調整について

技術援助受入の調整機構の設立の前に先ず各省庁間の連携・連絡を密接にする必要がある。又、援助側に対する調整の要望としては、資金援助と技術援助の Combination を考慮して欲しいことが考えられる。2 国間と多国間援助の調整を如何にするか大きな問題であろう。

受入国側が、積極的に、かなり In-advance な Stage で自主的に受入調整が行なえるためには、先進諸国・援助諸機関の援助量 Allocation が明らかにされなくてはならない。この問題点が解決されなければ対外援助受入と国内開発計画との調整は不可能と思われる。

② 専門家について

プロジェクト専門家の招聘にしても、Job-description が不分明であったり、プロジェクトの期間に赴任期間がマッチしていなかつたりする点がある。

専門家の来イに関連して、Counter-Part の訓練があるが、訓練には少なくとも 2 カ年が必要である。高級専門家のみでなく、中級レベルの専門家の派遣も期待したい。開発計画が拡大し、需要が多くなる場合、専門家の供給能力量の Estimate が可能であるかどうか問題となろう。地域専門家の活動強化を図るべきであろう。

③ 研修員について

研修員訓練は、Traning Wilhin Industry か、on-the-job training でなくては Technical-level の実地的な修得は不可能であろう。真の技術訓練は国内の、研修員能力に Fit した所で行なうべきで、ただ海外が良いといった風潮を改めるべきと考える。日本の集団コースのような場合は、言葉も、能力もそれぞれ異なるので、画一的な訓練内容では無益

と考える。

④ Evaluation について

Evaluation の Criteria は国連等の機関が積極的に検討すべきである。

タ イ

① 技術援助の受入国内調整について

技術援助受入れの Co-ordination Machineryとして、DTECを放置している。DTECは各省庁と十分に援助受入れについての調整を行っており、委員会を設け、計画の実施、資金配分も行なっている。

問題点としては、中央政府と地方政府との調整が難しい。

援助諸国間の調整が、現在タイにはDAOの調整グループがあるが、具体的なプロジェクトに関連して援助を協同協調の型態で実施出来るようなMachineryが必要である。

② 専門家について

国連から専門家が派遣されるまでに時間がかかりすぎる上、派遣が決定された時にはプロジェクトが既に開始していたり、到着の日等がShortnoticeであつたりするのは困る。

③ 研修員について

研修員の派遣について、どの国に誰れを派遣するのかといった基準を確定するのに各省庁の力関係で難しい点がある。これは開発プロジェクトのプライオリテイのSelectionにも係わる問題である。

④ Evaluation について

技術協力については、EvaluationのMachineryが弱い。世銀等の資金援助の場合のように、コンソーシアム的な具体的なMeetingを技術援助についても行なう必要がある。

Evaluationの際、地域開発プロジェクト等の問題を技術援助の立場から分析する必要を痛感している。

国連諸機関

① E C A F E

- イ. 世銀, I D A等の国際金融機関の資金的 Back-up による域内地域 Institution の設立のための協力に努力する。
- ロ. 開発計画と援助プロジェクトの組合せに E C A F Eは積極的な勧告, 助言活動を行なう。
- ハ. 域内 Institution として, どのような施設が必要であるか調査する。
- ニ. 本セミナーで提出された諸問題点を改善するための具体的方法・手段を検討する。

② U.N.Development Programme.

- イ. 技術援助の Impact は何か, について受益国は考えるべきであるか。
- ロ. 技術援助が, 研修員, 専門家, 機材といった型態に固定化したきらいがあるが, 種々の援助要請方式を弾力的に考えるべきである。
- ハ. 高級官吏の先進諸国への Study Tour は Impact. の上で重要である。
- ニ. 開発のための資金源(国内的にも先進国側でも)の調査をすべきである。
- ホ. 民間部門への協力を強化すべきである。
- ヘ. 専門家派遣, 研修留学の期間を効果の面から分析して適正な回答を出す努力をする。
- ト. 専門家の場合は, Back-ground Information, 要請書には Job-Discription を明確化すべきである。研修員の場合も同様である。
- チ. 開発プロジェクト選定のための専門家派遣を業種別に考慮する。
- リ. コンサルタントと国際金融機関との契約 System を簡素化する。
- ス. Project-manager としての資格を備えた専門家のプールを図りたい。

③ W. H. O.

- イ. WHOとしては機関専属の専門家を欠く悩みがある。どこにも所属しない医療専門家を得ることは最大の難事である。

- ロ。医療能力だけでなく行政能力のある人材獲得に努力したい。
 - ハ。各国の医療機関との協力関係を樹立する必要がある。
- ④ F. A. O.
- イ。農業専門家の確保には種々の努力を払っているが、先進国よりの人材供与が必要である。
 - ロ。Regional Agricultural Specialist の養成を本格的に考える必要がある。
- ⑤ Asian Institute
- イ。技術援助の Evaluation Machinery をどのような形で創設するか調査が必要である。
 - ロ。各国が Evaluation Criteria を作成し、これを E C A F E 当りで検討すべきである。
 - ハ。専門家の報告書の取扱いも、その内容を十分 follow-up するよう、プロジェクト担当実施部門が努力する必要がある。

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五、冷 水 管 道 的 保 温 保 护

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1. $\frac{1}{x^2} = x^{-2}$

2.

3.

4.

5.

6. $\frac{1}{x^3} = x^{-3}$

7. $\frac{1}{x^4} = x^{-4}$

8. $\frac{1}{x^5} = x^{-5}$

9.

A G E N D A

A Q W H O A S

III A G E N D A

REVISED PROVISIONAL AGENDA

1. Opening addresses.
2. Election of chairman, two vice-chairmen and other conference officials.
3. Adoption of the agenda.
4. Review of current machinery for, and scope of, technical assistance programming, co-ordination and utilization.
5. Review of technical assistance sources (including bilateral) and their relationship to one another, and to financial investment programmes.
6. The roles and functions of technical assistance personnel.
7. The evaluation of technical assistance, and its part in technical assistance programming.
8. Fields of technical assistance development and types of technical assistance projects.
9. Co-ordinating technical assistance programming with national development planning.
10. Suggested reforms and procedures in technical assistance co-ordination machinery.

SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE

REVISED PROVISIONAL AGENDA

(annotated)

4. Review of current machinery for, and scope of, technical assistance programming, co-ordination and utilization /secretariat paper: ECAFE/TECH/SEMINAR/3/.

This item will deal with the main organizational patterns (location, authority, duties, personnel) that countries have developed for formulating their technical assistance programmes, including the internal relations between the main agency and other units concerned; the procedures involved in establishing satisfactory balances and priorities among the various sectors and projects; the follow-up and evaluation systems that obtain; and generally, the range of technical assistance so far provided, as well as notable imbalances that may have occurred in past programming. While the emphasis will be on the national structure and experience, the review will naturally include the relation that external bilateral and multilateral machinery and procedures, including the decentralization of certain functions of ECAFE as well as the functioning of all United Nations participating organizations, bear to national programming.

The country papers suggested for Item 10 will include the subject of this item as well within their scope.

5. Review of technical assistance sources (including bilateral) and their relationship to one another, and to financial investment programmes /secretariat paper: ECAFE/TECH/SEMINAR/2 paragraphs 31-40/

The main features of this item are expected to be the relative importance to individual countries of various assistance sources (including the system of regional advisers); the economic significance underlying the pattern of use as so far seen, including for example the significance of 'built-in' technical assistance in investments by joint local and foreign capital; and the success shown by technical assistance as a precursor,

directly or indirectly, of widened investment opportunities or actual investment or greater production and therefore of identifiable growth effects. Also relevant would be questions as to whether all sources are considered in assessing requirements and availabilities; and whether a rational basis exists for requesting a particular form of technical assistance from a specific source.

6. The roles and functions of technical assistance personnel [secretariat paper: ECAFE/TECH/SEMINAR/2 paragraph 13-30].

For this and subsequent items, the discussion emphasis will be not so much on what has occurred as, in the light of this as well as fresh thinking, what directions of development are desirable.

Technical assistance is another form of foreign aid and, in the plan context, of investment--utilizing human as opposed to material resources. Its roles may be advisory (relating and leading to policy and decision making of various types and at different levels); of a training nature (such as counterpart training, running training courses or institutions, and, by an inversion of the arrangement, fellowships abroad); or operative and executive (including on-the-job administrative and technical functions). In practice these roles, particularly the first two, would be jointly assumed. Also common is another assistance role resulting from the creation of increased investment opportunities. (This may be through specific cases such as a resource survey or project study, or may be through the general raising of the levels of local 'human capital', or more indirectly by contribution to the production standard of the sectors and projects assisted). The general results of good technical assistance would however all be seen in their "impact" effect--that is, in their leading to achievements, activities and standards which while being much larger or wider in scope than the technical assistance itself, still would not have eventuated without this initial assistance. The technical assistance of the UN and allied agencies has perhaps a special role in that it carries the idea of 'non-nationality' in the assistance and thus has perhaps enabled countries to have within reach an unbiased point of reference for advice and consultation on matters of important domestic

policy that involve at the same time wide technical knowledge and experience.

The reflection of these facets in the use of technical assistance by a country would considerably depend on the extent to which, and the effectiveness with which, technical assistance, as a development lever, has been exploited by the given country. The state of the stock of domestic skills, the capacity of the economy and the education system to provide new skills, and the transfers of skills and technology which take place outside of conventional assistance, that is by use of built-in technical assistance of joint local and foreign enterprise, or by purchase of technical assistance with the country's foreign exchange resources, would reflect the emphases so far given to the technical assistance aspects cited above.

Under this item, it may be useful to discuss the ideas on technical assistance in the light of this background bringing our illustrative data wherever possible. Complementary to this would also be an attempt to view the shortcomings, from a social economic angle, in the use of technical assistance and to propose necessary variations or improvements in the future use of assistance.

7. The evaluation of technical assistance, and its part in technical assistance programming /secretariate paper: ECAFE/TECH/SEMINAR/2 paragraphs 88-93/.

There is today little doubt as to the absolute need for evaluation in giving meaning and scope to proper technical assistance programming and development. Evaluation, as 'a process which enables the administrator to describe the effects of his programmes, and thereby to make progressive adjustments in order to reach his goals more effectively', is not an ex-post but a continuing exercise. While the main focus would be on the results of assistance schemes, the findings made would also lead to re-assessments of the back ground in which projects are developed, the environment in which assistance is put to use, and so on - in other words, all stages of the activities concerned. The procedures that are recommended and the systems for such evaluation within countries offer wide scope for fruitful discussions and decisions. For instance, who does the evaluation of

benefits? Is it done only at the close of projects? Does it include evaluation of programmes? Is the assistance cost to the government calculated? What criteria are used in evaluation? Are goals, pre-conditions, methods, and indirect as well as direct results comprehended in such criteria?

8. Fields of technical assistance development and types of technical assistance projects [secretariat paper: ECAFE/TECH/SEMINAR/2 paragraphs 72-75].

Past experience and in particular recent developments such as the emphasis on resource surveys and pre-investment studies and the 'team' approach in undertaking these and other projects, as well as the increasing emphasis on management and training in their widest meaning, are pointers to the direction of future development in assistance activities at the country level. The idea of viewing country problems in an inter-disciplinary sense and of basing technical assistance programming on this approach is highly relevant to the discussion here.

At the level of regional projects, the trends have been towards assistance designed to find practical solutions to problems whether in trade, industry, finance, river basin development, transport, or in planning. In addition, the scheme of regional advisers recently started operates as a high-level flexible assistance form, in several similar projects over a number of countries and in developing sub-regional or regional work programmes of an assistance nature.

The question of suiting assistance forms to objectives is fundamental to technical assistance development. This problem of types of technical assistance projects involves consideration of such varying factors as bilateral and multilateral aid, short and long-term projects, high and low level training assistance, fellowships and experts, country projects and regional projects, ad hoc research and training and institute development, and phasing of assistance types by stage of development of the projects.

All this is a background for assessing the lines in which technical assistance should and could develop to

the greater benefit of countries individually and jointly.

9. Co-ordinating technical assistance programming with national development planning [Secretariat paper: ECAFE/TECH/SEMINAR/27].

Under this item will be discussed the essential link that exists between economic planning and technical assistance programming. The relationship implies clearly that (i) technical assistance, like other scarce resources, must be assessed and rated for priorities in the same way as other resources are for planning purposes; (ii) technical assistance needs (save those thrown up at a later stage of project operations) have their rationale in the nation's economic plan and programmes, and the requirements and phasings derived therefrom; (iii) the implementation stage of the plan is critically influenced by the availability of technical assistance in right amounts, proportions and forms; (iv) development programmes that are interdependent in the plan will require this feature to be reflected in the technical assistance provided as well; (v) 'bottle-necks', which often are another form of interdependency (however ill desired), are central to planning and implementation problems, in solving which technical assistance is a potent source; (vi) while the state of supply (or 'offers') of technical assistance is at a given time something like a ceiling determining the scope for technical assistance programming, yet there is equal scope (a) for exercising discrimination in choice of desired assistance (b) for switching available assistance to an area where local skills (for example, construction) may be transferred to a 'marginal' project which could otherwise not be taken up, and (c) for evoking and developing, over time, new offers of assistance to suit plan demands. Also involved are problems such as project-aid vs block aid for whole programmes, and individual supplies vs 'Consortia' approaches. A different type of question may also be mentioned — that is whether counterpart funds are specifically considered and provided for in the national budget.

The discussion of the item is best handled in terms of the three corresponding stages in economic planning, namely, the perspective plan stage, the aggregate or final plan stage and the implementation stage. The

perspective plan stage is the point at which an overall planning view is attempted in terms of existing national output, resource potentials and 'medium' or long-term growth prospects in relation to national goals that would themselves be influenced in the process by the potentials of existing and latent resources. Implied in this would be an idea of the main resources due for further expansion or for development. Emerging from such a perspective study would be broad assessments of the main 'groups' of skills and their magnitude, required for achieving the goals of the plan within the various sectors. For example, the natural resources due for development would indicate the nature of the skills involved; industries directly or indirectly connected with chemical processes may be a large part of the industry plan as seen in perspective; land reform and community development features in the plan may indicate certain skill requirements in this direction; the measure of the fiscal efforts may suggest certain needs; the very scale of productive activity would suggest certain magnitudes of needs in management and skilled labour and so on. Manpower assessments in terms of future demand and supply would thus be broadly available, including an idea of technical assistance needs for teaching, training and direct supply of foreign manpower.

The discussion under this heading may indicate the extent of such technical assistance programming that has been undertaken or is feasible in the context of the country concerned. If other, or modified, approaches have been adopted in the country to assess these technical assistance needs in a perspective sense, they may be detailed and discussed.

At the aggregate or final plan stage, assessments would be available of sectoral, sub-sectoral and project needs (including inter-sectoral and inter-project dependences); relative priorities and phasing would be set down; and more precise matching of resources demands with supplies would be made. This background becomes immediately a basis for the long-term technical assistance programmes, broadly coterminous with the plan period, even though more precise for only a part of the time span.

From the point of view of technical assistance programming in its relationship to national planning, this is

a crucial stage. This is the stage at which the manpower planning of the earlier phase has to be given more precision, not merely in terms of broad magnitudes in education or of training policies, but in terms of specific institutions, specific training programmes, and specific on-the-job technical assistance. The plan priorities and phasings would be expected to be reflected at this stage of technical assistance programming. Close follow-up and contact with those who will be responsible for the plan projects and categories, including the private sector and built-in technical assistance, would have been called for. In addition, there would be need to check for adequacy of counterpart financial and personnel provisions in the emerging technical assistance programme. Successful programming may also yield possibilities of moving local skills to simpler projects where skill shortage is the bottleneck; and filling in the gap in the more complex projects (that may otherwise remain 'marginal') with foreign technical assistance.

The discussion under this heading may thus detail present practice and further possibilities in formulating long-term technical assistance programmes. For instance, concurrent with the country's final plan, are the technical assistance needs of sub-sectors and large projects assessed, including inter-project needs? Are short and long-term assistance assigned in proper phase? Are priorities in phasing attempted in broad relation to the economic plan? In what ways is an attempt made to match supplies with demands? Are counterpart provisions reckoned in finance and personnel? Has a policy for technical assistance been formulated so as to be reflected in the formal education programme, other training programmes and in assessments of foreign personnel required for these and for development projects?

The implementation stage starts the transformation of recommendations and goals into organizational, institutional, financial and policy measures. All relevant projects are at this stage fully analyzed and matured in their physical and financial components, for due scrutiny and sanction by the authorities and incorporation in the annual government budget. There is, of course, a continuity in most projects and policies that extends beyond an annual time period. However, an important difference between the earlier stage and the

implementation stage in planning is that, while the former is mainly in the nature of overall assessment for the purpose of planning and programming, the latter exercises the function of scrutiny and sanction for each year. The main purpose in the annual outlook is operational precision in regard to the full complex of resource requirements — material, financial and human.

A parallel role has, therefore, to be played in the sphere of technical assistance at this stage. While the longer-term technical assistance programme of the previous stage gives scope and opportunity for initiating a number of preparatory measures both by receivers and by donors, the implementation stage calls for project by project assessments of the numbers, the types and the time periods of the technical assistance personnel required and the trainees to be sent out each year. This is not to imply that a one-year period is the ideal time span for implementing technical assistance programmes. Indeed, the rationale of the technical assistance programming of the earlier stage lies in the need for giving meaning to each year's work in terms of the previous and succeeding years, a point which is also reflected in the biennial period now in operation for UN EPTA technical assistance programming. The prime purpose and merit of the annual budget period is, therefore, the accurate building up of each project that is involved in the process..

This implies that:

Technical assistance should be closely co-ordinated with the various implementing agencies of the economic plan for each budget. (A full ranging up of the technological, chemical and other skills, including administrative, required for each project would depend on this co-ordination);

Among other things, the actual provision of local counterparts and fellowships should be ensured;

The supporting institutional, organizational and policy measures for obtaining technical assistance should be available;

Plan implementation should be continuously followed-up to allow for adjustments in the technical assistance

programmes;

Evaluation of technical assistance in the field should take place in order to supplement or adjust current activities including bottlenecks, as well as for the next year of the technical assistance programme; and

Country studies of progress in plan implementation should be made, for drawing-up the next long-term technical assistance programme.

The questions that arise for discussion under this heading thus relate to ensuring precision - in data, in organization, in follow-up and so on - which also assists project continuity. Detailing of the success achieved in these measures as well as of problems encountered or alternative bases devised to achieve desired results would also be of great interest.

Discussion on this subject, and further recommendations based on the levels of country experiences, achievements and problems, will, along with the next agenda item, be something in the nature of an 'action oriented' culmination of the deliverations so far. Conclusions should emerge on the best methods of relating technical assistance to economic development at all the stages of planning, programming and implementation.

Hence this item has been recommended for country papers on the basis of suggested guidelines already furnished by the ECAFE Secretariat.

10. Suggested reforms and procedures in technical assistance co-ordination machinery [secretariat paper: ECAFE/TECH/SEMINAR/37].

As the vehicle for translating the recommended ideas into practice, co-ordination machinery constitutes the crux of the subject of technical assistance co-ordination and development. The discussion may be expected to answer the question of the machinery required in a wide sense. At the country level there are first the differences arising out of differing country structures in government and administration. Then there is the need to consider not only the location, role and related

features of the central co-ordinating agency, but also the other agencies involved in making co-ordination a success at all stages of planning and implementation of economic development programmes. Certain ministries and departments are more involved than others; actual projects, especially large ones, are concerned and so also are local agencies and organizations at the 'horizontal' level. Going outside the internal country level machinery, questions of organizational forms and procedures with international and bilateral 'suppliers' arise. The roles of the Resident Representative, of ECAFE, of the specialized agencies, and of bilateral aid sources and their organizational relationships with one another and with the country co-ordinating agency are questions of crucial relevance. Of special interest may be the role of ECAFE in all stages of regional and country programming, both organizationally and from the point of view of promoting interdisciplinary country studies leading to more co-ordinated technical assistance programming.

Thus the broad frame of discussion on this item could be on something like the following lines:

- (a) Which is the Central Co-ordinating Agency? At what point in the general administrative system is it located?
What others at the Central level have a say in co-ordination - of requests from 'below', of decisions and of negotiations?
What is the pattern of relative dispersal of authority in the foregoing? - i.e. how much say has each 'agency' and what is the hierarchical relationship of one of another; what separate functions are performed by means of this dispersal?
What are the personnel compositions in the above - particularly at decision-making level and operative level respectively?
- (b) What is the organizational pattern for technical assistance formulation at the other levels concerned in the process - in ministries, departments (including in particular those handling manpower and educational planning) and at state/region/district level? in local governments and similar local organizations? in the private sector?

- (c) What is the organizational relationship established for and with external agencies?

Is there an inter-agency co-ordinating body assisting the Central Agency functioning for the whole field/for all United Nations programmes/for any other groups?

Alternatively, is there a special national body for co-ordination of aid sources for and on behalf of the Central Agency?

What is the composition of the body or bodies?
What is the method of functioning for programming, for co-ordination, and for follow-up?

- (d) What organizational provisions obtain for evaluation of programming and implementation?

Do these provisions cover an assessment of programmes, as well as projects?

Are they only for assessment of direct project results or are they wider - e.g. do they include a scrutiny of conception, goals, pre-conditions for good implementation, methods of undertaking, direct project results (area of activity) and ancillary project results (area of influence)?

The recommendations for organizational improvement would need to be discussed and made on an assessment of (i) the effectiveness of the co-ordination machinery as outlined above, and (ii) a full idea of the gaps in technical assistance development as brought out by a review of this machinery and by a discussion of the needs in relation to national development planning. Of course, one important point would be the need to make recommendations, whether for international or national action, that are, at the same time, in harmony with the particular administrative structures and experience of countries.

This Item, as indicated already in the annotation to item 4, has been recommended for country papers, on the basis of suggested guidelines furnished by the ECAGE secretariat.

Notes: (1) The roles and functions of the United Nations participating organizations in the preparation, implementation, follow-up and evaluation of

technical assistance programmes and projects are expected to be discussed in the course of consideration of agenda items 7, 8, 9 and 10 generally, and particularly item 9.

- (2) A background paper on the role of participating organizations is expected to be prepared by ILO in consultation with the other United Nations agencies. Alternatively, the participating organizations will contribute statements, in the course of the Seminar, on this theme.

FOR PARTICIPANTS ONLY

ECAFE/TECH/SEMINAR/2
4 February 1966

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ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST

Seminar on National Co-ordination of Technical Assistance
28 February - 7 March 1966
Bangkok, Thailand

THE CO-ORDINATION OF TECHNICAL ASSISTANCE PROGRAMMING
WITH NATIONAL DEVELOPMENT PLANNING

On: Agenda Item No.9; and bearing on:

Agenda Items No.5 - paras. 31 - 40,

No.6 - paras. 13 - 30,

No.7 - paras. 88 - 93,

and No.8 - paras. 72 - 75.7

Prepared by the ECAFE secretariat

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THE CO-ORDINATION OF TECHNICAL ASSISTANCE PROGRAMMING
WITH NATIONAL DEVELOPMENT PLANNING

Chapter I. INTRODUCTION

1. The purpose of this paper is threefold: (a) to set down very briefly an idea of the place of human skills development in economic growth; (b) to clarify the role of technical assistance in this development and in economic growth generally; and (c) to elaborate on the relationship between technical assistance and economic planning, as well as on the techniques that would be relevant to technical assistance programming in the context of this relationship.

2. The paper does not, therefore, discuss the organizational forms within countries and the organizational relationship between receiving and aid-giving countries; this is the subject of a separate background paper.^{1/} The emphasis here is on the concepts methodology relating to the formulation of technical assistance programmes in countries viewed as an inalienable part of their wider programmes for social and economic development.

3. The subject discussed in this paper relates to the provisional agenda item No.9 of the Seminar. It would be of use to mention, however, that the paper includes substantive discussions of the subjects coming under agenda items 5, 6, 7 and 8 namely, the sources of technical assistance; role and functions; evaluation; and technical assistance development and types of project. The treatment of these subjects is not meant to be exhaustive; they are taken up in this paper as far as is necessary for fulfilling its main purpose. However, the discussions of these particular items in this paper may also be taken as background material in the course of consideration of the above-mentioned items at the Seminar.

4. No attempt is made here to outline specific recommendations, although the conclusions of the analyses will undoubtedly be highlighted. While the paper serves as a basis for discussions specific recommendations would properly be expected

^{1/} Entitled: Review of Administrative Machinery for Co-ordinating Technical Assistance. (ECAFE/TECH/SEMINAR/3)

to emerge from the discussions themselves. It is the expectation that other discussions will produce concrete recommendations on the subject enabling the adoption of effective work programmes both at the national level and at international level, including ECAFE.

5. The planning and operation of assistance programmes in the countries of this region have, whatever shortcomings, now reached a degree of maturity such as would call for an even closer examination than hitherto of all aspects of these programmes and the problems presented by them. There is, of course, the problem associated with the quantum of resources applied in this field and, especially, the problem of likely future trends. Some of its aspects, such as the range of sources tapped by particular countries, or the consortium idea and, additionally, in the United Nations family, the scope for some flexibility in the provision and use of resources in the interest of project and programmes sustenance, are touched upon in this paper in so far as they relate to its main theme. The deeper aspects of this problem are not discussed. There are, however, questions concerning the inter-relationships between the various programmes of assistance. There is the very important aspect of assistance co-ordination at various levels, such as within the country, between participating bodies and over the region. There is also the question of new areas of required assistance and, above all, the problem of improved efficiency in applying assistance in all areas generally. Technical assistance operates in the context of a country's total efforts represented in its other external aid, its foreign exchange earnings, its gross investments and its national income. It is applied through the development of the country's own material and human resources. The attainment of increasing levels of efficiency in the manner of development and application of technical assistance is thus of crucial significance and cannot be avoided, given the commitment of countries to their present development goals.

Chapter II. THE ROLE OF TECHNICAL ASSISTANCE IN THE DEVELOPMENT EFFORT

(i) The concept of skills as a production factor

6. There has been a tendency to highlight the shortage of capital and the need for this capital to exploit the latent resources of developing economies. In this thinking, labour

has been almost always considered to be in surplus, the evidences cited for this being the rapidly growing populations and the unemployment and the under-employment that seem to be always present. In this context, the supply of labour came to be taken for granted. But labour itself can be in short supply — extremely short in fact — when conceived as a pool of skills which are required for proper utilization of increasing amounts of capital and other resources. In some senses, the gap between the level of skills and the technology for which those skills are required in a country, is much wider in fact than was perhaps experienced by some of the developed countries when they were at a parallel stage of economic growth. What was at times hitherto considered something that would more or less grow with the growth of the economy is now recognized as needing to be deliberately fostered and channeled. Thus, parallel with the organization of internal capital, countries have begun to orient the lines of skills development, by education and other training, to fit the needs of technical development; similarly the importance of foreign skills, not unlike the importance of foreign capital and machinery, has been recognized.

7. The literature on the role of skills in economic development is now vast and growing and it is not the intention here to discuss this. It would satisfy the requirements of this paper to mention certain features of actual experience in this field. In the United States, Japan, and the Soviet Unions and certain other countries, studies have established, notwithstanding the scope for further analytical improvements, the contribution of skills to specific advances in gross domestic products, as distinct from the contribution of capital and land.^{1/} The problem of the relationship between capital resources and skill in using these resources was expressed for one under-developed country that was encountering difficulties in growth as follows. 'The process of development is essentially and basically not in the availability of factors of production, of capital or in demand creation. These are the instruments. The growth process is fundamentally one of creating productive capacity in various forms and utilizing this created capacity The term 'take off' cannot thus be understood in a generalized sense. One cannot take off by just saving or by the mere possession of factors of production. We

^{1/} Here again there is considerable literature available among which may be mentioned "Japan's Growth and Education" July 1963, published by the Ministry of Education, the Government of Japan.

have to put these together. Not only that, having put them together, they have to be made to yield their physical potential.^{1/}

8. The place of skills in the development process can be illustrated by two types of data. The first is a comparison, for countries at different stages of growth, of their respective endowments of selected skills. The following table, which presents about half of the high-level manpower of the countries, illustrates the disparities in this endowment for developed and developing countries.

Table 1. The Ratio of Selected Types of Skilled Manpower to the Labour Force 1959

	Scien- & Engi- neers	Doctors, Dentists, & Veterina- rians	Secondary & Higher Teachers	Sum of Three Columns
<u>Developed Countries</u>				
France	0.8	0.4	0.6	1.8
Italy	0.9	0.6	1.0	2.5
UK	1.0	0.3	0.7	2.0
USA	1.7	0.7	1.0	3.4
Canada	1.3	0.5	0.9	2.7
USSR	1.2	0.4		
<u>Developing Europe</u>				
Greece	0.4	0.5	0.4	1.3
Spain	0.3	0.6	0.3	1.2
Turkey	0.2	0.1	0.2	0.5
Yugoslavia	0.5	0.2	0.3	1.0
<u>Africa</u>				
Guinea	0.002 ^{b/}	0.007	0.016	0.025
Nigeria	0.01	0.01	0.05	0.07

^{2/} Proceedings, Section F. Ceylon Association for the Advancement of Science, 19th annual session, published 1964. Repeated in "Community", Series Number Seven (Colombo 1964).

Asia

China (Taiwan)	0.1	0.2	0.6	0.9
India	0.05	0.1	0.3	0.45
Indonesia		0.05	0.2	
Iran	0.16	0.1	0.2	0.46
Pakistan		0.03	0.2	
Thailand	0.01	0.03	0.1	0.14

Latin America

Argentina	0.2 ^{b/}	0.4 ^{a/}		
Brazil	0.1 ^{b/}	0.2	0.4	0.7
Colombia		0.1	0.5	
Peru		0.2	0.6	
Mexico		0.2	0.4	

Source: OECD Development Centre Studies No.3, April 1965
(revised) - page 10.

- a/ doctors and dentists only.
b/ engineers only.

9. It appears that, on average, about 1 per cent of the labour force of developing countries are people with high-level skills, as compared with 4 per cent or 5 per cent in developed countries.^{1/} Unfortunately, the data for middle-level skills is not readily available in a number of cases; but the experience of the Soviet Union appears to indicate a need for middle-level skill which is 50 per cent more than for high-level. Data available for Latin America suggest that the ratio of middle to high-level skills in that region is only about 1:1.^{2/} If these relationships between developed and developing countries are not considered as static comparisons, but taken to imply what they may mean for movement of the developing country towards the developed stage, the comparisons take an added significance. In the developing world as a whole, agriculture absorbs about 65 per cent of the working population, but apparently less than 15 per cent in the western developed countries. The process of development will involve a slow but massive shift in the skill requirements as the 65 per cent in agriculture declines and the percentage in industry and other activities

^{1/} OECD op.cit.
^{2/} Op.cit., page 11.

rises. The shift is not only to be measured by the relative increases and decreases in the units of labour in the various sectors; there is also with development a much higher proportion of needs for skill in the new sectors as opposed to agriculture. For instance, in the most advanced countries of the Mediterranean region, which itself is less advanced than western Europe, agriculture required only 0.3 per cent of its labour force as high-level manpower, while industry needs ten times as much and the modern service sector perhaps 30 or 40 times as much, a large proportion in the last group being required in the education system itself. 1/

10. The other illustration referred to earlier is an attempt to give a historical picture of Japan's experience in skill development from 1875 on. Although a complete picture is difficult to obtain, the following table showing the changing emphasis on fields of studies over the years is illustrative enough of one of the major processes by which the work force acquired the skills needed to meet Japan's requirements at the time of its economic transformation. As an aid to better assessment of the table, which is of indices, the actual figures in numbers for the base year 1935 are also set out below it.

1/ Ibid.

Table 2. Number of Students in Institutions of Higher Education by Major Field of Study, 1875-1960
Index (Male and Female)

(1935 = 100)

School year	Total	Law, Literature and Economics	Education	Science	Engineering	Agriculture	Medicine Dentistry and Pharmacy	Home Economics
1875	0.6	0.4	-	-	-	0.2	2.0	-
1880	4.8	1.8	-	5.6	2.9	4.1	19.6	-
1885	6.5	3.3	-	18.0	2.7	6.3	20.0	-
1890	8.4	9.1	2.1	14.4	7.0	12.4	6.7	-
1895	7.3	5.9	5.1	10.4	3.1	3.3	17.3	-
1900	11.6	11.2	11.9	7.2	5.7	3.8	22.5	-
1905	22.0	26.0	21.3	2.1	17.0	17.2	22.3	-
1910	24.9	27.0	23.6	2.3	25.4	27.3	28.6	-
1915	29.9	30.0	31.1	10.8	37.4	32.8	35.2	2.9
1920	42.8	45.4	32.1	48.1	35.9	38.2	44.6	15.4
1925	75.0	80.0	52.9	107.3	75.8	67.8	56.6	55.4
1930	88.2	92.0	57.0	28.0	94.9	86.6	90.0	150.9
1935	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1940	107.4	95.2	53.3	129.6	197.1	116.5	102.8	136.3
1945	240.3	138.2	986.3	309.6	577.4	219.5	179.9	313.5
1950	264.7	272.0	531.0	183.7	363.6	296.4	133.6	197.7
1955	344.3	328.7	1074.6	125.7	513.3	329.7	103.4	732.3
1960	396.7	394.2	840.4	185.1	694.1	373.8	1108.3	839.8

Numbers (Male & Female)

1935 169,030 98,322 7,743 9,395 14,837 7,959 26,085 4,689

Source: Japan's Growth and Education, 1963, pages 167 and 170, Ministry of Education, Japan.

11. The experience and ideas on the role of skills in economic production have thus created an urge, and given a new importance, to activities that lead to the development of these skills. The entire education system has begun to be viewed as a supplier of skills, without necessarily affecting its role as a producer of a consumption good, namely the education of citizens for its own sake. This has resulted not only in widening the educational base at the bottom, but more particularly in purposeful direction of students and trainees at the high levels into channels that are required for meeting the demands of modern production. Specialized institutions thus come to be created in increasing numbers, in-service training, in-service experience and part-time formal education also playing their part in the process. To state a forceful even if not completely analogous example, one has only to consider any one of the developed countries today, were the stocks of their special skills, both middle and high-level, suddenly to disappear from the scene. As has been said 'economic development can take place if natural resources are poor; but it will not take place if people remain ignorant' 1/ The fact that developing countries are working far below the level of current technology and that the mass of their populations lacks modern skills and training is underscored as the major reason for their low productivity and low living standard. 2./

12. There are naturally limitations to the extent to which countries can afford the burden of this development. There is also the point that over-supply, generally or in certain fields, would mean waste of resources from the immediate point of view. Yet the essentiality of having those skills, both in types and in numbers, which can effectively absorb the capital being invested and the resources being exploited, is not in doubt. Technical assistance is part of this process of skill formation, for capital absorption and utilization, that takes place in the developing country.

(ii) The technical assistance contribution

13. It has been estimated that the total input of foreign personnel flowing into developing countries, under technical assistance programmes and through other channels, is about 2.2 per cent of the high-level manpower of these countries and

1/ The OECD Observer, December 1963 - page 20.

2/ Ibid.

about the same percentage of their middle-level manpower. 1/ Undoubtedly, there are certain aspects and qualities about technical assistance which make it a vital factor in the process of building skills. Quite obviously the central fact is that there is a 'wealth of knowledge that is assembled in the industrially advanced countries' 2/ which comprises skills at levels and fields which are not available in the developing countries and which must be imported from abroad. By a combination of devices, the developing country needs to absorb, to integrate into its manpower structure and to multiply internally thereafter, this special knowledge and skill. Just as it is not necessary, especially for small countries, to duplicate certain features of capital investment, for example, heavy basic industry, similarly it will not be necessary, or possible, to make indigenous the whole range of intricate skills that obtain in highly advanced economies. Some can, therefore, continue always to be imported as needed. But, by and large, the major areas of activity, whether in the 'production' sectors or in administration, statistics, planning and education, should aim at importing these skills with a clear view to being able to foster and produce them, after a time, within the country itself.

14. This is a process which has nothing to do with the ability to make new technical discoveries within the country itself. It has been mentioned that in Denmark few such discoveries have ever been made, but few nations have ever exploited new ideas from the entire world as rapidly and effectively..... In spite of relative scarcity of natural resources and with no colonies to exploit, Denmark also had, until World War II, the highest standard of living in Europe'. 3/

15. The absorption of foreign skills by obtaining assistance is not something new. In the two outstanding cases of recent times, namely Japan's and the Soviet Union's, the supply of

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- 1/ OECD Development Centre Studies No.3 (revised) page 12-13. The estimate for technical assistance provided by the UN family all over the world is only 30 per cent of the total technical assistance to all countries. Vide paper by S.W. Singer contributed to Seminar on National Co-ordination of Technical Assistance, Addis Ababa, January 1964.
 - 2/ Gunnar Myrdal "AN INTERNATIONAL ECONOMY, Problems and Prospects" page 215.
 - 3/ Gunnar Myrdal, Ibid.

foreign skills had a large part to play in the crucial years of their development. Many foreigners were employed by the Japanese Government in the first half of the Meiji period on a long-term programme for raising the levels of scientific and technological skills in the work force. The drawing of talent from advanced nations rapidly was found to an inevitable human investment, which was intensive in the initial period and gradually decreased as its effects became apparent within the manpower of the country. The following table sets out this experience for the critical years from 1868 to 1887. ^{1/}

Table 3. Payment of Salaries to Foreigners
Employed by the Central Government

¥1,000

Fiscal year	Ministry of Industry		Ministry of Education		Total of Central Govt.	
	Actual Figures	% to the Total Expenditure	Actual Figures	% of the Total Expenditure	Actual Figures	% to Ordinary Expenditure
1868-72	1,188	57.7%	-	-	3,160	3.98%
1873-77	2,931	47.6%	810	9.9%	7,906	2.45%
1878-82	1,936	55.3%	763	14.3%	3,774	1.28%
1883-87	276	22.6%	467	9.9%	2,577	-

Technical assistance is thus an essential part of the process of modernizing the country's manpower structure, and the background analyzed above indicates that its significance may not be measured merely by its quantum. ^{2/} This will be discussed later; for the present, it is necessary to dwell on the characteristics or content of technical assistance as generally understood and employed today. This amounts to describing what one may call the roles and functions of technical assistance personnel.

16. It is possible to think of technical assistance being rendered in a number of forms all of which in one way or the other, contribute to the 'stock and flow' of skills in a given

^{1/} Hitotsubashi Journal of Economics, Vol.3. No.2 - page 8.

^{2/} This is not to say that the amount of total technical assistance being provided to developing countries today is at all adequate.

country. Several areas of the developing world are so deficient in some of the skills crucial to the use of investments and the technology contained therein that an important function of technical assistance is, and continues to be, the furnishing of on-the-job skills, to fill local gaps. Often, these gaps are of such a nature, or so large and so urgent, that they cannot await the training of local personnel to man the posts. While most of the skills so provided are in the nature of contributions to technical activities in production, there is, also, a related but separate advisory function which technical assistance often provides. The aim of this function is to strengthen the decision-making activities of local cadres and of policy makers. It is a contribution the value of which is sometimes much greater than the so-called direct assistance on the job and, in fact, it is in several cases a prior requirement before direct technical assistance can at all be usefully furnished. In this category fall such important activities as advice on approaches to sound planning, necessary administrative reforms, educational development, statistical reorganization, and broad sectoral strategies in resource survey and development.

17. A third technical assistance function is the whole field of training local skills, existing or potential, to undertake, in course of time, most or all of the two types of technical assistance function mentioned earlier. This is an activity of basic importance in the sense that it is really equivalent on the human resources side to the building up of basic capital structures on the economic side. The training function itself falls into a number of categories of action. Comprehensive training programmes would constitute adequate measures to meet the needs of both the stock and the flow of skills. Both these will require training not only of the trainees, but of existing and potential trainers as well. Such training activity may also take place in more than one form. Experts who are on advisory or on-the-job assignments could and do undertake training of their counterparts; this means assisting in the training of the stock of skills in a country. The other form of training would be through separate and specific training programmes in which experts are engaged whole time. These programmes could be undertaken, on the one hand, through seminars, workshops and such like, or, on the other, through special institutions set up for the purpose; and could cover both student trainees and employed personnel. Fellowships could also be used for trainees or trainers, both at the student age level and in employed categories. No training programme, or for that

matter no technical assistance programme as a whole, would be complete without such a comprehensive view and approach to the problem of developing the skills of a bereft population.

18. The aspects of technical assistance emphasized in practice in a given country may have depended so far on the needs of the economy for one assistance function more than another; they may have also depended on a failure to see the potential in technical assistance for one or more of its aspects of use. In other words, the employment of technical assistance by a country could considerably depend on the extent to which and the effectiveness with which this assistance, as a development lever, has been exploited by the given country. Viewed as a dynamic instrument of development and utilized in such a context, technical assistance ceases to be a sporadic contribution about which there is little discernible pattern and even less certainty as to the shape of its successive developments in the country. It becomes an agent of productive efficiency and of production increases in actual enterprises within a social economic plan, and it acts continuously over the short and long terms as a precursor of widened investment opportunities. It comes to be viewed as an integral component both of total external aid and of total investment within the country for development. Its role as part of the total national resources available for sound allocation in development planning will be discussed in more detail later.

19. Here it is pertinent to point out that, while all the technical assistance functions described earlier would generally be used in a developing country, the actual combination of these, assuming country awareness of economic goals, would depend on certain given features regarding skills within the economy. Some of these features may be said to be more policy-based than others. For example, a system that admits more of joint local and foreign enterprise in investment, particularly through private participation but even at inter-state levels, would have a very large amount of 'built-in' technical assistance. 1/ Again, the strength of a country's foreign exchange position could not only widen the area from which assistance could be obtained, but might perhaps reduce the reliance on assistance availabilities at a given time and thus give more

1/ This form of assistance through the private sector is in any case very large, almost equalling the total bilateral and multilateral technical assistance, including that from socialist countries and from inter-state capital participation.

scope for using various technical assistance functions in terms of requirements in the economy. For example, these could be a greater use of consulting and contracting firms of international standing and size in resources exploration, feasibility studies and the like. Yet, having allowed for these things, the use of technical assistance by a country would logically be determined, primarily, by factors that are the determinants of its skills structure. These would be the state and composition of the country's stock of domestic skills, the capacity of the education system, including specialized institutions, and of the economy to turn out, through in-service training facilities as well as in-service experience, new or better skills, and the pace and scale of the economic targets of the development plan itself.

20. An illustration of the last point is clearly implicit in the admission in many countries that the inadequacies of administrative machinery have operated as one of the most serious impediments to target realization.^{1/} This is a limitation which clearly cannot be met by the foreign expert supplying his skill in an 'on-the-job' fashion. As for advice, this would vary among countries, since some could be said to have had in fact too much advice, while for others this could clearly be the starting point. Training of employed personnel and institutionalized assistance would perhaps figure largely. In regard to the influence on the technical assistance functions of the stock and flow of skills within the economy, there are developing countries which are so poor in the supply of skills of all types including, say, teachers, that they face a crucial problem of choice. The choice could be whether the few skilled personnel inside should staff training institutions, with foreign experts doing on-the-job work or whether there should be a quick increase of usable manpower through a spate of fellowships and through every worker in the country becoming an on-the-job man. More often, the problem is not so much one of rigid choice but of striking the right balances. This way, developing countries in all stages of skills endowment would reflect their special situation in their technical assistance pattern and receive direct additions to their skills, expert advice and training assistance suited to meeting the existing problem.

^{1/} E.g., Albert Waterston "ADMINISTRATIVE OBSTACLES TO PLANNING" *Economia Latinoamericana*, Vol. 1 No.3 - pages 314-315.

21. Thus, the combination of technical assistance functions would depend on the existing and foreseen disparity between the distribution pattern of the stock of skills in significant sectors and the demands as indicated by planned development in those sectors. At the same time, the very fact of under-development indicates certain limitations and thus calls for certain aspects of technical assistance. For instance, it is cheaper to acquire specific skills, especially at middle levels by means of in-service training in factories and other plants than through formal education. Yet, while the need is very great, the opportunity for this in developing countries is much smaller than in the developed ones.^{1/}

22. An instance of problems to be met in deciding on the nature of the assistance to be given may be found in the education programme, conceived as part of the country's manpower and economic planning framework. The nature of economic needs and the compulsions could indicate differing approaches as between countries. The need for emphasis on education from the primary up to the graduate level and through training programmes of various sorts is today widely accepted. In a situation of explosive population growth ^{2/} there could be, not merely the sheer inability to finance education, but also a great possibility of sectoral over-supplies in an education programme that is un-related to the structure of the economy and to the planned development phasings of the sectors. The opinion has been expressed that, in many cases, it is more important to improve the quality and the content of primary education than to extend it to the entire population, especially with 'drop-out' rates being at high levels.^{3/} The strategy of technical assistance would obviously be affected by such a conclusion. On the other hand, there has been the interesting case of Japan's experience during the early years of its development where the emphasis appears to have been on spreading

^{1/} The developing countries as a whole have been estimated to have a manufacturing output of only 10 per cent of that in the development OECD countries. OECD, Op. cit. page 58.

^{2/} Historically, population rates of increase during the take-off decade of the developed countries today were generally under 1.5 per cent per annum, the comparable rate for Asia being in the aggregate about 2.3 per cent per annum. W.W. Rostow, "The Stages of Economic Growth" 1960, page 141 and OECD Op. cit. page 54.

^{3/} OECD, Op. cit. page 55.

general elementary education to farm families, a group which constituted the major part of the work force in the initial period of economic growth. It was an experience somewhat analogous to that of Denmark. There was a tremendous emphasis on elementary education during the transition years in Japan; and during the initial period, it appeared that students who went into secondary education were virtually all expected to higher education. The implication seems to have been a desire to attack the problems of skill formation in the agricultural sector, to postpone the question of skills at the middle level to a slightly later phase when industries came up, and to develop a small but significant quantum of higher-level skills. In the later phase, when secondary education became more widespread, the rate of enrolment increase in agriculture was in fact slightly higher than that in the general field, and that in fisheries was almost as high as in the technical field. The following two tables help to show this background, however broadly, as a discernible pattern.

Table 4. Percentage Distribution of Total Enrolment in National, Local and Private Schools, by School Level, 1885-1960

Year	Total	Elementary	Secondary	Higher	Teacher (1) Training
1885	100.0%	98.9%	0.5%	0.4%	0.2%
1890	100.0	98.6	0.6	0.6	0.2
1895	100.0	98.3	1.1	0.3	0.3
1900	100.0	97.0	2.3	0.3	0.4
1905	100.0	95.8	3.1	0.7	0.4
1910	100.0	95.6	3.4	0.6	0.4
1915	100.0	94.7	4.2	0.7	0.4
1920	100.0	93.8	5.1	0.8	0.3
1925	100.0	90.2	8.0	1.3	0.5
1930	100.0	89.2	8.8	1.5	0.5
1935	100.0	89.3	9.0	1.4	0.3
1940	100.0	86.7	11.3	1.7	0.3
1950	100.0	59.3	38.6	2.1	-
1955	100.0	57.4	39.7	2.9	-
1960	100.0	56.1	40.7	3.2	-

Note: (1) Enrolment in institutions for teacher training is included in that in institutions of higher education in and after 1950.

Source: Japan's Growth and Education - Ministry of Education, Japan - 1963, page 120.

Table 5. Number of Secondary School Pupils by Type of Course, 1875-1960 Index (Male & Female)

(1935=100)

School Year	Total	General	Agricultural	Fishery	Technical	Commercial	Domestic Arts & Others
1875	0.5	0.8	-	-	-	-	-
1880	1.2	1.8	-	-	-	-	-
1885	1.4	2.2	-	-	-	-	-
1890	1.5	2.4	-	-	-	-	-
1895	3.5	4.7	1.9	-	3.3	1.6	-
1900	9.3	12.5	7.0	-	4.6	4.6	0.3
1905	15.0	18.9	18.0	27.3	8.9	7.9	1.4
1910	20.4	24.6	32.0	42.0	10.6	11.8	2.1
1915	27.6	30.1	47.7	34.1	14.6	16.8	21.5
1920	38.9	41.8	60.5	39.0	25.2	29.2	27.8
1925	70.5	79.0	71.9	53.8	55.1	53.0	50.6
1930	87.3	94.9	85.9	78.5	74.6	72.5	69.0
1935	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1940	140.2	131.2	131.5	134.5	219.9	148.9	156.3
1945	205.3	209.2	242.4	279.0	587.1	121.9	126.9
1950	166.2	172.0	235.3	309.1	365.9	93.3	114.5
1955	223.7	212.3	263.8	466.6	488.6	188.1	210.1
1960	280.6	259.6	281.9	605.9	666.0	273.0	251.6

Source: Japan's Growth and Education - Ministry of Education, Japan - 1963, page 165.

23. Although it appears that the early effort in primary education in Japan was undertaken partly on the basis of prior 'study' missions visiting advanced countries -- which may be called an inversion of the advice aspect of technical assistance -- there was in this field only limited scope for any of the technical assistance functions mentioned earlier. The scope for these functions to come into play was, however, much greater at the highest and middle levels. Thus, even when the size of the secondary and higher streams was tiny, Japan showed a very high rate of foreign technical assistance in this field which rapidly decreased as local skills emerged.^{1/}

^{1/} Vide earlier table 'Hitotsubashi' Journal of Economics, page 9 above.

24. Today, certain developed countries ^{1/} have emphasized middle-level training, particularly through institutional and equipment assistance. Similar help is a feature for higher education and training in the programmes of a number of advanced countries, and includes such methods as 'sponsorship' or 'pairing' whereby institutions in advanced countries 'adopt' sister institutions in developing countries.^{2/} Fellowships abroad for study and training are an important feature in this field, the extent of use varying from less than 1% of the students within the country, in India, the Philippines and Pakistan, to about 25% in Iran.^{3/}

25. In developing training functions of these types, there is always the danger of slipping into easy or readily available ways of providing assistance. Questions arise, for instance, whether to send in large numbers of primary school teachers to developing countries or to set up special projects to train local teachers; whether to place students for study abroad or to establish or improve institutions within the country; whether to set up experimental and demonstration farms or to undertake widespread extension services and farm education programmes. There are ample examples today of striking assistance efforts in setting up local institutions which multiply skills much more rapidly and more appropriately to requirements, than large scale reliance on fiscal reliance on foreign study, which may be cheaper to the donor country. Of course, a sound programme receives additional strength if potential cadres at the trainer levels are assisted in foreign study and training. Even a cursory view of past history in developing countries which have a larger outturn of high-level skills than others shows up the large and continuing results achieved by the establishment of universities and other institutions within the country in this manner, before the term technical assistance came to be formalized. It would not be difficult to imagine the plight of these developing countries which are better off than some others today had these institutions not come up some decades ago and if the countries had continued to rely on foreign study alone.

1/ For instance, Germany and Israel.

2/ OECD, *Op. cit.* page 66, and "Problems of Development" Series TECHNICAL ASSISTANCE by Maurice Domergue, page 25-26.

3/ OECD, Development Centre Studies No.3 (revised) page 68.

26. Another aspect of technical assistance contribution lies in institutions which are somewhat more specialized in their functions and more 'comprehensive' in the nature of their operations. These would combine on-the-job skill, advice, training and even direct undertaking, mainly since their areas of operation present problems which do not lend themselves to the performance of technical assistance functions in more conventional or compartmentalized ways. An example of this was a consolidated programme by one of the private United States Foundations in the agricultural sciences field in Mexico. To meet the combined problems of yields, efficient practices and management, a whole programme of in-service training, foreign study, and the setting up of local institutes was undertaken over a number of years. Striking results followed in the end. In another case, in Brazil, the indigenous industry sector set up its own large training system for skilled-workers, which eventuated in a large multiplication of annual skill outputs, from its own institute and, subsequently, in much larger numbers through the efforts of the participating firms themselves. A third and perhaps one of the most striking examples was the leading role in industrialization played by the Government Development Bank in Mexico. The noteworthy feature of its approach was its own entry into the field of industrial programming, study of linkages and feasibilities, seeking out of foreign investors for which intelligence information was obtained from the IBRD, undertaking project analysis and maintaining a large file of analyzed projects as candidates for finance. Thus it took on, among other things, some significant, entrepreneurial functions and responsibility for steering the directions of investment and of technical assistance. Similar activity on a different scale has also been evident in the industrial field in Brazil. This seems to be an approach which is particularly important in countries pursuing policies of nationalization of key areas, as has been the case in Mexico and is so in a number of countries in the Asian region. It has been noted that, in both Brazil and Mexico, the contribution of foreign capital to the provision of key industrial skills has been outstanding.^{1/}

27. A similar content in technical assistance provision may also obtain at regional level. An outstanding example of this has been the Mekong Project which has ferreted out potentials in the areas of the four countries along the South Mekong and organized a large and growing programme, combining finance and technical skills.

^{1/} OECD, op.cit., pages 37, 39, 44, 59 and 60.

28. A special technical assistance role lies in the field of research. Many technological skills can, of course, be borrowed. However, in fields such as agriculture, which is not only of great importance but also more specific in its problems, as well as in the adaptation of industrial techniques to permit the use of local materials, national research is vital. The setting up of institutions, more than foreign advice or fellowships - the latter, of course, having an important place - would be the chief technical assistance function in these cases.

29. This type of assistance is also particularly suitable for regional co-operation; not really in fields which properly require national institutes, but certainly in those that are less specific but of common concern to developing countries and are suited to co-operative research. Birth control techniques, use of tropical timber for pulp and paper, control of flies and pests, construction of low cost houses and school buildings, audiovisual education, teaching material at school level in science and technology, desalting of sea water, labour intensive industrial technology, techniques of investment project analysis, road technology, and typhoon control have been mentioned as suitable areas. Technical assistance can play a major role in creating such focal points for research. A supplementary role has been played in these fields where advanced countries have research institutes which are primarily created to work on problems of developing countries.

30. The international seminar, workshop and conference approach is a function that has a combination of training and study in varying degrees. Given effective country assistance, the international approach provides a useful and sometimes indispensable medium for high-level operational personnel, to serve as a clearing point or a refresher course as the case may be. Also relevant is another group of international activities, carried out at the global and regional levels, which provides fora both for moulding attitudes between countries, and for strengthening the bases for these attitudes, through intense preparatory studies and the like which are in effect of an inter-country technical assistance nature. Examples of this include the United Nations Conferences on Science and Technology and on Trade and Development, and of the regional conferences associated with trade liberalization, and shipping and ocean freight.

31. The emphasis given to technical assistance in particular countries could also be influenced sometimes by the nature and size of the sources of this assistance. Donor countries either

by their size or tradition are not all necessarily equipped to give comparable types of assistance. Further, smaller donor countries may not even be able to study receiving countries needs in the same way as the big donors. Again, there are differences in possibilities as between bilateral sources and multilateral.

32. Four main sources of technical aid may be conveniently distinguished: (a) bilateral, (b) multilateral; (c) technical assistance provided along with capital investment, itself flowing from government to government capital or as foreign private investment and (d) private voluntary organizations.

33. In the first group, that is bilateral assistance, the administrative tradition for example in France, where intensive specific training is combined with the overseas career system, has enabled the country to provide skills on a proportionately larger scale than the western countries generally. The United States assistance, by virtue of its size, has entered actively into manpower planning approaches, into the Peace Corps programme and into study trips to the United States designed to confront personnel from developing countries with American science and technology. The very size and development of the United States also impose their own limitations; for example, the study trip approach has been seen to be relatively unproductive in cases where countries really need a somewhat different technology. In the United Kingdom, the particular overseas tradition and the system of staffing its internal service with an elite of generalists, appears to have limited the country's ability to tap its skills; a defect which is now being remedied. Germany, which started its technical assistance in 1956 more or less from scratch, has different specialized agencies for capital aid, language training, scholarships, and short courses, in addition to subsidizing private organizations which provide assistance. Its larger area of emphasis has, as mentioned earlier, been on practical training in middle-level skills. The content of assistance from smaller donor countries would appear to be more effective where it is highly specialized in certain fields or heavily concentrated in a few countries. In the socialist countries, most of the skills supplied are associated with economic aid. Preinvestment and feasibility surveys seem to be a necessary precedent to both financial and technical aid in the case of the Soviet Union. It also supplies more middle-level skills, including foremen, than in other comparable cases. There has been less emphasis on policy advisory jobs. In the case of mainland China, the working conditions for assisting personnel seem to be less demanding and

there are cases where the project has built its own housing of very modest standards. The technology supplied tends to be more labour intensive than in other cases and the spread of skills much wider, including skilled workers, and even labourers in the case of road building. The large Foundations, best illustrated in the United States seem to have had the ability, through their own greater freedom, to take a long term view and have built up institutions of high quality in the technical assistance field. A reference to one case was made earlier in the form of the Mexican programme for agriculture. There now exist in the private sector of some donor countries what are termed consulting firms which provide contract services in something like package form covering pre-investment investigations, feasibility studies, and other advice, often on a turn-key basis which covers complete installation and running of plants. This has been extended to nationalized as well as private projects in the receiving country. It has the disadvantage that indigenous personnel do not obtain adequate training and experience in design and construction. It may perhaps be of more use in receiving countries which are acutely short of a whole range of skills and cannot hold back investment programmes until their nationals are trained in some of the levels of skills.

34. The United Nations family, which is the largest source of multilateral assistance, has been an important source of strength to receiving countries where projects are financed from internal budgets. Further, United Nations family assistance is governed by the idea of 'non-nationality'; this enables countries to have within reach an unbiassed point of reference for advice and consultation on important policy matters that involve at the same time wide technical knowledge and experience. There are also limitations, to which the United Nations is fully alive and for which it is taking active remedial steps. They include the still inadequate ability to respond to emergency needs, the neglect hitherto of certain basic fields such as industry and a tendency to pursue assistance activities which may suit professional interests.

35. One aspect of the inability to recruit experts in time may be encountered in a sector such as industry. Whereas in some of the other sectors, such as agriculture, it would be possible to negotiate for the services of personnel in the employ of governments, most countries industrial skills are in the private sector. At the highest echelons of employment in this sector, where also the skills are at their highest, the disincentives for moving into an assistance service in a

developing country are great indeed. Where such assistance does move, it generally goes along with private investment and the technicians are provided by the foreign participants.

36. The United Nations Special Fund has placed emphasis on pre-investment and feasibility studies and long-term institutional development. ECARE itself has added to its own work programme activities associated with resource surveys and pre-investment studies; and has adopted a team approach in undertaking these as well as other projects. Training programmes of various types are another feature of increasing importance. Generally speaking, the tendency has increased to view country problems in an inter-disciplinary sense. At the regional level, the trends have been towards projects designed to find practical solutions to problems such as have arisen in recent years in trade, shipping, industry, finance, river basin development, transport and planning. Both in training, and in the efforts towards developing regional programmes, the new system of regional advisers, operating as high-level flexible assistance in several similar projects over a number of countries of the region, has assumed increasing importance.

37. International Bank for Reconstruction and Development and International Monetary Fund technical assistance reflects the nature of their main tasks through emphasis on advisory and training work. Other sources, such as the Colombo Plan, contribute markedly towards skills training and the Asian Productivity Association emphasizes productivity aspects in a wide sense and over a number of fields.

38. Capital aid directly implies some technical assistance contribution.^{1/} In the bigger donor countries, the idea of such a contribution as a long-term process, which requires suitable staffing arrangements, has still to be adequately developed; the smaller donors obviously may not be able to supply suitable cadres. In the case of private capital aid, the associated supply of skill in construction and in installing equipment, of entrepreneurship, of management and of

^{1/} The Netherlands Economic Institute estimate is an average of 10 to 11% of total construction costs on pre-investment and construction personnel, including local. The Need for Pre-investment Activities in the Newly Developing Countries, (Rotterdam, April 1961).

maintenance and sales skills is usual and is of key importance. The proportion of these skills to given investments would vary according to the levels of skill supply in the receiving countries themselves. Development banks as mentioned earlier, could act as an important focal point for utilizing such skills associated with private investment.

39. As may be expected, voluntary agencies differ a good deal in the character of their assistance. A large part of this goes for relief work and training in one form or another. There is a tendency for most of the services to be of a type which the agencies think should be had by developing countries.

40. Thus, the content of technical assistance and, therefore, its contribution in the development effort may depend as much on the sources of assistance utilized by the countries as on the proper identification of their own technical assistance needs.

(iii) Its qualitative significance

41. Nothing that has been said contravenes the observation that technical assistance in any case constitutes but a small fraction of the total resources used in development. Thus its quantitative significance is not the yardstick by which the importance assigned to it may be judged. Its major contribution is its ability to provide the know-how at 'bottleneck' points in the economy and thus permit the release and utilization of all the much larger internal resources of the country. The manner and form in which this release can be assisted from external sources have been discussed in the preceding section. The job that may need assistance from within the country may be a production activity directly requiring a particular know-how, a supply of educational skill to man a new institution, experience and knowledge in rationalizing a besetting problem in finance or administration, or participation in resource survey, research and feasibility study.

42. A characteristic of technical assistance, whatever its pattern, is that, both in the areas in which the projects are operated and in the overall economy, it produces a decided impact. In a sense, this may be said to be a qualitative contribution leading to a multiple result which is quantitative and large. Thus, assistance has been considered to have a multiplier effect. It has also been often described as being catalytic in nature. To repeat what has been implied in the

earlier pages, this technical assistance quality creates investment opportunities where there have been none, enlarges investment areas in existing fields, steps up production in the various sectors and raises levels of policy making in intricate areas where new thinking and decisions have been awaited. However, a multiplier or catalytic effect is not limited to technical assistance only. This leverage is taking place all the time in all economies that are not stagnant, with the use of the internal domestic resources, skills and institutions. The special characteristics of technical assistance are, therefore: one, that its contribution is at points where know-how can be obtained only from outside; two, that it is of a catalytic or multiplier nature. The whole area of 'running operations', as it were, of the economy is the responsibility of the country's available skilled nationals and manpower; so that, once a given level of skills is created or exists within the country, the production in the mass, of goods or of ideas, is not the function of technical assistance but of the country's human resources. This brings into sharper focus the increased and, in some ways, unique responsibilities of the technical assistance function in the development effort. It is a type of responsibility which suggests immediately the need for the most careful assessment of its programme, the direction of its contribution and the means employed to make this contribution. It implies equally an acceptance by the receiving countries of a special need to ensure that this assistance, quantitatively so small, is utilized on carefully planned bases and through means that are appropriate to and effective in particular country circumstances. In a sense, the quantitative significance of technical assistance may be compared to the role of foreign capital contribution. Foreign capital is not only a means of supplementing financing needs; it is also the channel through which vital commodities are bought and critical investments made. The planning and programming that should go into the use of technical assistance needs therefore to be as wide-ranging and as precise as in the case of programming for foreign financial aid.

43. There is, of course, enough country experience in this region to substantiate both this view of technical assistance as a catalytic agent and to invite the need for improved co-ordination of technical assistance programming. In one country of the region, five years of combined training programmes, made up largely of in-service training, and advice from the United Nations, the Colombo Plan, the Ford Foundation and the World Bank, has resulted in the creation of an active and efficient planning unit and the drawing up of the country's first

five-year plan. The Plan itself reflects full understanding and competence in the fields of human resource development, manpower planning, foreign aid co-ordination and administrative organization. The results have led to a decision to intensify this training work in the succeeding period, in order to yield a specialized organization within the Government which will be capable of providing all the technical expertise required for the formulation and implementation of development plans. In the same country, the bottleneck in research which is now holding up progress in agriculture and in industry, is being overcome with United Nations advice concerning institutional steps in that field. In industrial policy, Colombo Plan advice has played a significant part in the decisions made on projects as well as on institutional arrangements. In another, very small, country of the region, high level advice from a United Nations mission made it possible to establish a special, broadbased agency for industrial promotion which is now virtually altering the industrial picture of that economy. Furthermore, this particular project has also created a working basis for the immediate initiation of a number of industries, thus providing the newly established agency with a suitable springboard for action. Also, assistance in the field of technical education contributed in this country to a noticeable stepping up of the tempo of activity.

44. In yet another country which is even more heavily dependent on agriculture than most countries in the region, a start has been made, through a socio-economic survey of one district with FAO/Special Fund Assistance, with preparing the ground for the type and scale of economic diversification that, in a planning sense, is due very soon. Similarly, a project has been initiated for assistance in mineral resources survey by a United Nations team. In the meantime, expert assistance in industrial economies and investment is being provided, to lay down the broad lines of institutional and policy development, including research. Already, the country had been receiving assistance for some years in the fields of administration and finance. In spite of certain problems in the organization of the assistance, such as too many advisers with differing viewpoints, not only have the lessons of good technical assistance been learnt, but the country has now come to a stage of being no more dependent on advice in these fields. Bilateral assistance, which is coupled with finance, has made possible badly needed improvement in road transport facilities.

45. As a result of steps such as these, this country which in terms of foreign exchange is not badly off, is able to look

forward to expanding, balanced and realistic programmes of growth. In such countries as well as others generally, technical assistance has played a key role in fostering hydro-electric power development by laying the ground for the financial investments that followed.

46. Examples like these are many. Undoubtedly, there have been problems too in the types of technical assistance offered or selected, in proper planning and co-ordination of assistance and in failure to use feasible sources even where they were available or, conversely, an over supply of assistance, particularly personnel, to the neglect of, say, institutional or other forms of assistance.

47. Given, therefore, the special role of technical assistance in the development effort, it is clear that its smallness and its importance call for a careful fitting of assistance needs and supplies into the total development activity of the country. In the substantive sense, this can be done only by seeing the points at which technical assistance, not unlike nuts and bolts in a frame, must come in to play its part in the erection of the larger planned economic structure, in which money, materials and domestic human resources are joined. It is a type of action which obviously does not admit of ad hoc procedures, but has to be based on both long-term and continuous or short-term assessments within a wider economic context. This means the close co-ordination, in a dynamic sense, of technical assistance programming with national development planning and implementation.

Chapter III. ASSISTANCE PROGRAMMING TECHNIQUES IN RELATION TO NATIONAL PLANNING AND IMPLEMENTATION

(i) The link between technical assistance and development planning

48. With technical assistance being so heavily related to development activity and scattered over so many points in the economy, its influence, in terms of its 'spread' and effect, is too deep to be left unnoticed. The combination of smallness in magnitude and weight in quality, at least potentially, makes it, in the receiving country's own sense, a very resource indeed. If, as may be expected, the basis of the planning process is the most efficient allocation of a country's limited

resources - of lands, minerals, domestic savings, foreign exchange earnings, foreign finance and usable manpower - technical assistance, available and to be organized, becomes an equally scarce resource for optimum utilization. The scheduling of technical assistance needs or supplies, has therefore to partake of the same assessment for relevance, for superfluities, for priorities, for phasing and for other relations as between sectors and projects that are accepted as obligatory for the other resources of the economy. This has implications both in the broad planning process and in the implementation of the plan.

49. It will be useful, before going further, to distinguish between two type-groups of technical assistance that may be expected to emerge in the course of a country's programming activity. The first, which is both longterm and continuous as well as basic, is that which reflects the nation's plan and programmes and the skills requirements and phasings derived therefrom. The second group would contain projects, generally for persons to meet specific technical needs in specific industries, plants and other undertakings, such as, say, for a boiler maintenance expert in a factory that is experiencing a problem in this field. Such technical requirements are not, of course, directly contained in the economic plan or even in the economic programmes, although the annual implementation stages would be in time to incorporate such needs. This is certainly an important aspect of technical assistance formulation and activity. It underlines the need for very close association of co-ordination by the central agency with the other levels in the country. Yet, this group is not to be regarded as the whole or as the basic position of the technical assistance pattern that should evolve out of a relation with planning. 'Technical' needs suggested as falling into such an 'ad hoc' group themselves have their meaning only in the event of prior acceptance of a form, or pattern, of investment and assistance in that sector or project in which this technical gap is later noticed. The relating of technical assistance to planning in fact enhances the meaning and value of active identification of technical assistance gaps in the circumstance discussed above.

50. In the planning process proper, the main reason for linking it with technical assistance is that there is otherwise a persistent danger of misdirection of this assistance or imbalance in programming for it. Development programmes that are interdependent in the plan will also require this relation to be reflected in the technical assistance provided. Human resource bottlenecks, which often are another form of

interdependency, however ill-desired, are central to planning problems in solving which technical assistance is a potent source. Although the state of supply, or 'offers', of technical assistance is, at a given time, something like a ceiling determining the scope for programming, the link with planning offers scope for exercising discrimination in the choice of desired assistance, for switching available assistance from an area where local skills may be transferred to a technological-ly 'marginal' project which would otherwise not be taken up, and for evoking and developing, over time new offers of assistance to meet planned demands. Conversely, the link with planning also enables the technical assistance pattern to conform more to the development needs of the country and less to what the donors may readily be able to supply. While country experience in the region has not been sufficiently evaluated to identify such areas of actual misdirection with authority, the information available suggests the existence of the tendency referred to, wherein availabilities often play a determining part.

51. The balance between training of counterparts or training abroad and the more long-term approach through institutions; between training of trainees and training of trainers; between assistance in setting up demonstration farms and undertaking extension services over wide areas are all instances of problems of choice that have been encountered among countries of the region. The wrong choices or more accurately, the wrong mixture of choices, would be significantly responsible for slowing down growth rates or even for negative effects.

52. This type of link with planning is a problem not only for the receiving countries but for the donors as well. It is important enough even to a single donor source to know the relevance and potential result of its assistance and to orient, in course of time, its future assistance. The link become even more demanding when there are, as now, a number of donors of various types and having varying thinking and approaches. There is room here, in the future, for thought on such aspects of co-ordination as emphasis on adopting programme as opposed to project aid, and for 'consortia' approaches as opposed to supplies by individual donors, whether bilateral or multilateral.

53. The link between technical assistance and development planning at the implementation stage is implicit in the discussion of the earlier sections. At this stage of implementing the plan or plan realization through actual production, the

allocation decisions of the earlier stage do not solve the problem of putting the resources or 'instruments' together, nor thereafter of utilizing the production capacity of the created projects. Skills, knowledge, know-how - whatever the term employed - this resource becomes the key transforming agent from the planning stage to the implementation stage. Quantitatively speaking, a major part of this would be domestically available; while qualitatively, as emphasized before, some of the most important 'break-throughs' in the development process would require foreign technical assistance. In terms of country experience in the region, this has been found to apply as much to factory and farm production as to resource survey, applied research, the drawing up of plans themselves, administrative reform and educational planning. Close and continuous liaison of short-term technical assistance programming with progress in development implementation is thus basic to both technical assistance and planning.

54. Country experience in the region in regard to the establishment of this type of link with national planning is quite limited. A heartening feature, however, is that a stage has now been reached of complete awareness by almost all the countries of the need for such a relationship in actual programming. A concomitant feature is that this awareness exists equally in the technical assistance and the planning units of the countries. Where countries have produced plans within recent years, this understanding is fully reflected in the plans themselves. Questions such as whether assistance is assessed along with plan variable or allowed to trail along, and whether it is considered as a series of assignments at key-points in plan implementation, may thus be taken now to be legitimate and acceptable to the countries of the region. It is a stage at which joint thinking can be expected to be welcomed and to which this Seminar is an initial and, it is hoped, an important contribution. It should be possible to decide on useful practical steps, at the national, multi-lateral and bilateral levels, leading towards enhanced programming techniques and co-ordination in the technical assistance field.

55. In the succeeding sections of this chapter, the introductory discussion of this section will be carried to a more detailed stage of analysis. For convenience of discussion, as well as for its appropriateness in applied terms, the discussion that follows is divided into three broad groups of assistance programming, corresponding to the three main stages of perspective planning, final or aggregate planning and plan

implementation, in the economic planning process.

(ii) At the perspective planning stage

56.; In economic development planning, this is the stage at which an overall plan view is attempted in terms of current national output, resource potentials and 'medium' or long-term growth prospects in relation to national goals that would themselves be influenced in the process by the potentials of existing and latent resources. Implied in this is an idea of the main resources due for further expansion or development and, equally, of limitations in resource availabilities. Such a perspective study would yield, or has the capacity to do so, certain useful broad assessments of the main groups of skills and their magnitudes required for achieving the goals of the plan within the various sectors. For example, the natural resources due for development would indicate the required nature and magnitude of the related skills; industries directly or indirectly associated with chemical processes, if they were a large part of the industrial perspective, would suggest their own relative magnitudes, or the industrial investment magnitude as a whole itself would lead to a fair knowledge of the amount of high and middle level skills required in the field; the scale of land reform and the rural economic growth envisaged in the long term can suggest corresponding scale of skill requirements; a measure of the planning efforts themselves would indicate certain needs that are capable of being quantified, say, in finance, planning, statistics and administration; the very scale of productive activity projected for the economy would suggest certain magnitudes required in managerial and manual skills. In short, useful manpower assessments in terms of future demand and supply, should be available. Set against the country's own capacity to supply these requirements, much of the pattern for long-term preparatory steps and activity becomes clear. While a lot of this would be relevant to domestic organization of resources and to financing, the crucial contribution of technical assistance in shaping the supply demand balance as projected, becomes equally definite. Various types of assistance, whether direct supply of foreign manpower, contribution by training, advice or assistance in institution building, could be assessed in their broad types and numbers. Technical assistance programming, at this stage, takes the first step in giving context and perspective to its various components and in minimizing the element of ad hoc approaches. It gives balance to its long-term and to the later short-term programming activities and

facilitates, additionally, both the proper financial arrangements within the country's own budgets and opportunity for response by donor countries to actual needs, in terms of types and numbers of personnel and their timing.

57. This is type of exercise in which all sections of the country would need to participate and is, in any case, familiar in the methodology of the perspective economic plan. From the point of view of technical assistance in a perspective sense, special relevance is attached to the ideas of manpower planning and educational planning. The assessment of manpower supply and demand with a reasonable degree of success is the key to the establishment of a long-term pattern for technical assistance of various types, including formal education, in-service training and so on. While education, as generally understood in countries and at least in so far as the scope of the ministry concerned with it goes, does not comprehend all aspects of skill building; it does, however, remain a major factor in this process. Manpower and educational planning are thus of particular relevance in this stage of long-term technical assistance planning. It will be clear already from the description above that the main responsibility for a successful laying out of such a long-term pattern lies with economic planning proper and the agency in charge of it. The responsibility of the technical assistance administration in the country lies in actively reflecting this pattern in its machinery and administration, as regards both international organizations and external donors. It is clear that there has to be a very close and understanding link between the technical assistance and planning organizations in the country, if good technical assistance programming and anticipated plan realization are to result.

58. Country experience in this region, and for that matter elsewhere ^{1/}, suggests that programming of this type is still only in the initial stages. The tendency has been for planners to concentrate on financial assistance and priorities to the relative exclusion of technical assistance requirements in a

^{1/} For example, see the paper prepared by Merrill C. Gay entitled "Problems in the Integration of Foreign aid with National Plans (p.61), for the first "United Nations Inter-regional Seminar on Development Planning - Planning the External Sector: Techniques, Problems and Policies", Ankara, Turkey, September 1965.

planning sense. Perhaps, some of the reasons for this are the multiplicity of sources in the technical assistance flow, the relative absence of co-ordination on the side of donors and the consequent ad hoc or shopping approach to requests for assistance. The path towards improvement is, however, mutual and interdependent. Improvements in country programming in technical assistance are certainly likely to invite and lead to corresponding responses in methods and organization on the donor side.

59. It is pertinent that, even where long-term programming of this nature has not been initiated, there is now awareness of its relevance and, in some cases, some attempt to produce certain useful indicators of long-term skills and training needs. For instance, one developing country of the region, which is not among the more prosperous in this group, has detailed its targets in terms of numbers to be 'produced' not only in primary and secondary education but also through vocational and adult education and training. In the training field, this target classification extends to such details as overseers, field assistants, supervisors, rangers and foresters, nurses, midwives and health workers, surveyors, co-operative officers, village workers, workers trained in cottage industry and school teachers. In the case of another, more prosperous, developing country of the region, an economic perspective plan has recently been completed extending over twelve years, with a manpower projection for five years, and a projection in higher education covering fifteen years. Its development plan devotes a chapter to Employment and Manpower for Development and another to Education and Training. Its outlines for the future dwell in interesting detail on quantitative data relating to skill gaps in the private sector, in the public service, in research and extension personnel for agricultural diversification and productivity, in management and accounting skills for industry, in teacher output and in the other education and training programmes.

60. There is a reflection of these assessments not only in the proposed figures of outturn by 'desirable' methods, but also in the assessment of the extent of unavoidable reliance on other approaches such as short-term courses, foreign personnel purchases with the country's own financial resources, and even experience without professional education. Counterpart institutional and equipment requirements have also been considered. As the plan puts it, 'a most valuable function of a Perspective Plan is that it indicates what must be done in the immediate future if the full benefits of development are to be

enjoyed ultimately'. In this foundation for long-run success, three types of action outlined are under the heading of knowledge, people and institutions. Recognition of the role of skills in plan success is very clear. The shortage of trained and skilled manpower has been considered a 'serious constraint', and much of the plan 'had to be formulated in the light of this manpower shortage'. In view of this shortage, training is due to be 'stepped-up to levels far greater than anything that has been done before'. The education and training programmes considered in relation to the economic and social plan are set down as one of the plan's fundamental objectives. Specifically, in relation to technical assistance, the plan openly avows that its programming will be an integral part of development planning and implementation. The rate at which trained manpower is produced is clearly considered 'an important determinant of the rate of advance which the country can achieve over time.'

61. Indications such as those mentioned above, as well as those in other countries of the region,^{1/} suggest clearly that a relationship is developing, which is bound to ripen in the succeeding years, between the economic planning and technical assistance programming services within these countries. The time is thus appropriate for increased interchange of ideas and mutual assistance to promote this development along the most fruitful lines, with due regard to the respective backgrounds of individual countries.

(iii) At the sectoral and aggregate planning stage

62. This would be the stage in which the final plan, as normally known and published, is prepared. In contrast, the earlier perspective planning stage is not necessarily observed in its rigid form in the planning process of all countries. Where there is no perspective plan, however, there would generally be medium or long-term projections of major categories that are considered to be of special relevance to fixing the dimensions and composition of the final plan. Whatever the

^{1/} The illustrations in the text are from 'lesser' developed countries, or countries which have recently addressed attention to the problem discussed. There are, of course, other developing countries in the region having longer planning experience, and perhaps proficiency, which have been undertaking manpower planning with varying, even if still inadequate, degrees of sophistication.

nature of the preceding exercises, the final plan would (a) contain a scrutiny of its development goals for intersectoral consistency in their physical and financial terms and (b) have built into its frame the detailed sectoral and major project programmes of investment and output that go to make up plan. It follows that assessments would be available of sectoral, sub-sectoral and major project needs, expressed in terms of money and materials. Relative priorities and phasings of action to meet these needs would also be reflected. In addition, there would be set down, in varying degrees of completeness, mutual dependences between sectors and between projects. An output input dependency would clearly exist even if the plan were not sophisticated. The total result of all this is that the country would have a fairly precise matching of resource demand, as indicated at the prespective planning stage, with supplies, along with institutional, organizational and policy measures needed to develop or evoke these supplies wherever necessary. As the plan gets implemented, this precision, of course, suffers progressive loss, due to various causes associated with financial, physical and policy matter. This point is dealt with in the next section of this chapter. At this stage, the material fact is the availability of a fairly precise interrelated and balanced view of needs and availabilities throughout the economy.

63. Thus, for technical assistance programming, this is a phase in which the manpower planning and pattern of the earlier stage receives detailed form. Such form would be not merely in terms of revised broad magnitudes of education or of training policies, but specifically in terms of number and size of institutions, training programmes and on-the-job technical assistance. Also, the plan priorities and phasings of this stage would be reflected in the technical assistance picture. From the point of view of technical assistance programming this is, in any case, a crucial stage. The needs of the economic plan would have to be closely followed up and contact made with those responsible for the execution of the various plans, categories and projects, including the private sector. Involved in the private sector should be not only 'catalytic' assistance by the State, but also an idea of the nature and amount of assistance that comes 'built in' with foreign financial participation. There would also be a need to check the proposed technical assistance programme for adequacy of counterpart financial and personnel provisions within the country.

64. A number of other factors also become relevant at this stage of programming. For example, the inter-sectoral and

inter-project dependencies in the plan must be adequately reflected in the technical assistance pattern and in its timing. The priorities of the assistance programme must similarly bear adequate relation to those of the plan. Institutional and policy measures to ensure the planned expectation of supplies in skills should be incorporated in the programme. Decisions have to be made, in various important categories of activity, on the assignment of short and long-term assistance in the appropriate phase, on ad hoc research and longer term facilities for research and on the proportions of high and low level training over the years of the plan. The sum total of this programming is the consequent availability of a 'blue print' in technical assistance formulation which assures to the country's investment programmes the type of support, timing and skills which the economic plan requires for successful implementation.

65. This long-term programme of technical assistance serves not only the country which prepares it. The pattern of technical assistance supplies is such that a programme of this nature is indispensable for the successful development of the supplies themselves. The sources of assistance are today many and varied. The skills which are available 'on tap' from advanced countries are not always of the type that may be required. In any case, these countries would also suffer, in the absence of a presented programmes, from an ignorance as to the real needs of the receiving countries. Foreign skills are also in short supply and any advance knowledge of requirements enhances the donor countries abilities both to maximize the use of available assistance and, in the long run, to extend the supply. The danger to receiving countries of being left with advice of doubtful quality would thus be minimized. At both the bilateral and multilateral levels, there is now growing awareness of the need to optimize the supply of assistance in these senses. Some of the major advanced countries have separate ministries or departments for technical and economic co-operation which are being oriented increasingly towards the building up within their countries of skills suited to the needs of developing economies. This covers both personnel and research institutions devoted specially to developing countries problems.^{1/}

^{1/} For example, see the description of policy and measures in this direction in the United Kingdom publication entitled "Overseas Development: The Work of the New Ministry". (md.2736, Aug. 1965).

66. The donor countries have in recent years shown their desire to have an integrated picture of the economy themselves not only by welcoming efforts of receiving countries on these lines, but also by making attempts at forming an integrated view of their own. For instance, an outstanding feature of recent United States aid policy, which may be considered to comprehend technical assistance as well, is the emphasis on comprehensive analysis of the situation, requirements, possibilities for development over a projected period, and the probable impact of various alternative ways, including time phasings, in which external aid may be provided. The stated aim is to project the developing country goals over a forward span of years, on the basis that realistic assessment of aid can be established only in terms of several years. Although there may be no 'multi-year commitments' in a continuing sense, yet such analysis is considered to serve as an encouragement to continuity of approach 1/. This type of thinking has become part of some other donor countries' approaches as well.

67. Within the United Nations family, there is great emphasis on the availability of development plans as a basis for programming all its technical assistance to receiving countries. In the absence of such long-term technical assistance programmes in countries, the potential effectiveness of United Nations family assistance can of course be affected. Relative emphasis as between sectors and types of technical assistance, viewed from the country angle, are either not clear enough or absent in some cases, with the result that there could be imbalances in the volume of assistance given to sectors or in types of assistance; just as there would be with bilateral assistance in such a situation. The fact is that long-term technical assistance programming is vital to all technical assistance offers from whatever source. It is difficult to escape the conclusion that the counterpart technical assistance programming in a country's final economic planning stage is a function that needs critical care, to ensure the successful organization and use of technical assistance, and successful development.

68. It is not unusual for plans of development to be tailored to meet the limits of foreign financial and technical assistance. This arises out of the domestic limitations of material and human resources and the need to rely on foreign assistance if the scale of development is to be enlarged upon.

1/ Merrill C. Gay, Op.cit., pages 18, 19.

Development plans have thus been held down in a number of cases to proportions that could be handled by the expected resources becoming available during the plan period. The technical skills so available are thus an important constraint.^{1/} A point of considerable significance to technical assistance programming arises at this stage of planning. Foreign assistance is usually assigned to projects that are agreed upon as representing priority needs. A particular project so selected is thus examined in close detail by the donor country or agency. In rendering assistance to this project, essentially what happens is that the receiving country is thereupon able, in most cases, to add to its internal programme an additional project on the list of its plan priorities. Assuming, as would be the case generally, that this additional project is undertaken by the country with its own material and human resources, this project does not at any stage become one for note or scrutiny by the donor country which was assisting the priority project mentioned earlier. In effect, however, it is the donor country's assistance on the first project that has made the later project possible. Conversely, in the absence of assistance to a particular project, the developing country would undertake a different, or a different type of, project within the limits of its technology and resources. In effect, therefore, the confining of attention by the donor to the top priority projects simply means that the donors are not aware of the total programme and, therefore, of the plan background in which context the assistance is being rendered. This means, in fact, that the aid given is not necessarily to the specific chosen projects; although it is ostensibly project aid, it really turns out to be programme or plan aid; and, finally, the efficacy of aid given to the priority project still depends on the soundness of the receiving country's total investment programme. Where there is 'pressurizing' on aid by a donor, besides these effects, the receiving countries' internal resources get tied down and a distortion of the development pattern tends to occur.^{2/}

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- ^{1/} For example, the Malaysian five-year plan 1966-1970 had to trim its programme in several areas to 'more modest proportions than was at first thought desirable because the personnel required to implement the projects contemplated were not in existence'. First Malaysia Plan (1965) page 13.
- ^{2/} The theme of this whole paragraph, although known and discussed elsewhere too, is particularly well elaborated by H.W. Singer in an article entitled "External Aid: For Plans or Projects?", the Economic Journal, September 1965, pages 539, etc. seq.

69. Even if the provision or otherwise of technical assistance does not change the country's investment schedules and pattern, beyond omission of the project not assisted, the case for change to 'programme aid' remains. It is difficult to see how an assisting country can know the relevance and value of its own contribution, if it does not know how its own projects are related to the others, and whether needed assistance in a related field is being given, either by the receiving country or by another donor.

70. All this is a further substantiation of the need for both donors and receivers to undertake suitable long-term technical assistance programming at the aggregate or final planning stage of economic planning. Deriving long-term programmes from the aggregate planning stage is, in any case, the only means by which the receiving country and the donor become aware of the basic pattern in which all assistance has to be developed, and by which donors between themselves can move towards mutuality and general complementarity of activities over sectors, sub-sectors and projects.

71. Country experience in the region, while indicating awareness of the need for long-term technical assistance programming concurrent with the aggregate planning stage, generally suggests scope for much more liaison than exists between technical assistance and planning. Nevertheless, specific instances exist where this close liaison has been effected and has been found to be most useful. In one federal country of the region, an overall assessment is taken, concurrently with the finalization of the plan, of the entire area of requirements for technical assistance, by aid and by purchase, during the plan period and even beyond in certain cases. 'This overall assessment is undertaken for the purpose of programming and planning and not for detailed scrutiny and sanction' which is undertaken separately on an annual basis. This second stage will be discussed later. Experience suggests that, where long-term programming of this type has not been fully developed, problems have arisen in technical assistance which could be traced to the relative absence of this long-term view. Cases have occurred, for example, of inadequate institutional provisions for training, discovered too late, and of delays in assignment of experts leading to upsetting of schedules in the plan. One country in the region which experienced problems of this nature showed, at the same time, a fairly successful performance in fellowship assignment; this being the result of a fair advance assessment in a long-term sense, of country needs.

72. It is appropriate at this stage to dwell briefly on the impact of long-term technical assistance programming on the types of technical assistance projects that emerge. Given the objectives in the plan, which can extend from surveys, pre-investment studies and research to investment, production, good administration and management, not only are the technical assistance functions, namely on-the-job work, advice and training, correspondingly devised, but the manner in which these functions are to be developed becomes crucial. A question of suiting assistance forms to objectives is thus fundamental to technical assistance development. This is a problem of types of technical assistance projects involving consideration of such varying methods of assistance as bilateral and multilateral aid, individual and team-aid assistance, short and long-term project assistance, high and low-level training assistance, fellowships and experts, country projects and regional projects including seminars and regional institutions, ad hoc research and training and institute development, and the phasing of these types of assistance by the respective stages of development of the projects or of whole sectors or the economy. The background to this has already been outline in section (ii) of chapter II. The following are a few typical instances where the technical assistance functions, referred to before, must still be correctly articulated and phased in keeping with specific plan objectives if technical assistance is to have a real impact.

73. In one developing country of the region, it has become almost accepted practice, where there are a number of experts working on a project, that the co-ordinator or the chief adviser, as the case may be, is from the United Nations family. Similarly, in another developing country, matters involving policy advice, and, therefore, the idea of non-nationality as to the source of that advice, are consigned as far as possible to United Nations family personnel. This illustrates a type of layout in the assistance pattern which could with advantage be pre-planned once the major areas needing assistance have been identified on the basis of the economic plan. A rarer but interesting case found in the earlier country mentioned is something like an over-supply of assistance, and funds, from various sources, in relation to the country's absorptive capacity. Here is clearly a case where a number of things have to be done on a 'first-things-first' basis, for which it is necessary that a long-term programming exercise based on the country's aggregate economic plan should be available. A third illustration of a different nature comes from a developing federal country which faced the problem of creating advanced

technological skills. Starting from the sizing up of prospective needs, it proceeded to reflect them in its plan and thereafter, initially assisted by a special committee, to spell out the details into a long-term, fully patterned programme of institution building. Over a period of about ten years, this programme was completed with a combination of efforts in which technical assistance for one of the institutes was purchased with funds from the country's own resources, another was assisted by the United Nations family and the rest by bilateral sources. In another federal country of the region, the need to combine institutionalized and ad hoc training, which are also reflected as short and long-term projects, at both high and low levels of skills, is recommended in the plan as a basis for the long-term technical assistance programme. The skill shortages are so great and of so many types in that country that conventional training methods are held to be insufficient, as the nation has to depend upon 'professional, technical and managerial personnel whose qualifications derive from experience without professional education'. Special in-service training and short-term course methods are recommended 'to ensure that achievement of plan targets is not prevented'. This whole problem is a challenge for long-term assistance programming in relation to aggregate planning. There are other examples among countries in the region which illustrate these and other aspects such as, for instance, long-term decisions on the combination of fellowships with on-the-job expert assistance. There are even matters such as differentials in salaries as between segments of the working population which are an obstacle to shifting the skill pattern and enlarging the pool of skills. This again requires a long-term plan approach based on policy decisions as opposed to ad hoc action. Experience suggests that countries are keenly aware of these problems and that what is needed is more precise effort to develop the right methodology in this field of technical assistance programming.

74. Again, there has been experience of regional projects, whether institutes or expert documents produced by expert groups or direct investment projects, which fall into the long-term pattern of country programme needs. Planning methodology and international reports of experts on this subject, budgeting systems, statistical organization, investment assistance and international river basin development are examples of projects which seek to reflect country needs in the long-term and are 'on tap' as it were to countries at their final planning stages. It is the responsibility of both suppliers and receivers to reflect country needs in this field.

75. One type of regional assistance, namely the scheme of regional advisers, merits attention, particularly as it fills a gap which is being increasingly recognized as a need in developing countries. As opposed to the conventional expert, the regional adviser assistance is essentially short-term, high-level and mobile. In projects which receive conventional expert assistance, there is, more often than not, a presumption of awareness as to the nature of the project and its place amidst the other projects in the country. This is not always the case in actual practice. In one developing country of the region, this looseness in approach resulted in two experts with two different backgrounds and orientation advising in the same policy field. It was only the country's initiative and the mental resourcefulness of its own personnel which succeeded in sorting out what was essentially a confusing situation. There are also cases of projects where experts are assigned without the nature of the whole programme being spelled out. Quite often, a prior scrutiny will reveal the need for a combination of types of experts, in various aspects of the subject, some short-term and some longer term, some coming before and some after and, preceding all these, the necessity for a study of the general plan of attack in this field. This plan of attack, which would lead to the later assignment of the types of experts referred to, may often be done by country personnel; but, where it cannot, this becomes the first technical assistance need in that particular field. The filling of this need is very often a short-term assignment; so also may be some of the assignments that follow in the programme once it has been patterned out. It is, in the meeting of this type of need, as well as in carrying the experiences of other countries to each country visited, that the regional adviser has great potential. Short-term training activities, such as in statistics, community development or economic planning, play an important complementary role in the regional advisory scheme -- a role which is eminently desirable now that countries have to devise every conceivable method to step up the outturn of skills. This point has already been seen in a reference made earlier to one country of the region.

76. There are thus two broad features at the aggregate economic planning stage that are of relevance to long-term technical assistance programming. One is the whole idea of relating the programme pattern to sectoral and sub-sectoral goals of the plan. This helps in the avoidance of imbalance, both by not over-doing assistance in some directions and by developing assistance in other directions which hitherto may have been neglected for want of an overall plan view. The task is

clearly not one which the Technical Assistance service as conventionally understood within the country's organization can perform. It is a task in which the Development Planning agency of the country has to take a new and close interest. The techniques of evolving suitable long-term technical assistance programmes would themselves be more familiar to the planning agency than to the Technical Assistance service, unless there are specialized personnel in the latter. The technical assistance picture over the long term, as yielded by the final plan, would thus be a joint effort by the planning and technical assistance arms of the country. The long-term programme emerging out of this effort would, ideally, be the basis for the activities of the technical assistance agency problems. Of course, this picture could change within the period of the plan itself; but this point and the further role of the planning function in meeting it will be taken up in the next section.

77. The second feature is the efficient laying out of the pattern in terms of types of technical assistance, of phasing and so on as indicated earlier. This too has its continuation in the implementation stage, which will now be discussed.

(iv) At the implementation stage

78. So far as the planning process is concerned, implementation may either proceed directly from the final plan or, as in some countries, may be inter-posed with a short-term implementation plan drawn up within the objectives, framework and priorities of the final plan itself. Whatever the practice adopted, this stage starts the transformation of recommendations and goals into organizational, institutional, financial and policy measures. Thus, at this stage, all projects coming up at each phase are fully analyzed and matured in their physical and financial components, for due scrutiny and sanction by the authorities and for incorporation in the annual government budget. There is certainly a continuity in most projects and policies that extend beyond an annual time period. However, an important difference between the earlier stages and the implementation stage in planning is that, while at the former stages what are mainly required are overall assessments for planning and programming purposes, at the latter stage, there must be scrutiny and sanction for each year. The main purpose in the annual outlook is operational precision in regard to the full complex of material, financial and human resource requirements.

79. The role of technical assistance at this implementation stage is, therefore, of a parallel nature. The longer-term technical assistance programmes of the previous stages would have afforded scope and opportunity for initiating a number of preparatory measures of various types both by receivers and by donors. The implementation stage calls for project by project assessment of the numbers, the type and the time periods of the technical assistance personnel required and the trainees to be sent out each year. It also calls for a number of other aspects of work relating to efficient discharge of technical assistance, which will be discussed later in this section. What is involved, therefore, is the accurate building up of each project that falls due in the implementation process. It is a slightly shorter term view, but falls entirely in place in the wider canvass so long as the effective long-term assistance programming described earlier has been already done. In a sense, this is the apex of the whole field of technical assistance programming and a number of very important tasks are involved for successful implementation co-ordinated with country needs as well as with all internal and external agencies receiving and giving assistance.

80. In the case of the preceding stages of perspective and aggregate planning, the corresponding technical assistance programming is likely to be done largely by means of co-efficient relationship exercises for identifiable homogeneous sectors, sub-sectors or project groups as the case may be. At the implementation stage of programming, the need is clearly something akin to a 'bill of quantities' approach, at least in so far as the financial and physical work sheets are concerned. In regard to other operational matters, such as selection procedures, provision of facilities and so on, the tasks are administrative in nature. The responsibility for programming at this stage is, therefore, very largely that of the technical assistance department or agency of the country, as opposed to the planning agency.

81. An important task at this programming stage is the proper use of the technical assistance agency's authority, which, of course, will derive from proper organizational machinery able to co-ordinate closely with the various implementing agencies of the economic plan for each budget period. A full ranging up of the technological, administrative and other skills required for each project would depend on the availability of this authority and co-ordination. It is not expected that successful compilation of data in this form can be done by considering each year in isolation. Even this annual

programming has to be in terms of the preceding year and the succeeding one or two years. Naturally, the same degree of accuracy would not exist for the succeeding year or two as for the year of actual operation. Yet, for good arrangements on release of experts from their own countries, as well as for similar reasons obtaining both on the donor and the receiving sides, some degree of accuracy is needed for a period of this nature. Indeed, this is the relationable for the adoption of the biennial period currently operating for UN EPTA technical assistance programming. Opinions have, in fact, been expressed that it may perhaps even be preferable to undertake this stage of programming on a longer-term basis in order to obtain a smooth flow of effective technical assistance. Perhaps, the intention is to have a pattern in which the first year is precise, the second year is definite though to be given position subsequently and the third year is indicative in nature and so on.

82. There is now a healthy trend among leading donor countries to establish through their own central assistance organizations an increasing cadre of specialists in various fields drawn from or earmarked in academic institutes, industry and public service, who could be available for meeting receiving country needs in time and at the levels desired. There are also indications that these cadres will be strengthened by creating super-numeraries within the donor countries in important fields, and by affording financing and career incentives for those who serve abroad for a period. The matching requirement on the side of the receiving countries would clearly be co-ordinated programming in the senses described earlier and avoidance, save in unforeseen circumstances in the interest of flexibility in meeting needs, of ad hoc requests. It goes without saying that co-ordination on the receiving country side strongly suggests the need for co-ordination of all donors of assistance to a given country. The manner in which this should take place is a matter for organizational decision; in a substantive sense, however, increasing awareness by donors of one another's assistance capabilities in the country, as well as of the receiving country's total programme, would be essential.

83. Country experience suggests that several countries have had problems in the timing of visits by experts, particularly from the United Nations family. This has been considered more important for short-term assignments in technical assistance to industrial and similar projects. In this connexion, it would be interesting to discuss the feasibility of building up a roster of potential experts suitable for the United Nations

assignments both short and medium term. Perhaps this is an area in which ECAFE could play a contributory role. Another need felt by countries is for documented information that will be available immediately on request, when a country initiates an investment project. For example, there is need for lists of specialist firms able to conduct studies and lists of agencies or persons who could impartially assist in processing international tenders, as well as for information on the basic scale and technology for a particular industry that a country is starting for the first time, etc. Such rosters and lists would be useful supplementary developments to activities already being performed in the technical assistance field by the United Nations family both in Headquarters offices and in the region.

84. A further problem which the technical assistance agency of the country has to handle at this stage of programming relates to the nature of the experts and their actual contribution. Experts' backgrounds and attitudes have sometimes been a problem hindering success. Often this has nothing to do with their intrinsic ability. Country experience suggests that sometimes the briefing is inadequate. This intensifies the problems of familiarization with the country when the experts arrive and often also creates the problem of proper rapport with counterparts. In some important fields, it has been felt that the required emphasis in assistance should be on making available the wider background of the experts to the country officials, and not in laying out the pattern or policy itself for the country. This requirement, it has been felt, is not always adequately understood. The basis for this thinking is that the expert's knowledge is, in any case, largely derived from experience of other countries and cannot be rated in terms of 'absolute values'.

85. Among other things that the technical assistance agency of the receiving country has to ensure in the implementation stage are the actual provision of local counterparts and fellowships and the supporting institutional and organizational facilities. The long-term programming approach discussed earlier would assist in better performance in these matters. For example, some countries in the region have found it extremely difficult to spare personnel for fellowships. The exercises of the pre-implementation stage should logically lead to a balanced presentation of fellowship programmes at the implementation stage. This would also lead to provisions in the annual budget for more in-service and similar types of programmes. Similarly, detailed financial provision in the budget

for the programme should be available.

36. In the course of implementation during the year, there should be continuous follow-up to allow for adjustments in the technical assistance going into individual projects or groups of projects. Implementation always has to face bottlenecks and unforeseen needs. The whole aim of long-term programming is to overcome those that can, and should, be overcome beforehand. Flexibility, which, however, is not to be confused with ad hoc requests for assistance, is an essential ingredient in good implementation. In practice, this flexibility has not always been sufficient. For instance, the need for an expert in a supporting line cannot be met in time and the whole project is threatened; or a sudden problem crops up in a chemical plant and the production programme of the factory and sometimes even the later development of that industry are greatly slowed down.

37. A point worthy of discussion in this connexion is the possibility of reserving a pre-determined amount as a contingency fund. It would not be used to recruit experts whose services were suddenly found to be necessary, but to meet lesser requirements, such as for a service facility or for minor equipment, for want of which the whole project languishes. Instances of such stagnation have in fact been encountered by countries in the region.

38. An important activity at the implementation stage is evaluation of technical assistance rendered. The purpose of evaluation is to supplement or adjust current assistance activities, as well as to improve the subsequent year's technical assistance programme. In the absence of long-term technical assistance programming at the aggregate and final planning stages discussed in earlier pages, evaluation also serves to provide an overall view of the technical assistance pattern over preceding years in all the sectors of the economy and to identify the imbalances and non-co-ordination that may have occurred. It is a means by which the future technical assistance programme can be set right in terms of its relative emphasis on the various sectors and sub-sectors, and in terms of substantive co-ordination within them.

39. In either of these exercises, there would broadly be two types of evaluation, namely project and programme evaluation. The combination of these two types in their actual use would, however, vary according to whether the evaluation done is for the implementation stage or over a long preceding period. At the implementation stage, project evaluation would assume considerable importance. Good long-term technical assistance

programming would justify this emphasis and, in any case, there would be no time at each annual stage to evaluate fully in a programme sense. In the long-term evaluation for a preceding period, programme evaluation would be of much more importance, although there is no doubt that no useful evaluation can be done without careful scrutiny of a number of selected individual projects assisted during this period.

90. In the evaluation of the implementation stage, again, two distinct types of scrutiny could be required: scrutiny of direct project results and of indirect or ancillary project results. This is because the impact of a project in the economy can be divided into the area of its activity and the area of its influence. Very often indeed, projects have to succeed not only for their own sake, but for the sake of a number of related other projects or fields which are all inter-linked with one another. Planning and statistics; implementation and budgeting or administration; extension policies on the land and minor irrigation or feeder roads; and the well-known backward and forward linkages in industries are a few practical cases met in country experiences with interlinked problems of this nature. A proper evaluation of a particular project, and of the technical assistance rendered in that project, closely involves examination of supporting assistance needs in related projects as well.

91. In assessing direct project results, too, it is not enough that the environment in which the assistance is rendered by taken for granted and any shortcomings be adduced to the nature of the assistance. Often, performance shortfalls in assistance can occur due to an inadequate prior conception of the nature of the project leading, for instance, to wrong phasing of the type of assistance at a given time; or due to inadequate thought for the necessary pre-conditions for implementation such as counterparts, fellowships or institutional facilities. It may also be due to inadequacy in the method of undertaking the assistance. To illustrate in a simple way, a 'lecture' method may have been adopted where demonstration was the real need; or there may have been only expert advice when a combination of training and fellowships was required. As a result of a number of reasons such as this, the experience of one country in the region led to the feeling that the assignment of an expert to a project should be limited to a time decided upon in advance as a fair period for completion of the particular assistance objective. While this was not expected to be unreasonably binding, it was still felt that, otherwise, there was sometimes a tendency for unnecessary 'extensions' of and expert's

assignments. These problems of evaluation are all matters in which both the suppliers and receivers of technical assistance should whole-heartedly and freely enter well before the project is initiated. It is against this background that the idea of an improved and sound system of project description for obtaining technical assistance becomes fundamental.

92. Certain general observations as to the functioning of evaluation procedure can also be mentioned as being broadly applicable. Firstly, evaluation is a process which is not ex-post but is continuing in nature. More than results of finished projects are necessary; scrutiny of existing projects for their background and environment are, as were seen above, equally essential, both for the current projects and for better performance on future projects. Secondly, evaluation will be undertaken at a number of points. Those within the country who are in charge of the projects assisted would be concerned right through with certain aspects and certain levels of evaluation as a whole. At the central level, both the technical assistance agency and the planning agency would be deeply committed as participants, in programme as well as in project evaluation. The suppliers of technical assistance would, of course, be interested in the evaluations being done. A third point relates to the tools used for evaluation of results. It is only in a few cases that quantitative assessment will be possible; even where it is, it would not provide an adequate basis for judgement by itself. In a number of areas of activity, judgements need, in the final analysis, to be qualitative, based, however, on all data that are available and may be relied upon. What this means is that a high degree of competence and wide mental perspective are important qualities for evaluators, particularly at the programme level and at central level evaluation.

93. There is today little doubt as to the absolute need for evaluation in giving means and scope to proper technical assistance programming and development. Country experience in this field reflects fully the realisation of this need. Yet, this remains one of the deficient areas in actual practice. Where countries in the region have evaluation procedures, they are mostly of a limited progress reporting nature and confined to the work reported upon. One developing country in the region operates a half-yearly reporting system by the departments on their experts. In addition to reporting on objectives, understudy training and relations with people, detailed information is furnished on matters concerning the progress of the project as opposed to that of the expert's assignment alone. Significantly, the project is assessed along with related projects in

that area and an evaluation of overall success in the projects as a whole is attempted. This has assisted the programming authority to fill a gap if discovered or step-up assistance as required to ensure success in the sub-sector as a whole. The procedures, however, still remain largely at the level of project evaluation, with programme evaluation yet to be attempted. There is now great interest among all countries in the region in evaluation as such and this aspect of work promises to become a key element in their future technical assistance programming and co-ordination.

94. It is known, of course, that development programmes depart from plan patterns and expectations as they begin to get implemented. Resource problems of various kinds, delays in formulating policy or in setting up organizations and generally, lower performance standards in production are of the factors which change the picture in course of time. These changes may be caused by factors that are exogenous or endogenous to the economy and will vary in their degree as between sectors and sub-sectors. This implies clearly that an investment or technical assistance pattern as laid out in the plan will demand periodic checking to see where significant changes have occurred and to build the altered emphases into the overall pattern. To technical assistance, which very often precedes and makes possible subsequent financial investment, the relevance of this need is of particular importance. An important facet of technical assistance implementation is, thus, a close review of progress in plan implementation undertaken, perhaps, prior to each biennial or triennial technical assistance programming period. Such country economic reviews of progress in implementation would require the close co-operation of the planning agency and technical assistance agency within the country. The drawing up of the altered technical assistance programme for the succeeding two or three years would, of course, be a matter for the technical assistance agency. While any such study should be only under the authority of and issued by the central co-ordinating agency of each country concerned, there is perhaps a useful assistance role which the United Nations generally and ECAFE can undertake. Of particular use to a country could be United Nations experience in other countries which together with its own expertise, could be brought to bear on the analysis of problems of each country.

95. For clarity, it may be mentioned that there is a distinction between this activity and the evaluation exercise discussed earlier. Broadly, evaluation would relate to project as well as programme scrutiny within the given pattern and

overall direction of development as laid out in the final plan. The studies of progress in implementation would, on the other hand, be concerned with examining the extent to which this pattern and direction of development has become imbalanced with time and, on this basis of this, restoring the necessary balance to the overall programme. This exercise does not preclude the 'administrative' process of scheduling technical assistance needs in factories and elsewhere which arise in the course of their operations. The country study approach is basically a method of ensuring that these needs as well as several others envisaged by the planners are integrated into a meaningful overall programme leading towards anticipated results and development of the economy as a whole.

96. Country experience in the region in this field is very little. Cases of co-ordinating committees or estimate sub-committees of the national planning agency have been noticed in a few cases; but, of course, as is readily granted, they do not supplant the need for well directed studies of the type described earlier.

97. It will be seen from the selective discussions of the preceding pages that the implementation stage is of crucial importance to the final success of technical assistance. Its importance, however, is determined much more than has been reflected in practice so far, by sound long-term programming activity at the perspective and aggregate planning stages. All three stages must be closely linked to one another for full success to be achieved. Operationally, a greater and more continuous interplay between the development planning and technical assistance agencies of countries is a prime need.

Chapter IV: CONCLUSIONS

98. As indicated in the introductory chapter, it is not the intention of this paper to make or to suggest recommendations on the role, development or co-ordination of technical assistance. What is attempted, very briefly, in this chapter, is therefore only an indication of points which, in the light of the foregoing discussions, require consideration and suitable decisions for action.

99. It has been seen that skills are not a marginal but a central factor to the whole creative process of evoking the use of other resources and of increasing the tempo of production within the economy. The skills called for are largely not of

an innovating nature, but relate to the successful absorption and adaptation to local conditions of world knowledge of skills. Specific factors would call for specific original research as well, in an applied sense, but would mostly depend on the prior building up of the skill levels within the country in the former sense.

100. Technical assistance widely conceived both in terms of its functions and sources thus assumes crucial importance in the development process. It plays a short-term and a long-term role, which require earnest continuous planning and collaboration by donors and receivers for its proper utilization. The distinct qualitative characteristics of technical assistance, coupled with its very smallness under any circumstances, render it a very scarce resource indeed. The assignment of this assistance to really key areas in the economy and the ensuring of its quality are thus a special responsibility of the agencies operating on the receiving and supply sides.

101. The process of development planning and its implications immediately establish a link between this and the technical assistance provisions. The avoidance of imbalance in technical assistance programming or of misdirection calls for a close relationship of technical assistance programming with development planning in all its stages. It follows that a great deal of shifting from project to programme approach in technical assistance programming is necessary to ensure that the various assistance transactions make a real economic impact. The idea of a 'good' project remaining good even if many of the others in the economy are 'bad' thus becomes fairly untenable. The quality of technical assistance as a precursor of investment should be fully reflected. The conception of the project and its follow-through should be such that it does not stagnate at the initial stage but is defined well enough to lead to a successive assistance phase. It is this dynamism, in which the country organization, the donor and the expert, all play important parts, which creates the path to successful investment, such as through the United Nations Special Fund ^{1/}, the World

^{1/} The merger of the Technical Assistance and Special Fund activities under the new United Nations Development Programme is an underlining of this thinking. So also, with the aim of better co-ordination, the new Inter-Agency Consultative Board set up under the United Nations Development Programme, and the annual Agency/Resident Representatives meetings held at Regional Commission headquarters and due 'to be continued and intensified'. Vide United Nations Development Programme DP/L.10, 13, January 1966.

Bank, or bilateral sources. This link, therefore, will obtain at all stages of development planning. At the implementation stage of planning, some of the most important 'break-throughs' in the process would relate to the foreign assisted skills of various types.

102. A perspective view of technical assistance needs is the first important step in sound development oriented assistance programming. Manpower assessments of the main groups and skills in their magnitudes, as required for achieving the goals of the plan within the various sectors, would thus become available as the starting point to facilitate steps in policy decisions by the country and by potential donors of technical assistance.

103. This would be carried to the next logical and necessary stage, in which full scale implications, in terms of training institutions, number of trainees and trainers, the projected channels of such training and the expert assistance required, would be drawn up as a pattern and 'policy' for the technical assistance programming of the planning period. A clear idea of sub-sectoral and major project needs would emerge. Also contained in this pattern would be fair ideas on the types of technical assistance required in various areas of activity. There would, further, be useful indications of such policy matters as the relative salary structures needed to effect the promotion of skills as between sectors or sub-sectors.

104. Technical assistance implementation would partake of the precision that would be associated with this stage of programming in the annual plan or budget stage. Procedures and authority should be available to ensure timely maturing of assisted projects in regard to all their requirements. A close check would be necessary to see that the assistance obtained is what is really required; to ensure supporting programmes and facilities associated with the project; and to provide for the right briefing of experts at the appropriate time. Additionally, there is a need for continuous evaluation of projects and programmes to ensure that achievement is commensurate with goals, both in their project and programming senses. The annual programme itself should, ideally, be in the context of a short programming period of two to three years, the second and third years, of course, not carrying the same degree of accuracy. This is particularly essential if timely availability of assistance and quality of assistance are to be assured. Such programming need not affect the flexibility called for to meet needs created by unforeseen gaps or circumstances. Each of

these two or three year programming periods should, for full effectiveness, begin with the prior availability of a country study of progress in plan implementation, using the longer term economic plan and evaluation exercises as a basis. The close association of the country's planning agency with the technical assistance agency is essential for this exercise, as well as at the perspective and aggregate planning stages referred to earlier. In order to make the use of such studies effective, it would be necessary for substantive co-ordination procedures to exist, both internally and on the supply side of technical assistance.

ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST

Seminar on National Co-ordination of Technical Assistance

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REVIEW OF ADMINISTRATIVE MACHINERY FOR
CO-ORDINATING TECHNICAL ASSISTANCE

(Agenda Items 4 & 10)

Prepared by the ECAFE Secretariat

REVIEW OF ADMINISTRATIVE MACHINERY FOR
CO-ORDINATING TECHNICAL ASSISTANCE

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REVIEW OF ADMINISTRATIVE MACHINERY FOR
CO-ORDINATING TECHNICAL ASSISTANCE

Introduction

1. Almost all the developing countries, since their emergence as sovereign states, have been engaged continuously in efforts to accelerate the pace of development and, as their own resources, especially in technical know-how and/or equipment are severely limited, external assistance has to be sought from all available sources. Technicians and experts in a wide range of economic and social fields, and equipment and materials in numbers and volume many times more than what has so far been provided from multilateral and bilateral sources, need to be provided, if the gap between the developed and developing nations is to be narrowed within a reasonably short period. Still greater is the need to rationalize the method of gearing external technical assistance to development requirements to avoid waste or duplication and to direct such assistance to areas or sectors which will contribute most to a particular country's development.

2. Over a decade, there has been a constant flow of technical assistance to the countries of the ECARE region, in the form of expertise, technical know-how, training, equipment and materials and the total volume of such assistance is considerable, if taken in isolation without relating it to the total requirements or to the total volume of national resources mobilized and utilized by the countries. It is not known, however, whether the assistance provided has actually met the pressing needs of the countries without creating an imbalance in development or whether assistance made available by all sources has been most effectively utilized. Nor is much known of the considerations which influence by the recipient as well as donor countries or agencies in deciding the form and the extent of assistance provided.

3. Perhaps the best method of finding reasonably satisfactory answers to the questions posed above lies in attempting an assessment of the impact value of the technical assistance provided on overall development. If it were possible to make such an assessment, even though it might lack precision, it would undoubtedly be of immense value, since such an exercise would point up the areas where improvements can be made. As however,

there are difficulties, as mentioned by^{1/} the Administrative Committee on Co-ordination, in recommending that pilot studies of the impact of technical assistance programmes of the United Nations and its related agencies be carried out in the first instance, this approach has not been attempted in this paper. More pilot studies will have to be undertaken from which a pattern may emerge that will facilitate systematic evaluation of the impact of technical assistance on overall development.

4. Meanwhile, investigations as to whether countries have made earnest efforts to ensure optimum utilization of technical assistance and whether arrangements are in force to make such utilization possible and, if they are defective, what improvements can be effected, can be rewarding. A comparative study of these arrangements should yield interesting results and, in particular, should reveal the manner and the degree of co-ordination of technical assistance in relation to the needs of development efforts and bring into clear relief the co-ordination of technical assistance with national development in actual practice and the effectiveness or otherwise of the machinery that exists in various countries for the purpose. In short, a pragmatic approach would be to study the operations of the machinery and procedures within the countries for technical assistance co-ordination and to search for methods of improving them so that technical assistance can play a meaningful role in national development. The present Seminar provides an opportunity for such an approach and it is expected that the discussions will lead to formulation of guide-lines for improving the techniques and machinery of co-ordination.

Technical assistance co-ordination in the region

5. The countries of the region have, by and large, subscribed to the concept of co-ordinating technical assistance with development planning, although there may be wide variations in its interpretation, from nominal to purposeful co-ordination or from project-wise to development plan co-ordination. Efforts to co-ordinate technical assistance with plan requirements have been made by almost all countries with varying degrees of intensity and while a few countries appear to be making some headway, there is evidence of need for improvement in many countries. An offer of assistance is sometimes accepted by a

^{1/} Report of Administrative Committee on Co-ordination.
Document E/3886, para. 57.

government agency with little concern for co-ordinating it even with its real needs, because the financial authorities will not agree to the additional expenditure required for utilizing such assistance. Acceptance of technical assistance is not determined on any rational basis; it is often accepted merely because it is available. Some government agencies make overtures to aid-giving countries unilaterally for assistance in sectoral projects outside the framework of the development plan and, only when a firm commitment is to be made, do they inform the so-called central co-ordinating authority. In some countries, this authority has little or no knowledge of the total volume of technical assistance provided or available from all sources; even the heads of agencies are not particularly well informed in this respect. Co-ordination of technical assistance with the national development plans, although accepted in theory is not practised in earnest in most of the countries because technical assistance is still considered as aid and not as one of the resources for development.

Need for co-ordination of technical assistance

6. Nearly a score of years have passed since initial efforts to achieve planned development were made by the countries of the region, and most of them have been implementing series of development plans. Experience in development planning has reached near maturity in many countries and, as technical assistance has been utilized more or less in implementing those plans, the countries are now in a position to select available external technical assistance to meet the needs of the development plans. Nonetheless there is still a tendency on the part of the countries to utilize technical assistance just because it is available. It is in advising these countries as to the correct selection of sectors in the economy where technical assistance would be most beneficial to them in national development that the greatest opportunity and challenge lie. The technical assistance they decide to seek may not always be what they need and the assistance offered by donor agencies may not coincide with such needs. There may be compelling reasons for offers and/or requests for such assistance, but if development is earnestly desired there should be established means of ascertaining compelling reasons for seeking such assistance. It is to facilitate the orientation of technical assistance, both requested and offered, to the requirements of the development plan that proper co-ordination of such assistance to national development and the establishment of adequate machinery for the purpose are required.

Co-ordinating machinery in the countries

7. Organizations or agencies for technical assistance co-ordination have been established generally in the form of committees or boards or departments in almost all the countries of the region. Some function as sections in ministries, while others are constituted as independent bodies outside the jurisdiction of any particular ministry. In most of the countries, the co-ordinating function is performed by such an agency in the ministry, department or organization responsible for formulation of national development plan. As central planning organization in these countries is generally under the direct supervision of either the President or the Prime Minister, technical assistance co-ordination may be said to be functioning close to the highest executive authority. Countries with a federal form of government have co-ordinating agencies functioning at the provincial or state level, but final co-ordination is done by the central government. In one country where development plan formulation is entrusted to a separate organization outside the jurisdiction of any ministry, technical assistance co-ordination is effected by a unit or division of the organization immediately under the control of the Prime Minister. In another country, a special department established for the purpose of co-ordination functions under the Ministry of National Development; it serves as the secretariat of a high powered committee for technical co-operation which is answerable to the Cabinet.

8. In theory, all technical assistance requests require the approval of these co-ordinating agencies, but the practice is different in a few countries as mentioned earlier. It is, however, refreshing to find in some countries that serious efforts are being made to co-ordinate technical assistance with projects or programmes; and that the agency concerned scrutinizes the requests with meticulous care to ensure that the actual requirements of the development plan are met. Technical assistance approved by the co-ordinating agency has to be cleared by the planning organization; but, as co-ordination with planning has been effected at other levels, no problem arises at this stage. Actual utilization of technical assistance is left to the ministries or departments concerned in almost all countries. Generally the co-ordinating authority does not undertake evaluation of the contribution made by technical assistance to the completion of the project or programme, as the central planning authority makes a rough evaluation of the projects. Evaluation carried out is not comprehensive as

it is mostly projectwise and the impact effect of technical assistance difficult to estimate precisely on an ad hoc basis. Only in a few countries does greater emphasis seem to have been placed on evaluating the wider impact of technical assistance utilized, through techniques such as assessment of creation of opportunities for investment or increased production in undertakings ancillary to a particular project.

9. The central co-ordinating agencies briefly described above, differ from country to country in their scope and function. While some of them appear to be engaged, with little success, in ensuring that all technical assistance is channeled through them, a few are not even aware of the requests for assistance made by the government departments or offered by donor countries. Co-ordination as "a creative process of selection of assistance, always with regard to available resources on the one hand and to national economic and social objectives on the other"^{1/} designed to "eliminate undue competition between various departments and agencies of the government itself, and guard against any corresponding competition between donor agencies and avoid waste or duplication"^{2/} has not been effected satisfactorily by these authorities, and a substantial changes in the concept of co-ordination and in the structure of machinery established for the purpose appears to be necessary.

10. Because technical assistance is not seriously considered as a scarce resource and is not co-ordinated properly, there is naturally very little attempt to make a systematic study of the results achieved, in terms of the objectives of the development plan. For the same reasons, the impact effect of technical assistance creation on wider investment opportunities, increased production, improved policy making, etc., is not contemplated seriously, and proper machinery has not yet been established for evaluation in depth of any projects or programmes executed with technical assistance. As mentioned in the report of Executive Chairman of Technical Assistance Board on "Methods of Evaluation of the Expanded Programme of Technical Assistance" (document E/TAC/121), "several governments have set up ad hoc units for evaluating the technical assistance

^{1/} National Co-ordinating Machinery. Study prepared by the secretariat of the Technical Assistance Board. June 1963 - para. 11.

^{2/} Ibid - para. 9.

programme or have given the task to existing agencies".^{1/} Evaluation of technical assistance programmes in the countries of the region is more in the nature of a rough assessment of the further needs for assistance than of the achievements or otherwise resulting from specific assistance and does not seem to extend beyond that. In the case of completed projects or programmes, it is generally found that the contribution of technical assistance to the successful completion of projects is not analysed or evaluated, except in very general terms.

11. There is some interest in the region in doing "more in the field of^{2/} evaluation" but it has not yet led to any systematic efforts. This is not surprising, as technical assistance has not yet been accepted in all seriousness as a scarce resource and is not allocated to projects and programmes with the same degree of care and consideration as in the case of other scarce resources. There is growing realization however, that external technical assistance needs co-ordination, as is evident from the establishment of agencies for the purpose, and the countries of the region will, in due course, come to appreciate technical assistance not only as an important component of resources for development but also as fundamental to national development itself.

12 Co-ordination of technical assistance with development planning presupposes that national development is planned for a specific time span and is implemented through well defined stages. As the countries of the region have been continuously engaged in planned development for well over a decade and have been utilizing technical assistance, the experience gained would be invaluable in considering how best co-ordination can be effected. The machinery for co-ordination existing in most of the countries has also been functioning for some time providing opportunities for deriving lessons from their experience. What should now be considered is how this machinery could be improved to function efficiently so that technical assistance will be "thoroughly co-ordinated with development planning" as suggested in the Secretary General's report.^{3/}

13. Mention must again be made of the basic need for earnest acceptance by the countries of the region of the concept of

1/ E/TAC/121 - para. 13.

2/ Ibid.

3/ United Development Decade - United Nations Publications, Sales No. 62.II B.2 New York 1962, page.102.

technical assistance as a scarce resource for development planning. This is fundamental as, otherwise, there can be no meaningful attempt to co-ordinate technical assistance or to evaluate its impact. Once the belief is entertained that technical assistance is an important component of resources for development planning, effective measures are bound to be taken to ensure that it is not dissipated and that utilization is in strict accordance with the requirements of the development plans. In short, prompt action will be taken to co-ordinate technical assistance to development planning and adequate machinery for the purpose will be established.

Machinery for Co-ordination

14. To ensure proper co-ordination of technical assistance with development planning as discussed in the secretariat paper,^{1/} it is desirable that the machinery that is to be established should, as far as possible, have the following characteristics:

- (a) It should be closely associated with the central planning organization and certain major departments/ministries of government.
- (b) It should be vested with sufficient authority to make objective decision on the requirements of different agencies of government.
- (c) Requests for technical assistance from all sources must be channelled through and approved by this agency, and it must also be kept informed of the progress of negotiations for technical assistance already approved if such negotiating powers are decentralized to the ministries or departments concerned.
- (d) It must have facilities for and means of continuously appraising the results of technical assistance in all projects and programmes.

15. The reason for the close association of the co-ordinating machinery with the central planning organization is obvious. Technical assistance requirements have to be programmed in relation to the objectives of the development plan, both for perspective planning and annual implementation. In formulating the development plan, the central planning organization will

^{1/} Secretariat Working Paper on "The Co-ordination of technical assistance programming with the national development planning". (ECAFE/TECH/SEMINAR/3)

have to consider the overall requirements in skills and equipment and also their local availabilities. Close liaison with the ministry of education and the ministry of labour or the organization which is primarily responsible for manpower planning can ensure that current and future availabilities in skills will be duly taken note of in programming external technical assistance for the plan period. Programming will have to be flexible to provide for variations in requirements which may result from changes in the development plan at the annual implementation stage.

16. Allocation of technical assistance will have been made at the annual implementation stage, and this is the crucial period as the co-ordinating agency must ensure that technical assistance allocated to particular programmes and projects is available to avoid any disruption in plan implementation. If, for unforeseen and unavoidable reasons, there are delays in the availability of required technical assistance for any specific project or programme or if technical assistance already allocated is no longer available, the agency will have to bring the matter to the notice of central planning organization for timely adjustments. Further adjustments in the technical assistance programme in line with the changes in the development plan will be called for and the co-ordinating agency will repeat the process of exploring availabilities and ensuring timely supply at the implementation stage.

17. Evaluation of the impact effect of technical assistance, which is a continuous process, will have to be undertaken in collaboration with the central planning organization also. The planning organization will have instituted a system of progress reporting and the co-ordinating agency can avail itself of the reports which, if necessary, may be so designed as to furnish the supplementary information the agency requires. The organization's active co-operation is essential if evaluation by the co-ordinating agency is to be comprehensive.

18. The co-ordinating agency will invariably be subject to various pulls and pressures directed from many quarters, both in requests for and offers of technical assistance; and to withstand these to a reasonable extent, the agency needs sufficient authority. If technical assistance is considered as a scarce resource and an indispensable factor contributing to the successful achievement of development plan objectives, the agency must be able to override the competing claims to or offers of such assistance in order that objectivity in acceptance and allocation of assistance can be maintained. Stress

must be laid on the importance of vesting the agency with adequate authority, as weakness in resisting pressures can be highly detrimental to the achievement of development plan targets and can even impose an unnecessary burden on the economy or create bottlenecks elsewhere. The countries in the region are familiar with the reference to some projects executed with technical assistance as "white elephants" and no elaboration in this paper appears to be necessary.

19. All technical assistance requests from all sources must be approved by this agency which should also be kept informed of the progress of negotiations with donor countries or organizations. Unless the agency has complete knowledge of all matters relating to technical assistance, it will not be possible to effect any co-ordination and, for all practical purposes, the agency will be a redundant organization. It is the responsibility of the agency to scrutinize the requests in relation to the development plan requirements and approve or reject them as the case may be. Where technical assistance is approved, it will be incumbent on the agency to ensure that there are necessary administrative support, provision of counterpart personnel and budgetary allocations to meet local costs. If a specific form of technical assistance from a particular source is not available, the agency must take prompt action either to make available technical assistance from another source or to revise its programming in the light of any change in the development plan.

20. The agency should have facilities to evaluate the impact effect of technical assistance and it may require access to other pertinent information, in addition to what is available in the progress reports called for by the central planning organization. The agency officers may have occasions to study the projects in the course of implementation and discuss with the departmental or project officers the progress and/or the results, both direct or indirect, of the technical assistance provided. Necessary facilities should be readily provided and co-operation should be afforded by the project or departmental officers. Without the means to conduct a proper appraisal, the agency will not be able to make any useful evaluation in terms of overall impact on the countries' development.

21. These considerations indicate that the co-ordinating agency should be located close to the highest executive authority and, if practicable, in the Presidents' office or the Prime Minister's department. In countries where the central planning

organization functions as part of the President's or the Prime Minister's Secretariat, there can be no problem in hierarchic relationship, if the agency is similarly located. Embarrassing situations may arise when the planning function is entrusted to a separate ministry or an entity such as a board, as the co-ordinating agency constituted so as to have ready access to the highest executive may not be quite happy to be under the administrative jurisdiction of such a ministry or board, as this is likely to give rise to friction and tension. As there must be very close association between development planning and technical assistance co-ordination and as the co-ordinating agency's role is supportive of the planning organization's functions it should logically be in the planning organization, wherever the latter may be located. In some countries where the technical co-ordinating functions are given to a ministry of finance or ministry of economy, close working relationships would be necessary between that ministry and the planning body for deciding upon the receipt and allocation of technical assistance.

Co-ordination at policy level

22. Technical assistance co-ordination at the policy making level should preferably be undertaken by a small permanent committee, composed of the President's or the Prime Minister's Secretary, the Cabinet Secretary and Secretaries of Economic Affairs or Planning, Finance and Foreign Affairs Ministries, with the power to invite any person in an advisory capacity. The presence of the President's or the Prime Minister's Secretary and the Cabinet Secretary on the committee would facilitate communication between the highest executive and the committee and would also ensure that the decisions taken are in line with government's overall policy. The secretary of the Foreign Affairs Ministry would be able to advise the committee on political implications and offer guidance to avoid any deviation from or conflict with the government's foreign policy. As the members of this committee would normally all be civil servants, it might be appropriate to appoint a non-civil servant - a competent person of high ability and integrity with sufficient stature and strength of character - as the chairman. The advantage of having a small committee is that it is easier to convene and is capable of giving speedy decisions. For the purpose of eliciting opinions or obtaining technical or professional advice, it can always invite any government official or private person, as and when the necessity arises. The committee should have a close horizontal relationship with the planning organization

and be answerable to the minister in charge or the highest executive, depending on the administrative jurisdiction under which it functions.

Directorate of Technical Assistance Co-ordination and its functions

23. The executive work of the committee can be assigned to a directorate under a director who should also function as secretary to the committee. The directorate can serve as the secretariat of the committee. The functions of the directorate may, for convenience sake, be grouped in three broad divisions, viz, technical assistance co-ordination, negotiation and evaluation. Negotiation and evaluation would appear to be new functions but, in actual fact, these should normally be performed by the co-ordinating agency which is in the best position to assess the relative merits of technical assistance offered and the impact effect, in the context of the development plan.

24. To achieve close co-ordination between planning and technical assistance, the personnel of both the planning organization and co-ordinating agency should work as a team with no spirit of departmentalism which would strain the relationship. Constant liaison should be maintained between the staff members of both organizations and, to ensure that there is no breakdown in such liaison, it may be necessary to institute some administrative arrangement whereby the officer responsible for technical assistance programming and the programme officer in the planning organization are required to have frequent joint sessions. This practice of constant consultation will result in the technical assistance available being put to effective use and in the form of assistance most appropriate to the plan requirements being systematically determined. The agency will have to work closely with some major ministries and organizations, particularly with the ministry of education and the organizations or institutes responsible for manpower planning and training, as observed earlier, for the purpose of programming for perspective planning.

25. Negotiation for technical assistance is at present generally conducted by different government agencies, once the request has been approved. In support of this arrangement, it is pointed out that, as technicalities for requirements vary considerably, the agency concerned is best qualified to negotiate for the specific form and extent of technical assistance. The validity of this argument is difficult to challenge and,

if the agency will confine its activities to negotiation for specific assistance approved by the authority concerned, the arrangement would appear to be suitable. If, however, as happens in a few countries, some agencies negotiate for technical assistance on their own, for projects or programmes outside the framework of the development plan or for projects which differ in a substantial manner from those approved, and influence the co-ordinating agency to accept the offer, the objectives of and the emphasis in the development plan stand in serious danger of being drastically changed. Undoubtedly, a strong co-ordinating agency would be able to resist such pressures but co-ordinating agencies in most countries of the region do not at present appear to be in a position to deal firmly with what amounts to an open defiance of their authority by the government agencies. In such circumstances, development planning would cease to have any meaning or purpose, as the strains and stresses to which it would be subject would put it completely off balance. To avoid such an eventuality or at least to minimize the chances of development plan being endangered in this manner, it is for consideration whether negotiations should be centralized in the co-ordinating agency, direct negotiations being permitted exceptionally, after approval of the requests and the co-ordinating agency being continually kept informed of the negotiations.

26. Since utilization of technical assistance in any project has local financial and other implications, it is most necessary that the departments or agencies which use such assistance should have such local resources at their disposal. This can be assured if the technical assistance requests are dovetailed with priorities in the national development plan and such priorities are reflected in the budgetary allocations for the projects approved in the plan. Such budgetary allocations should include all requirements essential for utilizing technical assistance made available to the approved projects.

27. Evaluation of impact effect is an important function of the agency and, as observed earlier, the agency in close collaboration with the planning organization should continuously appraise the results of technical assistance in programmes and projects. Some evaluation is being done at present, but it is limited in scope and purpose. A change in the approach and method of appraisal will be necessary as evaluation should cover the wider aspects of the effect of technical assistance and not be confined to usual progress reporting. The economic and statistical data available in the planning organization

would be invaluable for such an exercise, as the agency is not likely to have comprehensive data required for the purpose. The agency's own assessment based on observations and study of the technical assistance contribution to the programme or project coupled with this data should provide a fairly good insight into wider impact effects.

Personnel problem

28. Recruitment of personnel for the directorate may present some problems in some countries where trained economic analysts are few. It may be necessary to have some advisory experts drawn from multilateral or bilateral aid-giving sources attached to such a directorate. The nationals from the countries can in the meantime be trained at the institutes of planning or elsewhere, to take over the work from foreign personnel in due course. Perhaps it would be a better arrangement to train the "trainers" so that, on return to their countries, training course could be organized by them and training in the country undertaken. Even in countries where trained personnel are available in the co-ordinating body, there is often the problem of continuous changes in such personnel arising from transfers and administrative changes. Therefore, there is need to have a refresher course for personnel transferred to the co-ordinating body from other departments or ministries. The need for such refresher or re-orientation course is all the more necessary, since there are at present multifarious sources of supply of technical assistance - each source having its own peculiar characteristics, criteria and procedures for supplying such assistance.

Centralization of the co-ordination functions

29. The establishment of a co-ordinating agency to perform the functions mentioned above raises the question of whether it should be a central agency or whether the powers and responsibilities should be decentralized as both federal and unitary types of government exist in the region. A centralist bias in organizing technical assistance co-ordination appears to be unavoidable, as formulation of development plans to which it is closely linked is also a centralized function and, if practicable, there should be only one central agency for co-ordination. In countries with a federal type of government and covering extensive areas, procedural delays can occur and bottlenecks be caused if co-ordination is centralized. To obviate delays there appears to be a need to decentralize some of the

routine co-ordinating functions to the provincial/state levels, although the final authority should be vested in the central co-ordinating agency. Co-ordinating committees with directorates may be constituted for each federal unit to perform the functions within the framework of the national development plan and the overall technical assistance programme. The central agency should be advised of all requests for technical assistance and the evaluation results of all programmes and projects.

Channel of communication between government and external agencies

30. Whether the co-ordinating functions are centralized or decentralized, the central agency at the national level requires to be kept informed of all matters relating to technical assistance, as the whole programme of technical assistance may need adjustment from time to time. Even if ministries or departments and other government agencies are authorized to negotiate with donor countries or agencies, the central agency should have full knowledge of such negotiations and results, for the purpose of programming and co-ordinating assistance with the national development plan. Any variations in the availability or supply position of technical assistance with be reflected in the technical assistance programme and will necessitate adjustment to the development plan itself. The central agency must therefore have complete and up-to-date information about all technical assistance matters and it should logically be the main channel of communication between the government and external agencies.

31. It may also be considered whether some measures should be instituted to establish relationships between donor organizations/countries as a group and the central agency. The external agencies may roughly be classified into two categories, i.e., (i) multilateral and (ii) bilateral. In category (i) may be included all United Nations technical assistance under all programmes, and category (ii) comprises assistance received from individual countries and organizations, including Colombo Plan,^{1/} OECD,^{1/} Foundations, etc. At present, the United Nations

^{1/} Although Colombo Plan and OECD type of organizations are inter-governmental in character, the provision of assistance under these, is normally a matter of bilateral negotiations and provisions.

Expanded Programme and Special Fund assistance ^{1/} are channeled through the Resident Representatives, while bilateral sources offer technical assistance individually.

32. The channel of communication between external agencies and the governments varies from country to country. In the case of multilateral assistance, the common practice is to establish a close relationship between the Resident Representatives and the Ministry of Planning or the central organization responsible for plan formulation, in regard to technical assistance under the Expanded Programme and the Special Fund. Specialized agencies generally have direct contacts with the ministries or institutes concerned in respect of their programmes. In some countries, the foreign office functions as the point of contact between the government and all external agencies, while in some others this office serves as a focal point for bilateral assistance only. Generally, the foreign office or the ministry of foreign affairs channels the communication between the government and external agencies in respect of bilateral assistance while, in a few countries, direct contact is established by the external agencies with the ministry in charge of development plan formulation or with concerned ministries.

33. The variety of practice followed in the countries may not be conducive to harmonizing technical assistance with the development requirements and it is for consideration whether there should be one focal point between the recipient country and donor agencies. So far as governments are concerned, the central co-ordinating agency appears to be the ideal point of contact, the foreign office being represented on the committee to look after foreign policy implication. All offers of technical assistance can be made to this authority or conversely this authority can make a request for the required assistance from all sources.

34. There would be an advantage in establishing a corresponding focal point among external agencies, as it would facilitate consultations between the central co-ordinating agency and donor countries/organizations, leading to effective utilization of technical assistance in appropriate sectors of a country's economy. The organization where such a focal point

^{1/} Now collectively called the United Nations Development Programme.

is located can be expected to have a better perspective of the country's overall development and, by agreement among member countries, may be able to provide the most appropriate form of technical assistance for development plan requirements. The danger of unwittingly causing imbalance or change in emphasis in development by the provision of technical assistance for projects of doubtful utility can also be reduced, if not eliminated. In so far as multilateral assistance is concerned, there is a possibility of establishing such a focal point in the office of the Resident Representative. As observed earlier, there is close association, generally, between the Resident Representative's office and the government in regard to Expanded Programme and Special Fund assistance and it would thus be in the advantageous position of having an overall picture of the country's development needs. It is therefore strategically placed for the purpose of co-ordinating external technical assistance to meet the real needs of the development plan. In cases where specialized agencies of United Nations establish direct contact with ministries or institutes, suitable arrangements could be made to keep the Resident Representative fully informed of the requests and offers of technical assistance and for the Agencies to be fully informed of the Resident Representative assessment of the country's overall needs.

35. Similar arrangements in respect of technical assistance from bilateral sources can be considered by the donor agencies and organizations. The institution of a consultative of purely informative committee of donor agencies and organizations, both multilateral and bilateral, somewhat on the lines of the development assistance committees established in some countries is a recent development of potential usefulness. Representatives of external agencies along with the Resident Representative of the United Nations Development Programme and some members of the central co-ordinating committee can be on this committee for the purpose of consultation in regard to specific technical assistance requirements. Such an arrangement may result in more satisfactory tailoring of technical assistance to projects, as the agency or country which is proficient in particular skills can provide the required assistance. There can be little danger of any decrease in the volume of technical assistance, as is feared in some quarters, because projects or programmes may require technical assistance of much greater volume than any single country can provide.

36. In co-ordinating external technical assistance from both multilateral and bilateral sources, ECAFE has an

opportunity of playing a meaningful role. As a regional commission, it can be expected to have a good knowledge of the development needs of the countries in the region and, by facilitating the matching of technical assistance to these needs, it can help quicken the pace of development and, in the process, develop programmes, policies and institutions particularly aimed at increasing regional co-operation in economic and social fields. The Commission by establishing a good rapport with the Resident Representatives and the donor countries/organizations should be able to bring about an increased flow of technical assistance to the countries of the region and better harmonization of technical assistance with the development requirements.

IV Country Paper

- (1) 中 国 (台湾)
- (2) イ ン ド
- (3) マ レ ー シ ア
- (4) ネ パ ー ル
- (5) バ キ ス タ ン
- (6) フ イ リ ピ ン
- (7) シ ン ガ ポ ー ル
- (8) 韓 国
- (9) イ ラ ン

Country paper: Republic of China (Taiwan)

SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE

Co-ordinating Technical Assistance Programming
with National Development Planning

1. Has the use of technical assistance so far reflected a special bias towards any of the following -- on-the-job skill, advice, types of training including fellowships?

The use of technical assistance so far has emphasized more on advice and training rather than on-the-job skill.

2. What experience is available of technical assistance (for the economy or sector or an investment area) where it has -- widened the investment opportunities; led to increased production; improved policy making?

To cite some examples, a team from Stanford Research Institute has assisted in conducting an investment opportunities survey to identify industries which has good opportunity for development. The Investment Operation Division of CIECD has subsequently conducted similar surveys in this respect. Assistance from UN in Petroleum Exploration has resulted in increased production of natural gas. Recently, assistance from Japan in offshore coal exploration may result in increase in coal resource. Assistance from US in energy resources study, water resources economic study, manpower development and assistance requested from UN for economic advisors will have effects in improved policy making.

3. Data on the following to be obtained as available --

- (i) existing stock (Nos.) of domestic skills by type, i.e. degree of skill and broad field of skill;

Table I Employment by Industry and Occupation in January 1965
(Shurcliff Report)

Unit: 1,000

Code	Occupation Industry	(0-9)									
		0	1	2	3	4	5	6	7/8	9	
0-9	Total	3,830	146	98	208	398	1,801	67	125	779	208
0	Agriculture	1,840	3	2	10	3	1,795	-	2	21	4
1	Mining	82	-	1	3	-	-	67	-	10	1
2-3	Manufacturing	657	11	51	37	39	4	-	7	496	12
4	Construction	130	6	2	3	-	1	-	1	116	1
5	Utilities	26	2	2	5	-	-	-	3	9	5
6	Commerce	392	1	7	28	321	-	-	4	25	6
7	Transport & Communication	185	3	3	24	1	-	-	96	51	7
8	Service	484	119	30	97	33	1	-	11	27	166
9	Not described	34	1	-	1	1	-	-	1	24	6

(ii) annual output (Nos.) of skills - through institutions (schooling and specialized); inservice (training and experience) by type /as in (i) above/;

Annual output of domestic skills by type is not available. Nos. through schools are shown in Table II:

Table II. Graduates in Different Levels of Education 1964-65 School Year

Primary School	324,094
Junior High School including Vocational Schools	106,553
Senior High School including Vocational Schools	43,919
Universities & Colleges	10,383
Graduate Schools	<u>351</u>
Total	485,330

(iii) (a) total technical assistance (Nos. or costs) for a given period, by broad investment areas;

Total technical assistance by investment area are not available.

(b) total investment for same period by broad investment areas.

Total investment: Estimated capital formation for 1965 NT\$20,301 million.

(iv) technical assistance supplies (Nos. or costs) for same period as in (iii) above, under the following categories:

- (a) on the job; advisory; training including fellowships;
- (b) pre-investment assistance; production assistance;
- (c) as aid; purchase; built-in (the last item may give the number of projects if other data is not available);

Technical assistance supplies breakdown into categories are shown on Table III.

Table III. Experts by Categories, 1965

	Un In- cluding SF	UN Short Terms	USA	Japan	Federal Republic of Germany
1. Agriculture (Forestry & Fishery)	12		1	2	
2. Mining	1			9	
3. Industry	5		2	3	
4. Energy	1		8		
5. Communication & Transportation	11			6	
6. Education & Information	4	1	4		1
7. Urban & District Development	1			6	
8. Public Health	4				
9. Manpower	1		1		
10. Economics		12			
Total	<u>96</u>	40	13	26	1

(v) technical assistance sources mainly used (UN including regional, bilateral, purchase and built-in); and any economic significance seen in this pattern (for example idea of non-nationality in UN assistance).

In 1965, there are about 40 experts from UN, including Special Fund, plus about 13 short term UN and regional advisors, about 16 from U.S.A., about 26 from Japan & 1 from Federal Republic of Germany. For fellowships, there are over 20 under UN program; about 80 to Japan, about 10 to Federal Republic of Germany, and 1 to Netherlands.

One advantage of UN assistance is that it can provide experiences of various countries.

4. What are considered the short-comings and difficulties in actual utilization of the technical assistance obtained (both social and economic difficulties)?

The difficulties in actual utilization of the technical assistance obtained are as follows: For training in up-grading the skills and use of proper methods, the industries, especially small units, needs to be convinced of this benefits in order to

have their support. For advisory services, sometimes statistical information may not be adequate or accurate enough. The timing of assistance is uncertain, particularly for Special Fund projects where sometime it takes more than 1 year between this submission of the request and its approval. Furthermore, delays in recruitment of experts hinders a timely implementation.

5. Is technical assistance assessed along with other plan variables for relevance, priorities, inter-relationships, etc.? What typical reasons exist for the degree of such association or otherwise?

Technical assistance is assessed along with other plan variable to a certain extent. Since the benefits derived from technical assistance as somewhat intangible, it is difficult to isolate or measure in physical terms as in the case of production, etc. Also, this is more susceptible to a difference in opinion. The association is only in broad terms.

6. Is technical assistance considered for assignment at key points in implementation, or just received as available and allocated wherever possible?

Technical assistance is considered for assignment at key points mainly.

7. How much of technical assistance programming has been undertaken at perspective economic planning stage (mainly as manpower assessment in terms of future demand and supply, including assessment of technical assistance need for teaching, training, and direct supply)? Any examples that could be mentioned?

An initial manpower assessment has been made for a ten-year prospective plan. This only shows future demand and supply in broad categories and is not yet refined enough to identify individual technical assistance needs.

8. At sectoral and aggregate economic planning stage, are technical assistance needs of sub-sectors and large projects concurrently assessed in terms of specific institutions, training programmes, and on-the-job technical assistance? Are technical assistance phasing and priority rating attempted? How are technical assistance supplies matched with demands at this stage of planning? Are finance and personnel counterpart provisions made? Does a 'policy' for technical assistance emerge out of this -- in the assistance pattern for development projects, in training programmes and in the formal education programme -- thus giving scope for preparatory steps by the donors and the receivers? Does this 'policy' reflect a pattern as to

broad type of assistance for example, the pre-investment survey, the Team idea, regional advisers, the use of multilateral vs bilateral assistance, the use of short and long-term assistance, of high-level and low-level assistance, fellowships vs experts, and ad hoc reserach and training vs institutions?

At sectoral and aggrogate economic planning stage, technical assistance needs of sub-sectors and large projects have not yet been assessed in detail. Manpower needs have been assessed at sectoral planning. Technical assistance needs have been identified for individual projects on short term basis. Phasing and priority rating have been attempted on a rather rule-of-thumb basis. The matching of supplies and demands are more difficult because the availability of supply is uncertain as to the timing. For a request for technical assistance, finance and personnel counterpart provision are made. Generally speaking, the policy is to program technical assistance requests to suit planning needs. Since the needs for technical assistance for different sectors or projects are different, it is difficult to say what kind of a pattern will evolve.

9. (a) At (annual) Implementation stage, is parallel project by project assessment done in all sectors of numbers, type, and time periods of technical assistance personnel required and trainees to be sent out? Is this done in co-ordination with the various implementing agencies for the projects or unilaterally by either the implementing agencies or the central agency?

At implementation stage, project by project review are made periodically by CIECD in co-ordination with the implementing agencies for major projects. For individual projects, the implementing agencies made reviews themselves.

- (b) Are actual counterpart and fellowships ensured as a rule?

Counterpart and fellowships are generally prepared. In certain isolated instances, there have been some difficulty in recruitment. Attempts have been made to improve this situation. For that matter, the difficulty in recruitment of experts also occur.

- (c) Are the supporting institutional, organizational and policy measures for getting technical assistance available?

The supporting institutional, organizational and policy measures for getting technical assistance are generally available.

- (d) Is there flexibility enough to allow for adjustments in the composition of technical assistance in the course of implementing projects?

The flexibility to allow for adjustments in the composition of technical assistance in the course of implementing projects depends the consultation between the donor and the receiver. In the case of UN technical assistance, Special Fund projects are more flexible for adjustment since they involve less agencies. For biennial EPTA programme, adjustments are less flexible, because adjustment in one project may involve cost increase which will require a corresponding adjustment in other project or projects; thus, more departments will be involved in consultation and agreement.

- (e) Is evaluation done, to help adjust current activities and to assist in preparing the subsequent year's programme? Is there both project and programme evaluation?

Evaluation of major project are done after completion. Evaluation current activities are done broadly in periodic review. CIECD evaluates programmes only in a very general nature.

- (f) Has the use of country studies of progress in plan implementation been considered, as a basis for drawing up long-term technical assistance programmes? (It may be noted that in the absence of such an analyzed base, sectoral balance and planning strategy could be easily affected adversely.)

The use of country studies of progress in plan implementation has been considered as a basis for drawing up long-term technical assistance programmes. An initial step in manpower planning has been made. More work will be needed in continuous refinement, so that more realistic needs can be identified for long period.

10. Any views on scope for enlarging EPTA biennial programming technique —

- (a) by basing all technical assistance programming on country economic studies; and
- (b) by using this technique to cover all assistance sources?

If technical assistance programming by basing on country economic studies is meant to include the national economic and social development plans, the answer is yes. However, the main difficulty is uncertainty in timing in the availability of assistance. Even for UN assistance alone, EPTA works on a biennial program, which means planning have to be made three years ahead. Regular programme works on an annual programme. Special Fund projects are approved twice a year. For bi-national assistance, some operates on an annual basis, some works on a project by project basis.

25 February 1966

SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE

Country paper: Republic of China:

REVIEW OF CO-ORDINATION MACHINERY AND SUGGESTED
REFORMS AND PROCEDURES THEREIN

1. (a) Which is the central co-ordinating agency? Where is it? Is it only negotiating or co-ordinating (physical and financial) or both? If separately performed, what are the other agencies concerned?

The Ministry of Foreign Affairs is the central co-ordinating agency in charge of both negotiating and co-ordinating on matters relative to the United Nations technical assistance, regular and expanded programmes including regional and inter-regional programmes, as well as the Special Fund programme.

For the United Nations Expanded Programme, a committee, under the name of "the Committee on the UN Technical Assistance" was set up in 1952 composed of representatives from various Government agencies with the representative from Ministry of Foreign Affairs as its convenor and Chairman. The members are representatives from Ministries of Interior, Finance, Economic Affairs, Communications, Education and Justice, Council for International Economic Co-operation and Development, Overseas Chinese Affairs Commission, Atomic Energy Commission, Government Information Office, Secretariat of the Executive Yuan, and Taiwan Provincial Government. Country programme is discussed and formulated in this Committee.

For the Special Fund Programme, the Council of International Economic Co-operation and Development is responsible for national programming and internal co-ordinations.

The Council for International Economic Co-operation and Development was established in September 1963. Its functions include:

- (1) to apply and administer foreign resources and technical assistance,
- (2) to plan, integrate and co-ordinate economic development programme,
- (3) to match external resources and technical assistance with economic development needs, etc.

The President of the Executive Yuan is concurrently the Chairman of the Council. The Chairman is assisted by a Vice-Chairman. The Council has fifteen members: Minister of Foreign Affairs; Minister of Finance; Minister of Economic Affairs; Minister of Communications; Minister of National Defence; Minister of Education; Governor of the Central Bank of China; Chairman of the Foreign Exchange and Trade Commission; Director General of Budget, Accounts and Statistics; Secretary General of the Executive Yuan; Governor of the Taiwan Provincial Government; Chairman of the Joint Commission on Rural Reconstruction and three others. The Council has a Secretary General who is assisted by two Deputy Secretary Generals. There are under the Council the following Divisions and Offices:

- (1) the General Affairs Division,
- (2) the First Division (Technical)
- (3) the Second Division (Programme),
- (4) the Third Division (Economic Planning and Research),
- (5) the Fourth Division (Finance),
- (6) the Investment Operations Division,
- (7) the Office of Technical Co-operation, and
- (8) the Accounting Office.

The Office of Technical Co-operation maintains liaison in respect of technical co-operation programmes and manpower planning and training.

For other bilateral technical assistance programme, the co-ordination is done by CIECD and the request is forwarded by the Ministry of Foreign Affairs. In the case of Federal Republic of Germany, CIECD communicates directly.

- (b) If there are separate agencies, what is the operational relationship between them?

See (a) above.

- (c) What are the significant personnel compositions of the agency/agencies?

In the Ministry of Foreign Affairs, a Division of the Department of International Organizations is in charge of matters relative to the UN technical assistance.

In the Council of International Economic Co-operation and Development, the Office of Technical Co-operation handles UN technical assistance in collaboration with the Department of International Organizations of the Ministry of Foreign Affairs.

2. What are the focal points or agencies for technical assistance formulation at other levels e.g. ministries/departments (especially manpower and education); state/region/district; local government and the like; private sector?

The focal points for technical assistance formulation at other levels:

- (a) Agriculture, Forestry, Fishery, etc. - Joint Commission on Rural Reconstruction, Production Committee of CIECD, Agri. Tech. Office of MOEA, Provincial Department of Agri. & Forestry.
- (b) Industry, Mining, Mfy, etc. including private sector- Production Committee of CIECD, 1st Division of CIECD, Investment Operations Division of CIECD, Ind. & Mining Tech. Office of MOEA, Provincial Department of Reconstruction, China Productivity & Trade Centre.
- (c) Transportations and Communications - Communications Committee of CIECD, 1st Division of CIECD, Communications Tech. Office of MOC, Provincial Department of Communications.
- (d) Manpower and Education - Manpower Resources Committees of CIECD, 2nd Division of CIECD, Ministry of Education, Provincial Department of Education, Labour Department of Ministry of Interior, Provincial Department of Social Affairs, Provincial Department of Reconstruction, JCRR.
- (e) Public Health - 2nd Division of CIECD, Public Health

Department of MOI, Provincial Department of Public Health, JCRR.

- (f) Urban & Ind. Districts Development - 2nd Division of CIECD, Investment Operation Div. of CIECD, MOI, Provincial Department of Reconstruction, Communications and Public Health, Local Government concerned.

3. What is the relationship with external agencies?

- (a) Is there an inter-agency co-ordinating body? What is its scope? Or, is there a special national body for this purpose?

Yes. An inter-agency co-ordinating body - Committee for UN Technical Assistance (MOFA). A special national body - CIECD.

- (b) What is the composition of the body/bodies?
See 1(a).

- (c) What is the method of functioning?
See 1(a).

4. (a) What is the organization for evaluation of technical assistance rendered?

The evaluation of projects is mainly done by the implementing agencies. CIECD in co-operation with implementing agencies also makes review and evaluation for some major projects. CIECD evaluate programmes only in a very general nature.

- (b) Does it cover programmes and projects?
See (a) above.

- (c) What is the scope of the evaluation, for example, does it cover only direct project results or go wider into conception, pre-conditions for implementation, methods of undertaking and ancillary project results?

The evaluation generally covers only direct project results, sometimes it also covers other related matters.

5. How effective is the set up as answered above:

- (a) to provide the central co-ordination desired;

- (b) to provide for adequate consultation with other agencies concerned (local and foreign) and for their initiative;
 - (c) to ensure full use of all suitable sources and types of technical assistance on offer, and to enable all sectors of the economy to obtain whatever assistance is needed for their programme?
- (a) To provide the central co-ordination desired, the present set up is effective in main areas.
 - (b) To provide for adequate consultation with other agencies concerned has been done through various Committees in CIECD and personal contacts, quite effective to a certain extent.
 - (c) To ensure full use of all suitable sources and types of technical assistance on offer, and to enable all sectors of the economy to obtain whether assistance is needed for their programmes are more difficult. This is only partially effective.
6. What emerging or new needs are noticed -- in co-ordinating with all units referred to above; in fields of t.a. development; in types of assistance; in evaluation?
- The new needs are:
- (a) in co-ordinating with all units - more frequent consultation;
 - (b) in fields of TA development - more refined country manpower programme; positive identification of short-term needs;
 - (c) in evaluation - more thorough evaluation.
7. What organizational improvements are seen emerging or feasible in terms of the preceding questions -- at central; other; and external agency levels?

Country paper: India

(Agenda Items Nos. 4 & 10)

SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE

COUNTRY CHAPTER ON AGENDA ITEM NOS. 4 & 10

4. "Review of current machinery for, and scope of, technical assistance programming co-ordination and utilization."
10. "Suggested reforms and procedures in technical assistance co-ordination machinery."

1. Current machinery for technical assistance co-ordination

India receives technical assistance under the following technical assistance programmes:

1. Indo-U.S. Technical Co-operation Programme;
2. Colombo Plan;
3. The United Nations Technical Assistance Programmes;
4. Bilateral agreements (with France, Yugoslavia etc.); and
5. From private philanthropic organizations like Ford Foundation, Rockefeller Foundation, Asia Foundation etc.

The procedures, content and form and the availability of funds under the various Programmes of Technical Assistance varies from one programme to the other. For instance, the U.N. Development Programme (EPTA portion) is framed on a 2 year basis containing long-term and short-term projects. The U.S.A. I.D. Programme is framed on project concept basis and for one U.S. fiscal year at a time. There is no fixed target of assistance as well as timings for Programmes under the Colombo Plan. The bilateral Programmes also do not follow any set pattern but are worked on ad hoc basis. In view of the special requirements of each of the programmes the procedure for processing of proposals under each of them also does not follow a uniform pattern. However, the first step in the processing of proposals under each Programme is to issue a circular the Central Ministries and the State Governments inviting proposals for obtaining technical assistance. The Department of Economic Affairs in the Ministry of Finance is entrusted with the responsibility of co-ordination of technical assistance and the circulars are therefore issued from this Department. The Ministries and the State Governments do not only assess their own requirements but also invite proposals from statutory,

non-Government and other public and private organizations. Technical Assistance is considered a part of Economic assistance with all implications of foreign exchange on the same basis as are involved in economic assistance. The Department of Economic Affairs is also the Department which is solely concerned with the foreign exchange problems as well as the Economic assistance received by India. Logically, therefore, the technical assistance is also co-ordinated in this Department. It has to be realized that, in the eventuality that technical assistance requirements are not met under technical assistance programmes, foreign exchange has to be released to meet them.

2. The proposals received in the Department of Economic Affairs in response to the circulars as well as those received from time to time on ad hoc basis are examined with reference to certain criteria already laid down. A copy of a circular issued recently in connexion with the proposals to be included in the U.N. Development Programme for the years 1967-68 is enclosed. This circular indicates the criteria in the selection of candidates for training abroad, the financial liabilities involved the criteria to be borne in mind while determining the need for foreign experts, the financial liabilities involved and the exact relationship of the proposal with the Development Programme, viz., the particular project in the Five-Year Plan. The proposals have to satisfy the criteria and requirements set out in the circular and the examination in the Department of Economic Affairs is mainly concentrated from this point of view. In order to provide a guidance to the Ministries with regard to the relative priorities - in view of the scarce availability on technical assistance in relation to our requirements - a list of priorities has also been drawn up. The list has been drawn up in consultation with the Planning Commission and it has been formally sent to the U.N. authorities. The proposals received in response to a circular under one Programme are also examined with reference to their suitability for coverage under any other programme; there may be certain proposals which could more advantageously be covered under another programme. Such proposals are taken out and considered separately under the other Programme.

3. It is generally true that the requirements are much more than the funds or opportunities under a technical assistance programme. The proposals have, therefore, to be arranged in order of priority. The benefit of experience gained in the previous years as a result of co-ordination at one place is also employed to bring about a judicious distribution of the requirements among the various sources of technical assistance.

This is possible due to knowledge of availabilities under various programmes and the background information in regard to opportunities available. It is not uncommon for the training proposals to be shifted from one country to another according to the availability of facilities and the requirements of utilizing the assistance from all sources to the best advantage of the country.

4. After a full scrutiny of the proposals, they are put up to a Committee, called the Technical Assistance Selection Committee consisting of the representatives of the Department of Economic Affairs, Ministry of Education and the Planning Commission. The Committee is assisted in its task of finalizing the proposals by the representatives of the various Ministries who had made the original proposals.

5. It may also be mentioned that in certain Administrative Ministries, Committees are set up to scrutinize proposals made to them by the Central Departments and the State Governments in the particular field of that Ministry. That Committee does preliminary scrutiny of all proposals from the point of view of priorities etc. All proposals received from the State Government, public bodies etc. outside the Central Ministries are required to be considered by the Central Ministries with a view to an assessment of their essentiality, urgency and priorities. The co-ordination is, thus, established in the Ministries in the field with which they are concerned and then in the Department of Economic Affairs in respect of all proposals from various Ministries.

6. There is no organizational relationship established with the external agencies i.e. donor governments and other organizations. The Department of Economic Affairs directly deals with the local representatives of the donor agencies. In case of UN EPTA Programme, the Ministries do have the benefit of advice from the Specialized Agencies; however, in the final selection of proposals by the Technical Assistance selection Committee as well as their processing and implementation, the donor agencies are not associated.

7. The evaluation of technical assistance received is carried out by the Central Ministries in co-operation with the State Governments etc. There is no central evaluation organization in the Department of Economic Affairs. In a country like India, any attempt at evaluation by a Central Organization is bound to be very cumbersome and difficult. The evaluation by the Central Ministries in their respective fields is more

advantageous and is considered quite adequate. The Department of Economic Affairs has provided certain guidelines and also a proforma which is uniformly adopted by the Ministries. The results of evaluation are conveyed to the Department of Economic Affairs from time to time, particularly, at the time of consideration of proposals by the Technical Assistance Selection Committee. In respect of experts also, evaluation is carried out by Administrative Ministries from time to time. The Department of Economic Affairs receives an Evaluation Report in the form of a detailed note from the Ministries as and when a request for extension of the term of the expert is made to them. A drill with a proforma has also been prescribed for evaluation the effectiveness of the experts.

3. The co-ordinating machinery in the Department of Economic Affairs is fully effective and meets our requirements. This is particularly so because;

- (i) The priorities of the proposals to be included in each programme are laid down either in advance or at the time of the final selection of the proposals;
- (ii) The technical assistance requirements are related to the Development Projects in the Five-Year Plans;
- (iii) The criteria to determine the essentiality, urgency and the minimum requirements to be satisfied by each proposal have been laid down very clearly and are circulated widely as and when proposals are called for;
and
- (iv) The benefits of experience gained, the special requirements of each technical assistance programme and the stages of implementation of each programme are co-ordinated in a manner so as to utilize the available technical assistance to the maximum advantage.

9. It is felt that the co-ordinating machinery in the Department of Economic Affairs is most effective in enabling fullest utilization of the available technical assistance. As a result of experience gained from time to time, the machinery has been geared up to plug holes with a view to derive maximum advantage from the various sources of technical assistance.

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Country paper: Malaysia

(i) The rôle of Technical Assistance in the Development effort

Planning for social and economic development involves two main considerations - the capital resources that can be mobilized for investment and the quantity and quality of human resources available to make national economic and social goals a reality. Among developing countries, the human resource consideration is the more important as ultimately the extent to which capital resources can be mobilized and utilized will depend on the strength, energy, wisdom, imagination and technical know-how of available human resources. A country need not however have to depend entirely on its own stock of manpower skills and knowledge to bring about future economic growth. In a world which is getting smaller, international co-operation is as important as international trade. In the spirit of international co-operation a country can to some extent have recourse to outside assistance, both financial and technical, to supplement its own resources to build towards a better future. In response to the needs of developing countries, technical assistance programmes are growing wider in scope and more in numbers.

2. Technical assistance should be conceived of as a short-term arrangement to answer a long term need. For in the long run, a country should aim at producing the manpower in the quantity and quality sufficient to meet its requirements. Manpower development is however a long-term process and especially when manpower planning is only a recent development in most developing countries. Technical assistance will therefore, have to be relied upon to an appreciable extent.

3. Most Developing countries suffer from a shortage of high-level professional and technical manpower to give the leadership and guide the course of development of various projects particularly in those fields of activities which are still at an experimental stage. Here, technical assistance serves as a vehicle for international exchanges of experience and know-how. In this respect a country need not start from scratch in every new field of activity it embarks upon. It can build on the success attained by other countries by adopting practices and techniques with perhaps modification to suit local conditions. It need not necessarily be the case that only more developed countries have a comparative advantage in technical know-how over the developing countries.

This comparative advantage can occur among developing countries

themselves. In fact as conditions of developing countries are more similar among themselves than between a developing country and a well-developed country it may be more appropriate whenever feasible for a developing country to seek such assistance from another. In practice, however, most of the technical assistance needs have to be filled by the more developed nations and international aid organizations like the U.N. and its agencies which have built up over the years a large pool of international expertise for service in developing countries. In Malaysia, high level professional and technical manpower assistance has normally been used in advisory functions and to provide training to local counterpart officers to take over from them on completion of their assignments. Such experts have been most useful in advising on pre-investment studies, in carrying out research and feasibility studies and in increasing the efficiency of national resources to raise output and income.

4. Apart from the shortage of high-level manpower skills, there is also the question of imbalances in the distribution of skills. This has often created a situation of a shortage of skilled workers and middle-level personnel and therefore a gap between the professional technical personnel and the semi-skilled and unskilled. This situation tends to undermine the effectiveness and efficiency of the scarce professional technical personnel which developing countries can ill-afford. Fortunately, the role of technical assistance programmes is becoming wider and more varied in range so that where hitherto such programmes have been confined mainly to the provision of high level manpower, there are now a number of programmes which provide personnel to fill an on-the-job skill in the middle-level range. In this range, it is even more important and urgent for the country itself to accelerate its programme of education and training to fulfill all its middle-level manpower requirements which can be met more easily than those for higher level manpower skills. In this field, too, it is more appropriate for such training to be provided in the country itself and supplementing where possible by training facilities in neighbouring developing countries. To serve its purpose best, the training of middle-level manpower should be carried out in the actual environment of work. The technical assistance programmes can help in setting up local institutions of training and education where large numbers of nationals will have opportunity to obtain such training. In this way technical assistance can be seen to create its own multiplier effects through training provided to teachers and teacher-trainers who in turn helped to produce the large numbers of trainees.

(ii) Link between Technical Assistance and Development Plan

5. The First Malaysia Plan for Social and Economic Development 1966-70 has just been launched on 1st January 1966. In drawing up the Plan account was taken of the extent of financial mobilization as well as the areas for which technical assistance may be sought. Manpower planning has therefore features significantly in the development efforts. The importance of manpower planning may be seen through the establishment of a high-powered ministerial committee called the Higher Education Planning Committee whose task is to assess the requirements for the professional, scientific, technical and high-level manpower to ensure that higher education is planned and devised to meet these requirements. A Manpower section has also been established in the Economic Planning Unit, the body responsible for the overall planning for the economic development of the country. The results of these efforts have enabled the First Malaysia Plan to be formulated with a clearer perspective of manpower resource mobilization and deployment. A chapter on manpower planning has been incorporated in the Plan document. This surveys the existing manpower situation in the overall economy, the employment targets for the next five years, the output of trained manpower and the shortages that are likely to arise with respect to the different levels of manpower skills. As an illustration, the table below provides figures on the expected output produced by the educational system over the next five years from which may be gauged the future supply of trained domestic manpower for development.

EDUCATIONAL OUTPUT TRENDS IN MALAYA,
SELECTED YEARS, 1960-70

Level of attainment at completion of education*	Number completing education				
	1960	1965	1967	1968	1970
University	47	657	740	1,050	1,700
Technical and agricultural colleges	99	203	230	250	330
Sixth form (& Muslim College)	692	1,756	4,900	6,150	5,870
Teachers college †	2,130	2,531	6,200	6,310	7,160

Upper secondary	9,724	14,494	23,870	23,920	54,370
Academic	9,338	13,728	23,200	22,960	41,580
Technical	107	306	400	560	4,180
Vocational	279	460	190	400	8,590
Lower secondary	4,782	23,752	38,200	73,400	99,100
Primary	<u>140,947</u>	<u>45,309</u>	<u>30,800</u>	<u>26,100</u>	<u>20,900</u>
TOTAL	<u>158,421</u>	<u>88,702</u>	<u>104,950</u>	<u>137,180</u>	<u>189,410</u>

Includes dropouts and failures at each level as well as those completing successfully. Those who will continue their education on a full-time basis are not included in these "output" figures.

≠ Includes a large number whose training will have been of a parttime, in-service nature.

6. The output as suggested in the table has been underlined by a reorientation of the whole education programme in the First Malaysia Plan to substantially raise the output of agricultural, vocational, and technical manpower. This programme envisaged the introduction of vocational education in the upper secondary schools, the construction of 12 agricultural schools, 2 additional agricultural colleges, polytechnics and the enlargement of the University to cater for an increase in enrolment and extension of the range of courses offered. In addition, the National Productivity Centre, the University's Faculty of Economics and Administration and the proposed Malaysian Institute of Management will provide increasing facilities for practical short-term courses for manager-trainees, business executives and small businessmen. Increasing importance will also be attached to the training of industrial workers through such institutions as the Industrial Training Institute and Technical Institutes and Trade Schools. A comprehensive programme for industrial training through a combination of the efforts of the public and private sectors is also in the course of being formulated. Still, the next five years will see large shortages in various areas of domestic manpower resources.

7. First, the requirements for personnel with higher education diplomas and degrees will rise unusually sharply in the 1966-70 period on account of the need for teachers to staff the rapid expansion of upper secondary and higher education. The scheduled expansion in Malaya alone will require more than 2,000 additional teachers with such qualifications, most of them with a scientific or technical training.

8. Second, the pace of locally-financed industrial expansion depends in part upon the availability and use of a substantial supply of trained and experienced business specialists - men qualified to assess industrial opportunities, to help small business develop and justify bankable projects and to provide expert counsel while the projects are becoming established. These scarce skills will be required in significant numbers for the staffing of government agencies concerned with industrial expansion as well as for private financial and industrial concerns.

9. Third, the considerable expansion in agricultural research and development which is a vital part of the Plan will create substantial requirements for qualified research specialists. Agricultural research alone is expected to require more than 400 additional Division I and II specialists, while the planned expansion of land development programmes and the Federal Agricultural Marketing Authority will need a further substantial number of specialists.

10. Equally difficult manpower problems have long existed in the health and medical fields and requirements of this sector will continue to need special attention. Similarly there is no doubt that the scarcity of those with modern training and experience in a wide range of specialised scientific, technological and management skills, both in government and in the private sectors, will tend to check the pace of economic development. The private sector carries the main thrust of the industrial development effort and the government's manpower plans and operations will give major emphasis to the manpower needs of private enterprise.

11. The shortages, some of which are indicated above, reflect the time element involved in gearing the education and training programme to produce the manpower skills required as the major results of this programme are expected to be brought about only after 1970. These shortages also point to the continued and important efforts which will have to be made to obtain a much larger scale of technical assistance to fill the temporary gaps of manpower shortages over the next few years.

12. In drawing up the Plan, detailed analysis was carried out in respect of sector programmes such as Transport and Communications, Power, Water Supplies, Agricultural and Land Development and so on. In assessing the technical, financial and economic feasibility of each project in the sector programmes,

an attempt was made to assess in broad general terms the kinds of technical assistance required in implementing the particular project. The kinds of technical assistance identified are related in the main to carrying out feasibility studies, pre-investment surveys, engineering studies, in advising and planning the details of new schemes, and in providing operational roles in the education and research fields. Thus for most of the projects in the Plan, the needs for technical assistance have been identified but not spelt out in detail except in the case of continuation projects for which technical assistance has either already been obtained or else requests for such assistance have been submitted. For the rest, the details of technical assistance needs are being worked out in the implementation phase. It may be mentioned that the needs for technical assistance are being worked out along with the associated needs for capital assistance. In this respect, more than 50% of the projects in the Plan have been starred - these are the projects considered suitable or susceptible to foreign financing. The principle followed is that all these projects which have been starred will as far as possible be implemented with external capital or loan assistance. This automatically means that detailed description and justification for these projects will have to be made, and this exercise is being carried out with the assistance of the World Bank.

13. Another principle implied in the above is that only projects approved in the Plan are eligible for technical or capital assistance or both. This principle itself has the important implication that any assistance obtained, be it in financial, equipment or technical assistance forms, will be accounted for as part of the overall national resources for meeting the Plan objectives.

14. All technical assistance requests are coordinated, processed and negotiated through the Economic Planning Unit. In this way, it is ensured that there is maximum linkage between manpower planning and technical assistance programming, between Plan requirements and resource mobilisation and between internal and external resources of all kinds.

Economic Planning Unit
Prime Minister's Department
Kuala Lumpur

22nd February 1966.

MACHINERY FOR TECHNICAL ASSISTANCE CO-ORDINATION
IN MALAYSIA

(i) Current machinery for technical assistance co-ordination

Technical assistance has played and will continue to play an important role in the development of Malaysia. To date Malaysia has received a number of assistance including assistance from the U.N. and its specialised agencies, Colombo Plan, Voluntary Organizations and other private foundations such as Ford and Asia Foundations. With such diverse and multiple forms of assistance rendered, it is vitally necessary that there should be a central co-ordinating agency dealing solely with matters pertaining to technical and capital assistance coming from abroad. For this purpose the Malaysian Government has designated the Economic Planning Unit of the Prime Minister's Department as the sole authority on technical assistance programme in Malaysia.

2. This Unit is located at the highest level of the Government hierarchy - i.e. it forms an important section of the Prime Minister's Department. In this regard, where the Malaysian Government requests for assistance to foreign agencies, such bids would come in the first instance from the various Ministries/Departments concerned. On receipt of such requests, and after careful scrutiny, the Economic Planning Unit will then forward these bids to foreign agencies concerned. Likewise regarding offers of assistance from overseas to the Malaysian Government for utilisation by specific Ministries and Departments. They too will have to go through the Economic Planning Unit for necessary co-ordination and processing.

3. Malaysia is composed of three major component states. For the purpose of co-ordinating requests within the States of Malaya, the Economic Planning Unit will deal direct with the Federal Ministries/Departments concerned which, in normal circumstances, would be located in Kuala Lumpur itself. Geographically speaking, it makes the work of the Central Co-ordinating Agency that much easier. For the other two component States of Sabah and Sarawak which is separated from the mainland, Malaysia by about 1,000 miles of water, it is vitally necessary that a similar co-ordinating agency be established at state level. For this purpose a State Technical Assistance Co-ordinating Committee has been established in each of these states operating within its boundary. All bids coming from the

Departments and Ministries within that state will have to be processed in the first instance by the State Technical Assistance Co-ordinating Committee before they are forwarded to the Central Co-ordinating Agency i.e. Economic Planning Unit, for final consideration and approval.

4. Although the Economic Planning Unit is the sole agency responsible for technical and capital assistance within the country, the Ministry of External Affairs does provide an official channel wherever diplomatic protocol requires that certain requests be submitted to foreign Missions. In this regard close co-ordination is maintained between the Economic Planning Unit of the Prime Minister's Department and the Ministry of External Affairs section in charge of economic matters. Formal applications would normally be forwarded from the Economic Planning Unit to the Ministry of External Affairs for necessary transmission to the various High Commissions and Embassies concerned.

5. Within the capital city of Kuala Lumpur, we have a number of local offices representing external agencies with regard to external assistance. Worthy of mention in this regard, are the office of the U.N. Resident Representative covering the United Nations Development Programme, the specialised U.N. Agencies such as the FAO and WHO, the Resident Representative of the U.N. Peace Corps, and local offices of private foundations such as Ford and Asia Foundations. With the establishment of these external aid agencies in the vicinity, the function of the Central Co-ordinating Agency is made that much easier.

6. It has always been one of the functions of the Central Co-ordinating Agency on technical assistance for Malaysia to assess and evaluate assistance received from abroad. This we consider to be very important because we need to know the effectiveness and usefulness of the assistance received from time to time. However, due to the shortage of personnel and the lack of fuller understanding of the technique in assessing assistance offered from overseas, it has not been possible to carry out the evaluation aspect of technical assistance programme as a whole.

7. Before requesting technical and capital assistance, it is the job of the Central Co-ordinating Agency to see that such assistance is related to the development plan. All bids are therefore scrutinised with regard to its conception, goals and

methods which would affect the overall programmes within the framework of the development plan. In this regard it is felt that we are discharging one of the most essential functions of technical assistance - to ensure that any external aid received would be fully and effectively utilized for the benefit of the country as a whole.

(ii) The effectiveness of the co-ordination machinery

8. So far co-ordination of technical assistance requirement has been quite effective - though it does leave rooms for improvements. At present moment most of the work undertaken in this regard is done by administrative process. No legal backing has been used to effect closer co-ordination of the various agencies involved. Wherever possible and where technical assistance can be planned for a certain period such as the bi-ennium U.N. Expanded Programme of Technical Assistance, closer co-ordination is effected by having the bids closely scrutinised with the requesting Ministries and Departments concerned. The necessary pruning and discussions of details are done at a meeting or meetings convened for the purpose. It is here that most of the polishing up of requests for assistance is done. Wherever required the local representative of foreign agencies offering such assistance would also be invited to see that the on going bids would, in fact, be in accordance with their requirement. This has been a case in particular with regard to the U.N. Special Fund and the Expanded Programme of Technical Assistance.

9. The scope of technical assistance has been all embracing and touched more or less all aspects of our country's economic development programme. With regard to experts, we have received not only highly qualified personnel but also middle-level manpower as well. In other areas concerning capital assistance, we have received assistance on major projects such as land development scheme, training and research centres, and feasibility studies. In this regard much of the assistance has come from either the U.N. or the Colombo Plan. The middle-level manpower has been provided mainly through voluntary organizations in particular the assistance received from the U.S. Peace Corps Programme.

10. In so far as the Central Co-ordinating Agency is located at the highest administrative structure of the Government, the job of co-ordinating technical assistance programme has been quite successful. This is more so in the sense that the

Technical Assistance agency forms part and parcel of the Economic Planning Unit, which is responsible for the formulation and review of the country's Development plan. The co-ordinating function in this respect could not have been undertaken in any other better way than it is now.

(iii) The needs in technical assistance development

11. The above sections outline the existing machinery in effecting close co-ordination in technical assistance development in Malaysia. Whether this machinery is adequate or not to discharge its function will depend more or less on the scope of technical assistance requirement. In the First Malaysia Plan 1966-70, the gap between the supply and demand for high level manpower is very much in the fore front. It is envisaged that this highly qualified personnel, grouped under the term "high level manpower", constitute the energisers and designers of economic change. The increasing use of such personnel of this level is essential to development and that higher stages of development are characterised by use of a far higher proportion of trained managers, professional and technical officials than Malaysia now possesses. Experience of some of the advanced nations suggest that in the long run the stock of such personnel must increase by at least double the rate of employment. Generally this would imply an increase of at least 5.6% a year in Malaysia's stock of high-level manpower, more than double the growth expected from the formal education system during the next five years.

12. In meeting part of this gap, qualified foreign personnel have been made use of to fill cadre posts as well as advisory positions wherever it is found that these positions could not be filled with qualified Malaysians. To assess the extent of this gap in demand and supply of such personnel, a survey on manpower requirements covering all categories of personnel has been carried out recently. At the time of writing this paper the results of the survey are being analysed and once they are completed they would serve a very useful purpose as an indicator of the future requirements of qualified personnel in various categories of jobs during the next five years. In the field of technical assistance a similar assessment is being made with regard to the need for experts under the various auspices of international organisations.

13. It is hoped that the results of this requirement survey, would be in hand in the not too distant future. With the

availability of such data, a closer look at re-organising the existing technical assistance co-ordination machinery will have to be made. Needless to say, the work involved in processing and getting technical assistance is rather heavy and time-consuming in nature. Nevertheless, closer co-ordination has always been maintained among the planning, manpower, and technical assistance divisions of the Economic Planning Unit, as well as other Departments concerned with technical assistance requirements. In getting this job going smoothly, we have had considerable co-operation from external agencies concerned with technical aid to Malaysia.

14. For the purpose of effecting closer relationship between development programme and technical assistance, the administrative set-up in Malaysia is very heartening. In the Economic Planning Unit, the areas of work covered include economic planning proper, manpower planning, and technical assistance. These three spheres of work constitute a major undertaking of the Economic Planning Unit. Since all these three functions are housed under one department, it is easier to effect close co-ordination with development planning proper. Under normal circumstances, assessment of the supply and demand of technically trained people would be undertaken by the manpower section of this Unit. The actual work of obtaining external assistance will be done by the technical assistance section. Close consultation is maintained between the technical assistance division and the planning section to ensure that assistance requested is in accordance with the overall development efforts.

15. During the next five years beginning 1966 a considerable part of public investment under the First Malaysia Plan will depend on the availability of financial assistance in the form of grants and loans. Apart from these requirements, it is envisaged that the Government will also require technical assistance in implementing the various development programme under the Plan. Under these circumstances, the programming of technical assistance will be made an integral part of development planning and implementation. The Malaysian Government will ensure that the services received from the U.N. and specialised agencies, the Colombo Plan, CARE/MEDICO, U.S. Peace Corps and other external volunteers, and various private organisations such as Ford Foundation will be fully utilised in operation, training and institution building. The Economic Planning Unit as the co-ordinating authority for technical assistance will ensure that over the next five years request

For technical assistance are closely related to the implementation programme approved under the First Malaysia Plan. Programming and evaluating the benefits and cost of technical assistance will also be more critically and systematically undertaken. In the past, evaluation of technical and capital assistance has not been done in as much as we would like to have.

- (iv) Organisational improvements to meet these needs in harmony with particular administrative structure of Malaysia

16. Much thought has been given to the need for strengthening the Central Co-ordinating Technical Assistance Authority. As envisaged in the Malaysia Plan, particular attention will be given to increasing technical and administrative efficiency by improving the organizational structure, facilitating project preparation and developing more effective co-ordination among the various public and private bodies engaged in the development effort. Parallel to this, similar attention will also be given to improving the effectiveness of technical assistance efforts. Difficulties will, of course, be experienced in dealing with the Borneo States, since geographically the States of Malaya is separated from its Borneo components by over 1,000 miles of water.

17. The successful execution of closer and effective technical co-ordination efforts will depend to a greater extent on understanding the objectives and priorities of technical assistance received and its utilisation, - and the ability of those engaged in implementation to maintain effective communication with each other. It is in recognition of these problems that improvements in certain aspects of the technical co-ordination machinery will be effected.

18. As pointed out earlier comparable machinery has been set up in the States of Sarawak and Sabah. These State Agencies are helpful in the sense that requests from the various department within that State would go to the Federal Government from one source. The contact point in the relationship between the Federal and the State organisations is therefore quite clear. As far as external agencies are concerned, it appears that the present role of the U.N. Resident Representative tends to be rather restricted. For instance, we have the U.N. Resident Representative in charge of aid rendered under the United Nations Development Programme. On the other hand, we also

have Country Representatives of certain specialised agencies like the World Health Organization and the Food Agricultural Organisation. In this respect the channel of communication between Central Government and external agencies offering aid is rather diffused. It would have been preferable if one organisation were to represent all assistance offered to Malaysia under the U.N. programme. For practical reasons, this has not been possible.

19. As far as the Central Co-ordinating agency is concerned further thought is being given to the need to streamline other functions on technical assistance received from overseas. This refers to loans, training under the Colombo Plan and educational scholarship and training. Although the Economic Planning Unit has been designated the sole authority on technical assistance in Malaysia, apparently, other Departments are also involved in undertakings similar work. The Establishment Office Malaysia is now in charge of training both internally as well as externally. The Ministry of Education is also responsible for certain scholarship and training pertaining to education. The Federal Treasury is now in charge of negotiating foreign loans although the specific project preparation itself is undertaken by the Economic Planning Unit. There is therefore a need to review such organizations and their functions in order to bring all these activities under one office, if possible.

20. What is lacking at the moment is a Committed on Technical Assistance at Federal level. The setting up of such a Committee would provide a forum and clearing house for assist- and requested by internal organizations, and a meeting place for effective consultation on the nature and types of assistance donor countries can provide. The necessity is ever present for getting to know the types of assistance that can be provided in greater details for purposes of planning ahead. What better ways than creating such a committee where continual discussions could be held with foreign missions. The formation of this Committee has been in our minds, and it will be set up as soon as possible.

21. Further strengthening of the existing staff of the central Co-ordinating Agency is required if better flow and upto-date information is to be made available. The assistance of foreign missions will be sought in so far as records maintained in the EPU should be kept in line with up-to-date information. Constant vigilance will be kept in this field, so that periodic and useful information could be published as and when needed.

22. Closely related to the information requirement is the need to undertake evaluation exercises to ascertain the usefulness and effectiveness of technical assistance received by Malaysia. At the moment we have not the means to undertake such a task. Perhaps assistance could be sought from the United Nations to work out such a programme of study. The need for an evaluation study is always recognised by us, and when climate and circumstances are favourable, we would certainly carry out such a programme on a Malaysia-wide basis.

Economic Planning Unit
Prime Minister's Department
Kuala Lumpur.

22nd February, 1966.

Country paper: Nepal

ECAFE SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE

Nepal country paper on

CO-ORDINATING TECHNICAL ASSISTANCE PROGRAMMING
WITH NATIONAL DEVELOPMENT PLANNING

Before touching on the main subject under discussion it will not be out of place to discuss briefly the history of development planning in Nepal.

The process of development through national planning has been a new phenomenon in the development history of Nepal. During the past decade (1955-1965) two development plans were launched in Nepal, the Five Year Plan (1955/56-1960/61) and the Three Year Plan (1962/63-1964/65). The first plan was simply a collection of development projects which were implemented by different technical departments of His Majesty's Government. Out of the total outlay of about US\$4.4 million, more than 90 per cent of the total outlay was provided by donor agencies, mainly India and the United States.

On the basis of experiences gained during the first plan, the second Three Year Plan was introduced in June 1962. The main objective of the second plan was to create an infrastructure in the country so that a more realistic and ambitious plan could be launched in the future. Out of the total plan outlay of \$8 million about 75 per cent was met from foreign sources. India and the United States continued to become the chief donor nations respectively. During the current Five year Plan it is estimated that only 50 per cent of the total plan outlay of about \$330 million.

The dependency on foreign resources in the development activities has been decreasing from 90 per cent to 5 per cent in the current Plan. However, it is increasingly felt that in the future as the volume of development activities continue to increase Nepal will have to depend to a considerable extent on foreign assistance.

The basic goal of Nepal's development efforts is to raise its present low standard of living. In order to accomplish this goal the largely untapped resources both material

Exchange Rate: US\$1 equivalent to Rs 7.60

and human of the country will have to be effectively utilized. This is where the technical assistance will play its important role.

Technical assistance to Nepal has been thus for provided in three different forms:

1. Assistance to train personnel in developing countries.
2. Assistance through use of the services of the experts from the developed countries.
3. Assistance in providing equipments for development projects.

Assistance for Training Nepalese Abroad

During the last decade the major bottlenecks that have been experienced in successfully implementing the development projects have been the shortage of trained manpower, the lack of adequate means of transport system, and the lack of technical know-how. It has been felt that once the development project is completed with the direct support of the donor agency, it will remain incomplete from our point of view so long as no Nepalese are adequately qualified to run the project after its completion. In other words, we should have trained manpower available inside the country to run the project after it is being set up by foreign technicians. Thus, HMG have been giving due emphasis in training Nepalese as part of the assistance received from the different donor agencies. For instance, from 1950 to June 1965 about 2400 Nepalese have received training in different fields under the various training programmes offered by the donor agencies to Nepal. 1/ India, which is one of the main donor countries in Nepal has provided training opportunities to nearly 1600 Nepalese during that period. Similarly the United States Government have offered training opportunities to nearly 500 Nepalese officials during the same period. The rest have received training in other countries like the United Kingdom, Pakistan, Australia, etc. The fields of training have been chosen according to the felt need in particular areas.

Nepal prior to 1952, had virtually no formal education system. The present policy of the Government is to provide as

1/ Source: Colombo Plan Council's Annual Report for 1964-65 table VI, dated 26 August 1965.

far as possible training facilities for the training of technical personnel at the intermediate and lower levels, and to send abroad only those requiring higher study and training. Today there are more than 30 undergraduate colleges and one university which provide graduate and post graduate instructions in the major fields of studies. In addition, there are more than 12 institutes which offer courses in special fields of study such as agriculture, forestry, nurses, home science, engineering (diploma), etc.

Moreover, during the current Five Year Plan, one Engineering College, one Agriculture College and one Medical College will be established in the country. HMG have also been providing on the job training to the junior level staff in the fields of posts and telecommunication, cottage industries and community development.

Annual level of development expenditure has gone up from \$5.5 million during the first Five Year Plan period to nearly \$26 million during the second Three Year Plan and is expected to increase to \$47.3 million during the current plan period. The number of trained hands required during the current plan period however, has not been increasing at the same rate as the volume of development expenditure. Nevertheless, due to the fact that various training facilities inside the country have already started, as noted above, the picture will not be as bleak as it was during 1950. See table 1.

Foreign Expert's Assistance

The area in which technical assistance has been utilized is for the services of the foreign experts. HMG have been requesting donor agencies to provide the services of foreign experts to advise HMG as well as to train Nepalese counterparts. From July 1950 to June 1965 Nepal has benefited from the services of about 1000 foreign experts. The main fields in which the experts' services have been utilized are general education, administration, agriculture and other social services. India and the United States are the main countries providing experts. The United Nations has also been providing quite a large number of experts.

On the basis of Nepal's experiences, the services of the experts have been more beneficial in technical field rather

than in general subject areas. Such an experience might be common in other developing nations of the region. In addition, the need of an expert has been more urgently felt at the planning stages rather than at the implementation stage of the project.

While fixing the priority in the field of technical assistance, it will be, perhaps in the long run, more beneficial from the point of the recipient country to shift the emphasis to the training of its own citizens rather than having the services of experts. This might be true in other developing nations of the region. Therefore, we recommend that at the time of fixing the priority for the technical assistance programme in the region a study of the trend of request for the various forms of technical assistance from the countries of the ECAFE region be made so that a more realistic approach of technical assistance programme could be worked out for the interest of the members of the region and for the region as a whole.

Assistance Through Provision of Equipments

In order to implement development projects Nepal faces the problem of importing from abroad equipments and machineries involving foreign currency. To a large extent this problem has been solved with the help of donor agencies which have provide assistance in the form of goods and equipment.

For instance, in the Fiscal Year 1963/64 Nepal received assistance in the form of goods and equipment, worth \$1.2 million from the Colombo Plan countries alone,^{1/} i.e. about 40 per cent of the total assistance received. It is to be noted that the goods and equipments received in the project, supported directly by the Communist countries are not, however, included in the above figure. Nevertheless it shows the magnitude of the problem. For instance the total value of aid received by Nepal from 1 July 1963 to 30 June 1965 is as follows:

Trainees	:	\$1.7 million
Experts	:	\$2.1 million
Equipments	:	\$2.1 million

In the years to come Nepal is going to spend more and more of her foreign exchange resources to import development goods.

^{1/} Ibid., Table XII.

Furthermore, Nepal has to depend to a great extent on donor agencies to meet the expenses required to import goods and equipments that are essential for its development activities.

Shortcomings and difficulties in the
Technical Assistance Programme

Scarce resources, both domestic and foreign, have to be optionally allocated. Technical assistance should also be considered as one of such scarce resources available within a certain period of time in a country. It is important, therefore, that technical assistance received from donor agencies should be properly and effectively utilized. However, in actual practice, the following difficulties are met:

- (a) It is often very difficult to realize or assess the real benefit derived from the technical assistance utilized in the country. In the absence of such an assessment, it is very likely that the real purpose behind the programme is either neglected or defeated. If a mechanism could be developed through which the use of technical assistance could be evaluated in each recipient country it would greatly serve as a guide for a more realistic programming of technical assistance. This, we believe, is equally important to both the recipient as well as the donor agency.^{1/}
- (b) The type of technical assistance which is needed by the recipient country may not be easily available from the donor agency. This is especially so in the case of bilateral assistance where the priority structure of the donor nation and the recipient nation are not necessarily the same.
- (c) Quite often the scope and magnitude of the problem is either underestimated by the donor nation, plus programmes tend to be more short run in nature. The result is that in most instances when foreign assistance is stopped the recipient country is unable to cope with

^{1/} The Ministry of Economic Planning is currently preparing to undertake a study that aims at determining the factors that affect advisory services offered by donor agencies.

the problem and thus the assistance so far utilized in this particular project is virtually wasted.

- (d) Lack of co-ordination in assistance that leads to actual duplication. For example, it is very difficult to accept one programme and reject another although both assistances were offered for the same type of project.

In order to solve this issue a high level committee, Foreign Aid Co-ordination Committee (F.A.C.C.) is set up which is empowered to find to make recommendations to the council of Ministers see the detail description in the other papers.

- (e) In Nepal, where the private sector is still in its infancy, technical assistance is very often concentrated to meet the requirements set by the Public Sector through governmental departments. The use of technical assistance in the private sector is virtually nil. This often results in the slow growth of the private sector of the economy which, eventually will slow down the rate of economic growth of the country. Therefore, it is essential that the Private Sector also receives due attention in the use of technical assistance received from different sources.1/

Serious attempts are underway to make best use of technical assistance received in Nepal. Technical assistance is not accepted simply because someone has offered it. Choice from amongst the alternative fields of assistance is determined, as far as possible, at the national planning level. Such a projection is done along with the fields in which Nepal is expected to receive aid from all available sources. Before arriving at conclusions, the views of the technical departments are well considered. For instance, Nepal has made a tentative projection of the need of trained persons in different fields during the current Five Year Plan (see table No.1). On the basis of this projection, HMG will plan future training programmes and

1/ In Nepal it is worthwhile to mention that HMG have initiated same training programmes specially designed for the private industries through NIDC. International Labour Organisation (ILO) has also helped to provide training facilities in general mechanics to the industrial workers of the Biratnager Jute Mill.

approach accordingly donor agencies. Therefore it is concluded that the use of technical assistance in Nepal is determined on the basis of the overall national development plan of the country.

Table No. 1 Number of Trained Personnel Required
 During the Current Plan Period
 (1965/66 - 1969/70)

<u>Subjects</u>	<u>Total Requirement (in Numbers)</u>	<u>Availability</u>		<u>Net Deficit</u>
		<u>Internal</u>	<u>External</u>	
Engineering:-				
Electrical	50	-	25	25
Civil	150	-	85	65
Mechanical	50	-	23	27
Mining	15	-	7	8
Other-Engineering	50	-	38	12
Overseers and Draftsmen	1,000	250	-	750
Mechanics	787)	1,455	295	389
Builder	217)			
Sheet metal workers	120)			
Blacksmith	65)			
Operators	270)			
Technologists	61)			
Electrician	619)			
Health:-				
Health technician	94	-	141	-
Nurse and Midwife	381	550	-	-
Health Assistants	1,000	400	-	600
Agriculture:-				
Graduates	256	28	229	-
J. T. O.	1,419	510	-	909
Forest:-				
Forest technician	24	-	24	-
Rangers	169	175	-	-
Foresters	428	350	-	78
Education:-				
Primary teachers	5,000	5,000	-	-
Secondary teachers	1,000	1,000	-	-
Co-operatives:-				
Cooperative Inspectors and Sub-Inspectors	605	605	-	-
Survey:-				
Survey Inspectors & Surveyers	3,000	1,000	-	2,000

Table No. 2 Number of personnel trained in foreign countries during Three Year Plan.

<u>Subject</u>	<u>1962/63</u>	<u>1963/64</u>	<u>1964/65</u>	<u>Total</u>
1. Engineering	73	78	98	249
2. General Education	68	90	132	290
3. Health	46	45	26	117
4. Industry	34	32	4	70
5. Agriculture	44	31	31	106
6. Aviation	20	17	3	40
7. Forest	6	7	5	18
8. Custom	19	14	1	34
9. Administration	12	24	—	36
10. Arts	4	2	—	6
11. Police	4	2	—	6
12. Tourism	4	1	1	6
13. Communication	3	1	1	5
14. Mining	3	3	—	6
15. Survey Statistics	3	4	—	7
	<hr/>	<hr/>	<hr/>	<hr/>
	343	351	302	996

Review of Current Machinery for, and
Scope of, Technical Assistance Programming,
Coordination & Utilization

A. Current machinery for technical assistance coordination:

The main organization in the government concerned with the coordination and the effective use of the technical assistance received from both bilateral as well as multilateral sources is the Ministry of Economic Planning of His Majesty's Government (HMG). The chairman of the council of ministers is also the Minister for the Economic Planning Ministry.

The broad fields in which technical assistance from the foreign sources is required is determined by a high level body called "The Foreign Aid Coordination Committee". The committee is headed by the Hon'ble Chairman of the Council of Ministers. The secretaries of the Foreign, Finance and Economic Planning Ministries are the members of this committee. The Joint Secretary, who is in charge of the Foreign Aid Division in the Ministry of Economic Planning, is the member cum Secretary of this Committee. The committee gets advice and recommendation from the Ministry of Economic Planning on matters connected with the use and need of technical assistance. The Committee consults technical departments of HMG as and when necessary. The committee sets the broad policy of HMG with regard to the types and the sources of technical assistance to be received in various fields in Nepal. After the committee makes the decision, the Ministry of Economic Planning negotiates on behalf of HMG with the concerned donor agencies on matters relating both the technical assistance and the foreign aid in general.

B. The Effectiveness of the Coordination Machinery:

The task of the Ministry of Economic Planning largely depends upon the support & cooperation it receives from the various technical departments of HMG which utilize the technical assistance. For instance, if the technical departments do not provide regular information on the performance of the experts assigned in the respective departments, there will be no basis on which the future request for experts can be reasonably judged by the coordinating Ministry. Similarly, in the field of training also much depends upon the works that have been done in the field of manpower planning. Secondly, a cordial relation and understanding between the Planning Ministry and the donor agencies will greatly help to remove the bottlenecks which otherwise could hamper the technical

assistance programme as a whole. And lastly, in view of the fact that the agency responsible for the technical assistance programme in Nepal, is also the agency which is responsible for the formulation and implementation of the national development plan in the country it is but natural that the Ministry of Economic Planning can and should play an effective role in the coordination of the technical assistance programme in Nepal.

C. The Needs in Technical Assistance Development:

The proper evaluation of the technical assistance on a regular basis can help in improving the use of technical assistance received from various sources in Nepal. However, there is no easy way to do so. For example, the performance of experts engaged in a wide variety of activities of His Majesty's Government have not yet been properly evaluated. Donor agencies could help recipient country in their effort of evaluating the technical assistance programme and thereby formulating an effective programme in future.

Therefore, it is often wondered whether the technical assistance received in other forms like fellowships, equipments and pre-investment survey (for instance Karnali and Sunkosi Hydro-electric survey) are more desirable than merely getting an expert's service.

However, it is true that unless trained persons are available in a particular field inside the country it is always desirable to have the services of the expert, specially on technical field, to fill up the gap.

From the above description, it is clear that if any improvements will have to be made in the field of technical assistance it is quite essential that this can be achieved only by the joint and sincere effort of both the parties, donor as well as recipient nation. The need of the recipient nation is obvious but very often it is the donor nation which has been playing a more decisive role in the formulation of the technical assistance programme in the recipient nation.

In order to ensure the proper use of technical assistance we feel that both the donor nation and the recipient nation can play an equal role.

It is very essential that the machinery to coordinate the

various sources of technical assistance should be strong and effective. It is desirable that the Ministry responsible for the national development should also be entrusted with the above task. In this respect we are fortunate to have the Ministry of Economic Planning doing their job which has facilitated to handle the technical assistance programme quite effectively.

Finally technical assistance received from the bilateral source is, in general, less flexible than the one received from the multilateral agency. Therefore, the role and importance of the multilateral agency like the U.N. should be duly emphasized in the years to come.

Country paper: Pakistan
(Agenda Items No. 4 and 10)

ECONOMIC SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE, BANGKOK - FEBRUARY 28 - MARCH 7, 1966.

PAKISTAN COUNTRY PAPER

ON

Agenda Item No.4: Review of current machinery for, and scope of, technical assistance programming, co-ordination and utilization.

and

Agenda Item No.10: Suggested reforms and procedures in technical assistance co-ordination machinery.

National Economic Planning and national economic co-ordination and external affairs which include foreign aid and Technical Assistance are the responsibility of the Central Government of Pakistan.

2. Pakistan receives Technical Assistance from various sources. The major sources are the Colombo Plan, the US AID and the United Nations. Besides, Pakistan gets Technical Assistance under bilateral arrangements from European and other countries. Ford Foundation, Asia Foundation and the International Bank for Reconstruction and Development also provide some Technical Assistance to Pakistan.

3. The Economic Affairs Division in the President's Secretariat co-ordinates the Technical Assistance Programmes and acts as liaison between the donor agencies and the Administrative Ministries in charge of the projects requiring such assistance. At the Provincial level, the Planning Departments co-ordinate the requirements of all other Departments and forwards them to the Counterpart Central Ministry for onward transmission to the E.A.D. In order to avoid duplication and to save time, certain administrative Ministries have however, been given the authority to deal with the donor agencies direct in respect of some particular programmes like the regular programme of the United Nations' academic scholarships etc.

4. In the following lines the procedures followed in dealing with the major Technical Assistance Programmes have been discussed.

UNITED STATES OF AMERICA:

Agency for International Development (AID).

5. The requirements of technical assistance under the AID programme are determined in relation to the needs of the various development projects vis-a-vis the availability of funds. For each project which is accepted for being financed out of this programme, a project agreement is signed which may include provisions for training, experts and equipment. The project agreements are signed by the Secretary, Economic Affairs Division, as the authorized representative of the Government of Pakistan on the one hand and the representative of the US Government on the other.

6. The implementation of the agreements starts after they are signed by the two parties.

UNITED NATIONS:

7. By April/May every two years the UNTAB communicates to the Government of Pakistan the target figures for allocation of funds for the Expanded Programme of Technical Assistance to finance training facilities, expert advisory services and equipment connected with various projects in the next two years.

8. On receipt of the target figures in the Economic Affairs Division the Ministries/Divisions are requested to formulate their requirements of training facilities, expert advisory services etc. under the programme. The Economic Affairs Division does the liaison work in respect of forward planning of the programme and advises the Ministries/Divisions to prepare their requirements of technical assistance within the target figure, keeping in view the fact that the training facilities and expert advisory services are related to existing projects. The programme is finalized in an inter-Ministerial meeting in June every two years and then forwarded to the Resident Representative to UNTAB in Karachi.

9. After the programme is approved by the UNTAB the Ministries/Departments select their candidates for training

facilities in the fields provided in the programmes and nomination papers are forwarded to the Economic Affairs Division. After necessary scrutiny the papers are passed on the UNTAB Resident Representative.

10. In the case of experts the job description of experts provided in the programme are prepared by the Ministries/Divisions concerned, which are forwarded to the UNTAB through Economic Affairs Divisions. The UNTAB selects suitable candidates and sends the curriculum vitae of experts for acceptance by the Government. The curriculum vitae of experts are forwarded to the Ministries/Departments concerned who examine them and inform the Economic Affairs Division of their agreement to the acceptance of the experts. The experts come after final clearance of the nomination has been given by the Economic Affairs Division.

11. The UN Special Fund provides assistance in one of the following terms: Surveys, research and training, demonstration including pilot project.

12. The various Ministries/Divisions etc. of the Government of Pakistan prepare project requests in accordance with the Special Fund guidelines and submit to EAD who, after proper scrutiny forward the project requests to the Resident Representative of UNTAB for onward transmission to the Fund authorities for consideration and approval by the Governing Council. The Governing Council of the Special Fund meets twice a year i.e. in January and June. After a project is approved by the Governing Council of the Special Fund, a plan of operation for the project is prepared by the Fund authorities in consultation with the Ministries/Departments concerned with the project. The Plan of Operation is then submitted to E.A.D. for review and further processing. The E.A.D. then forwards the Plan of Operation to the Ministries/Divisions concerned with the project for review and approval. After their approval is obtained, the Plan of Operation is signed by the three parties i.e. the Government of Pakistan, the Special Fund and the Executing Agency. Thereafter the Fund authorities begin to provide assistance in the form of experts, equipment and fellowships as stipulated in the Plan of Operation for the project concerned.

COLOMBO PLAN

13. An annual programme of technical assistance is drawn up on the basis of requirements furnished by the Central Ministries and the Provincial Governments. These requirements are discussed at the meeting of the Screening Committee set up by the Government to examine the requirements of the various organizations in relation to the development programme. There are no countrywise allocations in regard to the training facilities offered by the donor countries. The Screening Committee examine the requirements on the basis of economic development plus previous years' experience. It also determines priorities among different sectors of development, keeping in view the recommendations of the Five Year Plan. This ensures the distribution of the training facilities among various fields. The requirements are then passed on to the local representatives of the aid-giving agencies for their reactions. On receipt of their reactions the requirements are finalized.

14. While circulating the annual programme referred to above to the authorities concerned in the Government of Pakistan, they are also asked to submit applications giving the full details of the trainees in the prescribed Colombo Plan forms. The completed forms in respect of selected candidates are forwarded to the local representatives of the respective donor countries who send them to their home governments. Normally it takes three to four months for the aid-giving countries to complete the arrangements on their side. A decision is then communicated to the Government of Pakistan and the candidate. While arranging the training programme, the Economic Affairs Division keeps the sponsoring department informed of the progress made in the case. This is done to ensure that the technical details of the training fully satisfy the requirements of the department.

15. The annual programme of technical assistance includes the requirements of experts and as such the same procedure is followed in the procurement of experts as is done in the case of training facilities, except that the requirements for experts are given in Colombo Plan Form prescribed for it. This is processed on the same lines as for training facilities. As soon as a request for an expert is passed on to a donor country, a suitable candidate is selected by that country and his biodata is forwarded to the Government of Pakistan.

After a clearance is given by the Government of Pakistan, the services of the expert are placed at its disposal. Generally experts are provided by donor countries for projects which are already receiving equipment and supplies from these countries but this is not a governing consideration. The assignments of experts are normally for a period of one to two years.

16. The requirements of equipment and supplies for training and demonstration purposes are also processed on the same lines as trainees and experts.

OTHER FOREIGN COUNTRIES

17. Requirements of expert advisory services and equipment are received in the Economic Affairs Division throughout the year and after necessary scrutiny, passed on to the donor countries who supply the experts and equipment according to their availability.

18. The offers of training facilities are generally advertised through press and selection is made by bi-national committees consisting of representatives of the Government of Pakistan and the donor countries. In a few cases where the number of scholarships offered is small, the offers are circulated to the Ministries/Divisions and Provincial Governments to nominate candidates. The final selection is made by the Economic Affairs Division from amongst the candidates nominated by the Central Ministries/ Divisions and the Provincial Governments and forwarded to the donor countries.

19. Some of the European Countries have also entered into bilateral agreement with the Government of Pakistan for financing specific projects by way of rendering expert advisory services and setting up training institutions.

FORD FOUNDATION:

20. The aid from the Ford Foundation is in the form of technical assistance, e.g., it provides assistance for pilot projects and for expert advisory services. Training facilities are also provided in selected fields but these are related to specific projects/purposes, aided by the Ford Foundation. The main fields covered by the aid from the Ford Foundation are agriculture and rural development, industrial and business development, education and vocational training,

public administration and social and economic research. A unique feature of the Ford Foundation aid is the emphasis on the development of institutions in Pakistan. There is no formal agreement governing the aid which is negotiated on the basis of projects/purposes which are sponsored by the Government from time to time and individual allocations are made by mutual agreement. All dealings of the Foundation with the Government of Pakistan are through the Economic Affairs Division. Negotiations regarding aid take place between the Economic Affairs Division and the representative of the Ford Foundation stationed in Pakistan. The funds for the procurement of equipment and supplies are placed by the Ford Foundation technicians attached to the projects, in consultation with the project authorities concerned. Disbursement relating to the salaries, transport, etc. of the technicians are made by the Foundation itself either directly or through the institutions which provide the experts.

EVALUATION

21. In 1958 the Government of Pakistan set up a Committee to undertake comprehensive review of the Technical Assistance Programmes since their inception. This Committee examined the procedure relating to the offers of scholarships, fellowships etc. to the Government by aid-giving agencies, the extent of the authority and the manner in which it is exercised in selecting candidates by the Government of Pakistan and the aid-giving agencies, the utilization or otherwise of trained personnel in the field for which training was imparted and the revision of procedure with a view to making the best use of aid. The Committee, after examining the actual working of the technical assistance, made certain recommendations to Government. These recommendations, inter alia, include the submission of periodical and final report by experts, the submission of reports by trainees after the conclusion of their training, the setting up of training institutions within the country with the help of various technical assistance programmes, the employment of experts' counterparts for training so that the latter may eventually replace the former and the establishment of an Evaluation cell in the Economic Affairs Division to evaluate the technical assistance programmes.

22. The valuation Cell interviews participants going abroad on training under all Technical Assistance Programmes before their departure for pre-departure orientation and on their return for post-training interviews". In pre-departure orientation, they are given instructions regarding their personal behaviour in the foreign country. In post training interview they are asked as to how far they are satisfied with the fulfilment of the training objectives and whether they have any suggestions to make for improvement. A list of participants has been compiled with their respective fields of training etc. Efforts are being made to compile a similar list of foreign experts also.

23. Foreign nationals mostly from South East Asian and African countries are offered training facilities in Pakistan under a bilateral agreement between the Government of Pakistan and the US/AID. These facilities are processed on the request of US/AID. Karachi and the sponsoring country.

24. A technical journal entitled "ACTION" is published with the joint efforts of US/AID and Government of Pakistan, wherein participants who have come back after completion of their training abroad under US Technical Assistance programmes, are encouraged to contribute articles on their respective fields of training. The journal has been a great attraction for others in acquiring technical information in a particular field.

DIFFICULTIES

25. Although the technical assistance programmes working in Pakistan quite satisfactorily, certain difficulties are often faced. Some of them are as follows:

- (i) Some experts are not found suitable for the job.
- (ii) Sometimes experts in specific fields with the requisite qualifications are not available. The UNTAB is finding it difficult to recruit a teacher in Social Welfare with doctorate degree for the Karachi University under the current ETAP.

- (iii) The services of some experts can not be utilized because of the non-arrival of the equipment during the expert's assignment.
- (iv) Some experts do not submit the periodical and final reports.
- (v) Some experts demand facilities which are not normally admissible.
- (vi) Many projects need equipment which can be operated by our own experts but the UNTAB does not supply any equipment without an expert. In such cases expenditure on experts is unnecessary and should be saved. Besides, equipment to the extent of only 25 per cent of the expert's cost is allowed. Fixation of some limit is understandable but it should not be absolutely rigid.
- (vii) Frequently, very short notice is received for seminars, study tours etc. as a result of which the offers cannot be availed of.
- (viii) The Country targets for the EPTA biennium is sometimes communicated to us very late, giving us very little time to formulate the programme. The allocations for the 1965-66 biennium were communicated to us on the 1st April, 1964 and we were told that the Country programme should reach New York by the 19th May, 1964.
- (ix) The present process of approval of projects by the UN Special fund is time-consuming. For the projects which are prepared in close cooperation with the experts of the executing Agency of the UN and have their full support, the Government have to wait for more than a year even to know whether they would be recommended by the Managing Director for approval. It has been experienced that the experts nominated by the Executing Agencies of the project are not frequently available after being approved by Government. This process causes delay in the execution of the projects. It has also been felt that often

the experts nominated are not of adequate qualification and experience. The Executing Agencies do not always offer scope of choice for Government. Usually they send the bio-data of one expert for one post.

SUGGESTIONS:

26. (i) The country targets should be announced by the UNTAB at least 6 months before the time the Programme is expected at the UN Headquarters.

(ii) A margin of at least 2 months should be allowed for submitting nominations in case of short term seminars, study tours etc. and ad hoc offers of training facilities.

(iii) The rules for supply of equipment should be modified so that equipment which can be operated by the technicians of the receiving countries may be supplied without insisting on the acceptance of UN experts.

(iv) The experts should adjust themselves to local conditions and they should not demand better facilities than what are admissible to officers of equal status in the country they are posted to.

(v) In nominating experts preference should be given to experts from the region who have similar qualifications and experience.

(vi) Training provided abroad cannot and does not cover all the needs of technical training because of a large number of various types of technicians needed in a developing country. It is, therefore, imperative to establish more and more training institutions within the country with the help of various technical assistance programmes.

(vii) Extension of fellowships should not be recommended unless absolutely necessary. In those cases where a short extension is deemed necessary the proposal should come at least 3 months before the expiry of the original tenure.

(viii) The Fund authorities should be more prompt in approving projects. They should also provide the services of

experts to the approved project without much delay. The Fund authorities should submit nominations of suitable candidates who will indeed be available. More than one nomination should be submitted for each post to enable the Government to pick up the suitable man.

Country paper: Philippines
(Agenda Items Nos. 4, 9 and 10)

Item Nos. 4 and 10: Review of current machinery for, and scope of, technical assistance programming, coordination and utilization.

PHILIPPINES

1. Current Machinery for technical assistance coordination:

- (a) Up to 1954, there has been no overall coordination in the initiation and processing of requests for technical assistance in the Philippine government. The projects for US aid were submitted to the Philippine Council for US Aid (PHILCUSA), but those for the UN program were taken up directly by the different departments with the UN local representative, through the Department of Foreign Affairs. In 1954, with the reorganization of the National Economic Council (NEC), and establishment therein of the Office of Foreign Aid Coordination, the entire program of foreign technical assistance has been placed under the Council. All government agencies are required to take up with the NEC all matters concerning foreign aid from any source including USAID, UNTAB, Colombo Plan, Bilateral Agreements, Foundations, etc.

The National Economic Council is headed by a Chairman with cabinet rank and its membership is composed of three members each from both houses of Congress with representation from the majority and minority parties, the Governor of the Central Bank, the Secretary of the Department of Commerce and Industry, the Chairman of the Development Bank of the Philippines, and three members from the private sector representing labor, agriculture, and industry. It is the highest economic planning and advisory body of the government, and acting through its Chairman, is an extension of the personality of the President.

The Office of Foreign Aid Coordination is charged with the following responsibilities:

- a. Coordinate and integrate foreign aid, technical assistance, reparations programs, if any, and programs of government and private entities.
- b. Follow-up and evaluate programmed projects receiving foreign aid or related peso financing and take or

recommend action necessary to overcome bottlenecks obstructing the programmed execution of projects.

- c. Review foreign aid programs and reparations, if any to ascertain conformance with the national plans.

The procedure followed in processing technical assistance with requests from 'below' is as follows:

- (1) A project is initiated by the Government Agency desiring a specific type of assistance. A meeting among representatives of the agency, the National Economic Council (NEC) and the prospective donor country or organization is held to discuss all aspects of the project and refine agreements on substantive matters. The Agency then prepares the draft agreement which contains the description of the subject, its purpose, requirements, justification, plan of operation, manner of financing and the benefits to be derived therefrom.

- (2) The draft agreement is forwarded to the NEC for review and comment. If the project merits favorable consideration, the agreement is finalized for the signature of the Chairman of the NEC and the representative of the donor country or organization. The agreement is then forwarded to the donor country for implementation. The signing of the agreement is the go-signal for the implementation of the project.

- (b) The formulation of technical assistance requests is initiated at the bureau level and raised to the department level where requests from the bureaus are coordinated. At the department level there is usually a division or a unit for technical assistance which takes care of evaluating the different requests and determining priorities for each. The NEC considers requests only when they are properly endorsed by the department or ministry.

- (c) The Organizational relationship with external agencies is as follows:

- (1) The NEC deals directly with the USAID Mission and the Resident Representative of the UNTAB.

- (2) On matters pertaining to the Colombo Plan and Bilateral Technical Assistance, negotiations for technical assistance are made through the Department of

Foreign Affairs. Offers of technical assistance made available by donor countries are transmitted to the NEC for processing. The NEC determines whether the offer shall be availed of, which agency should avail of the offer, or inform the requesting agency of the availability of the fellowships, experts and/or equipment. The decision of the NEC is submitted to a Colombo Plan Advisory Committee which is chaired by a representative of the Department of Foreign Affairs and with the following as members: (a) a representative of the National Economic Council; (b) a representative of the National Science Development Board; (c) a representative of the University of the Philippines. Negotiations are then undertaken between the Department of Foreign Affairs and the donor countries. The programming coordination and follow-up is undertaken by the Office of Foreign Aid Coordination.

- (d) Evaluation of programming and implementation are functions of the Office of Foreign Aid Coordination.

(1) Evaluation of programming is performed by the Coordination of Program Planning Branch. Executive Order No.119 provides, among others, the following functions of the Branch:

- "a. In collaboration with foreign government agencies, assist the various agencies of the Philippine government in the preparation of proposals for economic and social development projects that are to receive foreign aid or reparations.
- b. Evaluate the proposals for development projects that are to receive foreign aid or reparations to determine whether they are in conformity with approved economic plans and policies.
- c. Cause the development of various government agencies of proposals for economic and social development projects that are to receive foreign aid or reparations."
- d. Assist the various government agencies upon their requests in surveying and investigating the conditions under which approved or proposed economic and social development projects are to be undertaken.

(2) Evaluation of implementation is assigned to the Coordination of Program Execution Branch whose functions among others are the following:

- a. Follow-up on the implementation of approved economic and social development projects under foreign aid and programs and reparations to see if agreement are being carried out and that projects are otherwise being administered properly.
- b. Recommend necessary remedial measures when projects receiving foreign aid are not being administered in accordance with terms of project agreements.
- c. Review and make periodic reports on the progress of projects receiving foreign aid or reparations.

2. The effectiveness of the co-ordination machinery:

- (a) The key operational features, checks and procedures to ensure to the NEC a view of the national interest as a whole, adequate influence over action of different departments, maximum cooperation by and among departments, and in the final analysis requisite coordinating authority are the following:
 - (1) All technical assistance programmes are subject to review and approval of and are administered by the NEC, which in turn coordinates and integrates them with the objectives and goals of the development programme.
 - (2) The NEC provides a portion or all of the counterpart peso support for projects receiving technical assistance. Budgets for projects are subjects to the NEC approval.
 - (3) Programmed projects receiving aid are subject to follow-up and evaluation by the central agency to find out if agreements are being carried out and that projects are being administered properly.
 - (4) If for all intents and purposes a project is believed to have been completed, the NEC may direct that the project be terminated.
- (b) The present range of technical assistance from the point

of view of areas of use and of supply sources include the following:

I. U. S. Program:

A. Agriculture -

Agricultural Productivity, agricultural credit and cooperatives, forest development, college of forestry, water distribution, irrigation pumps.

B. Industry and Mining -

Industrial Development center, mineral development, industrial research, and atomic energy.

C. Transportation and Public Works -

Highway improvement, civil aviation, and water resources survey.

D. Health and Sanitation -

Malaria eradication, medical services training, environmental sanitation, medical education improvement, regional malaria training center and cholera "El Tor".

E. Education -

In-service training and pilot schools, textbook production, and University of the Philippines.

F. Public Administration -

Public administration improvement, civil service improvement, modernization of the bureau of customs, census and public safety.

G. Labor -

Asian Labor Education Center.

H. Community Development -

II. United Nations Program:

1. Map reproduction

2. Cooperative Education .
3. Cadang-cadang research
4. Citrus research
5. Limnology (fresh water fisheries)
6. Animal nutrition
7. Watershed management
8. Wood anatomy
9. Virology center
10. Scientific instrument center
11. Pediatric Nursing
12. Physiotherapy
13. School health education
14. Laboratory management and administration
15. Nuclear raw material
16. Neutron diffraction

III. Special Fund Program:

1. Telecommunications training institute
2. Dairy training and research institute
3. Institute of Applied geology
4. Pre-investment study on power, including nuclear power in Luzon
5. Soil fertility and research
6. Deep-sea fishing development projects
7. Survey of Coal resources development in Mindanao
8. Up-grading of agricultural training in the Mindanao Institute of Technology in support of the Land Reform Program
9. Pilot project for Demonstration and Training in Comprehensive Development, Working & Management of forests in selected watershed on maximum yield basis

IV. UNICEF Program:

1. BCG
2. Leprosy
3. Maternal Child Welfare
4. Elementary and teacher education project
5. Nutrition
6. Fire losses in San Lazaro compound
7. Environmental Sanitation
8. Social Services

V. Colombo Plan:

Technical Assistance in almost all fields have been

received from Australia, Burma, Canada, India, Indonesia, Japan, United Kingdom, Pakistan, New Zealand, and Singapore. Some important projects that were developed and received Colombo Plan assistance are the following: School Broadcasting, Vocational Industrial Education, and Brace and Limb Project.

From the point of view of the nature of technical assistance used, the Filipino technicians trained abroad from 1951-64 are as follows:

USAID Program	3,011
Colombo Plan	1,260
United Nations Program	487
Bilateral	411
TOTAL	<u>5,169</u>

Foreign experts recruited under assistance programs for the same period number as follows:

USAID	1,671
Colombo Plan	53
United Nations Program	85
TOTAL	<u>2,209</u>

3. The Needs in Technical Assistance Development:

(a) In Coordination -

- (1) At least two laws were recently enacted by the Philippine Congress empowering the UNESCO National Commission of the Philippines and the FAO National Committee, to coordinate technical assistance from the corresponding specialized agencies of the United Nations. This is creating some confusion although the matter is not entirely unsolvable. There is also a Philippine ECAFE Secretariat which is located in the Department of Commerce and Industry. Coordination with the secretariat, however, has been vastly improved. The ILO Correspondent who is in the Department of Labor at times fails to help in the efforts at coordination of the central agency.
- (2) Coordination by the central agency has become more difficult in view of the practice of some specialized agencies to communicate with and deal directly with different government agencies, by-passing even the UNTAB Resident Representative.

(b) In the field of Development -

The Philippine Government is presently developing technological fields in order to meet the increasing needs of industry which is now being given emphasis in our economic development efforts. Agricultural field that would promote increase production are already given emphasis in our programs.

(c) In types of assistance -

It would seem that the more desirable form of technical assistance are those of a training nature such as counter-part training, running training courses and fellowships abroad. The use of experts both for advisory and training roles, however, presents some problems which have been encountered in the experience of the Philippines.

The first is in the quality of the experts. There were not a few experts who are not of the best but are probably second raters. In some cases it had been observed that the foreign experts were less qualified than the technicians available locally.

The second problem is the lack of consistency in the employment of experts for a particular project which require a period of years to complete. In some projects where an expert is hired for say one or two years followed by another expert for another period of time and then another, the qualifications, background and experience of the different experts were different from each other and their attitude to the problems, their solutions were also different with the result that certain lines of action advocated by the first expert which might be already in process of implementation, may be found objectionable by the next expert and therefore should be changed, etc. This produced confusion, with the consequent loss of time, funds and materials.

The third problem which is often encountered also concerns the orientation and background of the experts. Particularly in small underdeveloped countries, where projects and enterprises necessarily have to start small, it is often discouraging if not disastrous to get experts from abroad whose background has been largely in connection with large enterprises and big projects with large markets.

Because of this background, it is only human for the experts to think in terms of big projects or undertakings, and their recommendations reflect this attitude. And since the particular country where they are operating might be small and cannot afford to start big the result in that implementation cannot proceed and the whole exercise is of no benefit to the recipient country.

(d) Evaluation -

The Evaluation Branch of the Office of Foreign Aid Coordination evaluates projects receiving technical assistance. This is not, however, always possible due to budgetary limitations.

4. Organizational improvements to meet these needs, in harmony with particular administrative structures of countries.

- (a) In order to promote an effective coordination of technical assistance, it is felt that the United Nations and its specialized agencies should deal with the Central Coordinating Agency, in the case of the Philippines, the Office of Foreign Aid Coordination, NEC, through the Resident Representative of the Technical Assistance Board and Director of Special Fund in the country. The Central Coordinating Agency of the country on the other hand should deal with the United Nations and its specialized agencies through the Resident Representative. In the case of Colombo Plan and Bilateral Technical Assistance, the Embassies of foreign governments in the country should address this communications to the Central Coordinating Agency through the Department of Foreign Affairs. If this is followed, coordination within the country would not be a complicated affair.
- (b) Other coordinating agencies at other levels within the country should not fail to coordinate with the Central Coordinating Agency to prevent conflicting recommendations on the implementation of technical assistance. In no case should they communicate with the Resident Representative or the specialized agencies without coursing same to the Central Coordinating Agency.
- (c) International organizations like FAO, UNESCO, WHO, ILO, ECAFE, etc., should communicate with the Central Coordinating Agency through the Resident Representative of the TAB in the country. Communications received by the Resident Representative and the specialized agencies of the United Nations from local agencies other than the Central Coordinating Agency should be referred to the latter for comment and/or recommendations.

This is the only way we can think of for the present whereby the external agencies can help achieve coordination of

technical assistance in any given country.

Agenda Item 9 : Coordination Technical Assistance Programming
with National Development Planning

PHILIPPINES

1. Question: Has the use of technical assistance so far reflected a special bias towards any of the following on-the-job skill, advice, types of training including fellowships?

Answer: The Philippines has utilized and intends to continue utilizing technical assistance from various sources in various forms depending on the particular needs of the projects and agencies or institutions. For the development of higher-level teaching institutions, for instance, there is always a special bias towards fellowships which involve work for graduate degrees. Operational agencies and lower level schools including technician-training institutions avail of on-the-job training or ad-hoc courses intended to up-grade the skills of the trainee which would enable him to improve his job performance. Likewise the choice of the utilization of experts whether for advice or for the undertaking of specific jobs such as feasibility or survey terams depends on the need of the particular project being developed.

2. Question: What experience is available of technical assistance (for the economy or sector or an investment area) where it has widened the investment opportunities; led to increased production; improved policy making?

Answer: Mineral Development Project:

We could cite in this connection our experience in the mining sector of our economy with particular reference to our Mineral Development Project. This project consists of three sub-projects designed to

assist the Philippine Government in determining and developing mineral resources.

- (a) Metallic Minerals - This sub-project is concerned with minerals such as iron, chromite, copper and manganese. Investigations are undertaken to determine their quality, quantity and geology and metallurgy. This project is designed primarily to remedy the scrap iron shortage in the country. Scrap iron that would be physically and chemically acceptable for local steel producers will be produced from different types of ores such as high sulphur iron ores, magnetic sand and high grade lump agricultural wastes.
- (b) Non-metallic Minerals - This sub-project has to do with the investigation of non-metallic resources with emphasis on the possible sources of raw materials for manufacture of ceramic products, portland cement, glass articles, acids and caustics, industrial abrasives and refractories.
- (c) Bureau of Mines Administration Improvement - This sub-project provides senior technical advice on the evaluation of complex mineral deposits, country wide geological mapping and formulation of mineral laws.

Financing - For FY 1964, U.S. assistance was \$46,235.02 all for the U.S. technicians and the peso support amounted to P250,000.

Construction of laboratories for expansion into pyrometallurgical work and the printing of the revised geological map of the Philippines on scale 1:1,000,000 were undertaken; geological and mineral surveys covered 844,790 hectares; exploration drilling aggregated 61,080 feet and disclosed coal reserves of 6,360 million metric tons; mineral and petroleum land surveys covered 357,657 hectares of which 22,832 hectares were for mineral claims and 334,825 hectares for petroleum concessions; 56,265 cases of mineral land applications and 4,123 for petroleum concession were processed and adjudicated; 653 mines were services; 123 technical information materials

were issued for mining industry; and 109,579 determination of various kinds were made by the metallurgical and other laboratory facilities.

College of Forestry Project:

Another experience we could recount is the development of our College of Forestry with the use of technical assistance from the USAID. The general objectives of the project are to expand and strengthen the overall educational program and related operations of the College of Forestry in order to meet the rapidly increasing need and demand for professional foresters and trained forestry technicians and to permit the University of the Philippines to provide those services which are expected at a major center of forestry education and research. The specific aims of the project are to assist the U.P. College of Forestry so that at the end of the assistance program in 1965, it will be in a position to continue to grow by its own efforts into a significant force influencing the proper use, conservation, and management of Philippine forest resources; develop into a major center of forestry education for Southeast Asia; and ultimately, become a world renowned center of tropical forest research. In order to achieve these objectives, the standard at the College must be raised at a point where the faculty and its graduates can manage and utilize the forest resources of the country on a sustained yield basis; protect property; soils and watersheds from such destructive forces as accelerated erosion; flood and drought; and preserve and enhance the natural productivity and beauty of the Republic.

The goals are being attained by guidance from the team of visiting professors from leading American Forestry Colleges. These professors do not operate the College, rather, they seek to develop the skills of the Filipinos as scientists, educators, research worker, and administrators by: (1) serving as counterparts in specialized technical fields to broaden understanding of relationships and deepen understanding of fundamental forestry concepts; (2) raising teaching standard through examples, discussion and

criticism; (3) developing research competence of Filipino staff members by assistance in organization, execution, analysis and publication of research; (4) assisting in planning and executing programs of public information extension; (5) working with the University and Colleges administrators for the development and improvement of the College faculty, student body, physical plant, curriculum, research and extension. The specific areas where the contract team's support have been especially effective are as follows:

- (a) Curriculum revisions and reorientation of course content and coverage;
- (b) Improvement of teaching methods and raising academic standards;
- (c) Training of faculty at U.S. institutions so that approximately half of the faculty now holds an advanced degree, and nearly 40% now holds professional rank in the University;
- (d) Creation of a Department of Forestry Extension for preparation and dissemination of extension materials;
- (e) Provision of scientific equipment to stimulate the development of research program;
- (f) Solution of the long-standing problem of substantial housing for the faculty;
- (g) Introduction of an effective intra-college administrative organization plan;
- (h) Focusing attention of college and university administration on the need for library development;
- (i) Assistance on planning and erection of a more nearly adequate physical plant and its equipment with scientific and teaching materials;
- (j) Development of the concept of long-range

planning for College growth and development;
and

- (k) Development of the Filipino faculty members' awareness of the role which the College can and must play in the conservation and management of the vast forest resources of the country.

3. Available Data:

- (i) Existing stock of domestic skills by type may be gleaned from Table 1 showing the occupational distribution of the employed labor force as of October 1963. Shortage of trained and competent manpower are known to exist in the professional and sub-professional occupations, and in all craftsmen occupation. Among the professional occupations, the shortage are not so much in number but in competence, particularly in the scientific, technical and managerial levels. On the other hand, there are quantitative shortages in the sub-professional level among engineering, laboratory and medical technicians.
- (ii) Annual output of skills through institutions are shown in Tables 2, 3, and 4 showing the output of colleges, secondary public vocational schools and apprenticeship training programs, respectively.
- (iii) Technical assistance by broad investment area is shown in Tables 5 and 6.
- (iv) a. Technical assistance supplies in the form of experts and trainees are shown in Tables 7 & 8. The total number of foreign experts recruited under the foreign assistance programs from 1951 to 1965 from all sources is 1,801. Number of Filipino technicians trained abroad under the foreign assistance program for the period total 5,727.
 - b. not available
 - c. not available
- (v) Technical Assistance sources used -

The cumulative foreign assistance in dollars programmed for the Philippines since 1951 and ending June 30, 1965 totalled \$411.02 million distributed as follows:

1. U.S. Program	\$383.42 million
2. U.N. Program. . . .	13.35 "
3. U N I C E F	7.73 "
4. Colombo Plan	5.85 "
5. Bilateral Agreements	.67 "
T o t a l - - - -	<u>\$411.02</u> "

The U.S. Program constitutes the major portion of foreign aid in the Philippines making up 93.3 per cent of the total program. There are indications, however, that the grant assistance from this sector may become smaller and smaller in the coming years due mainly to the change in concept of putting more and more emphasis on development loans and less and less on direct grants. On the hand, with more UN Special Fund projects being developed and approved for the Philippines, the UN Program may be expected to grow bigger and bigger in the coming years. Likewise, the country has taken full advantage of the Colombo Plan of Technical Assistance and other Bilateral Programs with separate countries, resulting in increased economic and social development activities.

4. Question: What are considered the short-comings and difficulties in actual utilization of the technical assistance obtained (both social and economic difficulties.)?

Answer: Every form of technical assistance is dependent upon the local support available which includes not only funds and facilities but also manpower needed for the work to be done. Although this counterpart support is always programmed for, in some instances they are not available at the time they are needed usually due to fiscal difficulties of the government. In such cases they have deterred the implementation of the project utilizing technical assistance. The full utilization of foreign experts or technicians are in some cases hampered by the lack of counterpart personnel, transport, and other facilities and equipment which were part of the

consideration agreed upon in the approved project. In other cases the difficulty stems from the delay in the recruitment of the required type of expert.

In the case of training obtained for local personnel the difficulties in the utilization of such training arise from administrative causes such as the promotion of the trainee to a higher-level job which does not necessarily involve the use of the skill developed through such training, or the transfer of such trainee to another agency whose functions are unrelated to such training. It is not always feasible nor desirable to stop or prevent these promotions or transfers.

Another cause of the failure to utilize to full advantage the training undertaken is the failure of higher level administrators to appreciate the ideas and recommendations of subordinate personnel. At times, therefore, the benefit from such training is postponed to such time when the trainee himself is in the position to make decisions.

It might also be mentioned in this connection that the technology obtained in the highly developed countries may not always be applicable to the developing countries. This presents difficulties in the utilization of technical assistance of all forms.

5. Question: Is technical assistance assessed along with other plan variables for relevance, priorities, inter-relationships, etc? What typical reasons exist for the degree of such association or otherwise?

Answer: Yes, like any other in-put in any plan it is necessary that the right kind of technical assistance, whenever it is deemed necessary, should be available at the right time and in correct amounts. The fact that technical assistance is a very scarce resource, makes it imperative that it be considered very carefully with the other plan variables for relevance, priorities, inter-relationship, etc. Failure to do this could spell the difference between success and failure of the plan and failure to make full and effective use of technical

assistance.

6. Question: Is technical assistance considered for assignment at key point in implementation, or just received as available and allocated wherever possible?

Answer: As a general rule when an offer or notice of the availability of technical assistance whether in the form of experts or fellowships are made known to the government, an assessment is made on the need for or desirability of availing of the offer. The recipient country at times does not know in advance just what type of assistance is available. And usually the notice of availability of technical assistance is too short. In such cases there is no opportunity to plan the utilization of such technical assistance. However, in those cases where technical assistance are requested for as part of a development program or project, then such technical assistance is considered for assignment at key points in implementation. It is realized that the more desirable type of technical assistance is the type which is planned for well in advance. Unfortunately, however, it is also realized that such type of technical assistance is not always available when it is desired.

7. Question: How much of technical assistance programming has been undertaken at perspective economic planning stage (mainly as manpower assessment in terms of future demand and supply, including assessment of technical assistance need for teaching, training, and direct supply)? Any examples that could be mentioned?

Answer: Not much of technical assistance programming has been undertaken at the perspective economic planning stage. The assessment of manpower requirements in terms of future demand and supply is still very inadequate. And this includes the assessment of technical assistance need for teaching, training and direct supply. An example of technical assistance programming at the perspective planning stage is the determination of training needs for the next five years for our medical education improvement program.

8. Question: At sectoral and aggregates economic planning stage, are technical assistance needs of sub-sectors

and large projects concurrently assessed in terms of specific institutions, training programs, and on-the-job technical assistance? Are technical assistance phasing and priority rating attempted? How are technical assistance supplies matched with demands at this stage of planning? Are finance and personnel counterpart provisions made? Does a "policy" for technical assistance emerge out of this - in the assistance pattern for development projects, in training programmes and in the formal education programs - thus giving scope for preparatory steps by the donor and the receivers? Does this "policy" reflect a pattern as to broad type of assistance for example, the pre-investment survey, the Team idea, regional advisers, the use of multilateral vs bilateral assistance, the use of short and long-term assistance, of high-level and low-level assistance, fellowships vs experts, and ad hoc research and training institutions?

Answer: The answer to all the questions with the exceptions of the third one is in the affirmative.

The expected technical assistance supplies are matched with demands on the basis of priority both as to essentiality and the objectives and targets of the socio-economic development plan.

9. Question: (a) At (annual) implementation stage, is parallel project by project assessment done in all sectors of numbers, type, and time periods of technical assistance personnel required and trainees to be sent out? Is this done in co-ordination with the various implementing agencies for the projects or unilaterally by either the implementing agencies or the central agency?

Answer: Yes, this is done regularly by the central agency in coordination with the implementing agencies.

Question: (b) Are actual counterpart and fellowships ensured as a rule?

Answer: As a general rule these are always ensured.

Question: (c) Are the supporting institutional, organ-

izational and policy measures for getting technical assistance available?

Answer: Yes, these are available to the fullest extent. As previously explained, the deficiencies usually stem from fiscal difficulties which at times delay the implementation of approved projects or limit the ability of the Government to avail of technical assistance from external sources.

Question: (d) Is there flexibility enough to allow for adjustment in the composition of technical assistance in the course of implementing projects?

Answer: Yes, there is enough flexibility to make adjustments whenever such adjustments are warranted. This, of course is done to the extent allowed by the donor organization.

Question: (e) Is evaluation done, to help adjust current activities and to assist in preparing the subsequent year's programme? Is there both project and programme evaluation?

Answer: Yes, both project and programme evaluations are undertaken to help adjust current activities and to assist in the preparation of subsequent programmes.

Question: (f) Has the use of country studies of progress in plan implementation been considered, as a basis for drawing up long-term technical assistance programmes? (It may be noted that in the absence of such an analyzed base, sectoral balance and planning strategy could be easily affected adversely).

Answer: The use of country studies of progress in plan implementation as a basis for drawing up technical programmes has always been resorted to. The long-term technical assistance programme formulated, however, have not been as detailed as it should be.

10. Question: Any views on scope for enlarging EPTA biennial programming technique -

(a) by basing all technical assistance programming on country economic studies;

Answer: This is desirable to ensure the impact of the assistance in the country's economic and social goals.

Question: (b) By using this technique to cover all assistance sources?

Answer: The EPTA biennial programming technique cannot be used to cover some assistance sources, particularly some sources operated under the constraint of annual programming.

OCCUPATIONAL DISTRIBUTION OF EMPLOYED LABOR FORCE^{1/}
October 1963

Occupational Groups	Distribution	% Distribution	
<u>TOTAL EMPLOYED</u>	<u>9,764,000</u>	<u>100.00</u>	
0 - PROFESSIONAL, TECHNICAL AND RELATED WORKERS	<u>313,000</u>	<u>100.00</u>	<u>3.2</u>
Architects, Engineers and Surveyors	18,454	5.9	
Chemists, Pharmacists, Natural and Agricultural Scientists	11,669	3.7	
Professors and Teachers	198,324	63.3	
Physicians, Surgeons and Dentists	17,440	5.6	
Nurses, Midwives, Professional Medical Workers NEC & Medical Technicians	21,477	6.9	
Others ^{2/}	39,736	12.7	
Draftsmen, Technicians and Semi-Professional works, ne.e.c.	5,900	1.9	
I - PROPRIETORIES, MANAGERS, ADMINISTRATORS AND OFFICIALS	<u>77,000</u>	<u>100.0</u>	<u>0.8</u>
Government officials (executive, legislative and administrative officials only)	12,000	15.6	
Managers, administrators and proprietors whole sale and retail trades (E.P. & G. ^{3/}	21,000	27.3	
Other managers, proprietors, & administrator	44,000	57.1	
2 - CLERICAL OFFICE AND RELATED WORKERS	<u>283,000</u>	<u>100.0</u>	<u>2.0</u>
Stenographers, typists and office machine operators	51,000	18.0	
Bookkeepers, cashiers, col- lectors and related workers	73,000	25.8	
Workers in other clerical and related occupation	159,000	56.2	
3 - SALESMEN AND RELATED WORKERS	<u>924,000</u>	<u>100.0</u>	<u>0.4</u>
Retail, salesmen and street vendors	604,000	65.4	

	Other salesmen and related workers	42,000	4.5	
	Proprietors, sari-sari stores (OR and E <u>4/</u>)	196,000	21.2	
	Proprietors, other wholesale and retail trades	82,000	8.9	
4 -	FARMERS, FARM LABORERS, FISHERMEN, HUNTERS, LUMBERMEN AND RELATED WORKERS	<u>5,705,000</u>	<u>100.0</u>	<u>50.0</u>
	Farm owners and part owners	<u>1,294,000</u>	22.5	
	Farm tenants	1,108,000	19.3	
	Farm operators and farm administrators and managers (F) <u>5/</u>	59,000	1.0	
	Farm laborers (paid including overseers, foremen)	891,000	15.5	
	Farm laborers (without pay)	1,983,000	34.4	
	Agricultural status unknown	-	-	
	Fishermen	370,000	6.4	
	Hunters and lumbermen and related workers	-	-	
	Loggers, lawyer firewood and other forest product gathers	50,000	.9	
5 -	WORKERS MINE, QUARRY AND RELATED OCCUPATIONS	<u>21,000</u>	<u>100.0</u>	<u>.2</u>
	Workers in coal and metal mining	<u>19,000</u>	<u>90.5</u>	
	Workers in quarrying and other non-metallic mining	2,000	9.5	
6 -	WORKERS IN OPERATING TRANSPORT OCCUPATIONS	<u>251,000</u>	<u>100.0</u>	<u>2.6</u>
	Drivers and deliverymen	<u>219,000</u>	<u>87.3</u>	
	Other workers in operating transport occupation	32,000	12.7	
7/8	CRAFTSMEN, FACTORY OPERATIVES AND WORKERS IN RELATED OCCUPATIONS	<u>1,250,000</u>	<u>100.0</u>	<u>12.8</u>
	Mechanics, and related metal working craftsmen	70,000	5.5	
	Carpenter, cabinet makers and related woodworking craftsmen	180,000	14.4	
	Electricians, masons, painters, plumbers and related craftsmen	58,000	4.6	
	Weavers of heats, mats, baskets and related occupations	293,000	23.4	

	Spinners, weavers and workers in related occupations	108,000	8.7	
	Cutters, sewers and finishers of garments textile and leather products	255,000	20.4	
	Food and copra workers	118,000	9.5	
	Other craftsmen and workers in related occupations, n.e.c.	82,000	6.6	
	Workers in non-production mechanical operations	10,000	.8	
	Factory operatives and laborers, n.e.c.	76,000	6.1	
9 -	SERVICE AND RELATED WORKERS	<u>676,000</u>	<u>100.0</u>	<u>6.9</u>
	Protective service workers	93,000	13.8	
	Service workers in private households	343,000	50.7	
	Barbers, beauticians, non- professional health workers and related workers	61,000	9.0	
	Other service workers	179,000	26.5	
X -	MANUAL WORKERS AND LABORERS, N E C	<u>199,000</u>	<u>100.0</u>	<u>2.0</u>
	Construction operatives and laborers	83,000	41.7	
	Stevedores, freight handlers and other transport laborers	52,000	26.1	
	Other semi-skilled and manual workers and laborers, n.e.c.	64,000	32.2	
Y -	OCCUPATIONAL NOT REPORTED	<u>14,000</u>	<u>100.0</u>	<u>.2</u>

SOURCES: PSSH, October, 1963 Bureau of the Census and
Statistics.

- 1/ as adjusted by PI..
- 2/ includes Lawyers, Jurists, Clergy, Charitable, Social
Welfare Workers, Accountants, social Scientists, artists,
Writers, and Entertainers.
- 3/ employer - Private and government
- 4/ own business and employer
- 5/ private

Table 2
COLLEGE GRADUATES
1963-1964

<u>Courses - Major Fields</u>	<u>1963-64 Graduates Number</u>
T O T A L	56,530
TEACHER TRAINING	23,943
TECHNICAL:	11,250
Agriculture	1,112
Engineering & Technology	3,189
Medicine	1,902
Chemistry	570
Dentistry	415
Midwifery	636
Nautical	728
Nursing	1,924
Optometry	205
Pharmacy	499
Hygiene	3
Veterinary Med 3/	-
Fisheries	6
Trade Technical	61
NON-TECHNICAL	21,337
Commerce & Business Adm.	12,722
Law	1,371
Liberal Arts	5,185
Fine and Applied Arts	84
Foreign Service	173
Home Economics	1,444
Music	99
Philosophy and Letters	157
Social Welfare	102

3/ Included in Agriculture in 1963-64

Table 3

SECONDARY GRADUATES OF PUBLIC VOCATIONAL SCHOOL 1/
1963-1964

	GRADUATES <u>1963-64</u>
T O T A L	<u>9,679</u>
AGRICULTURAL EDUCATION	<u>3,561</u>
Agriculture	3,561
Agricultural Forestry	-
Agricultural Fishery	-
Agricultural Industrial	-
General	-
FISHERY EDUCATION	<u>477</u>
TRADE INDUSTRIAL EDUCATION	<u>5,641</u>
Auto Mechanics	789
Other Mechanics <u>2/</u>	179
Carpentry & Building Construction	1,698
Ceramics & Chemical Productions	95
Machine Shop Practice <u>3/</u>	414
"Non-critical" Skills <u>4/</u>	1,210
Food Trades	559
Drafting	154
Electricity	504
Photography	-
Printing	39
General Secondary	-

- 1/ Cabinet, furniture, and uphostery makers, knitters, weavers, dyers shoemakers, mattress makers etc.
- 2/ Radio, diesel engine, marine engine, general machanics, refrigeration, air conditioning and stationary engine.
- 3/ Welding, foundry, pattern making and general metals.
- 4/ Food trades, garement trades, cosmetology, stenography and tailoring

Table 4

APPRENTICESHIP TRAINING PROGRAM, 1959-64

	Apprentices Registered 1959-1964	Active Ap- prentices as of June 30, 1964	Ap- prentices Awarded Certifi- cates of comple- tion as of June 30, 1964
T O T A L	1,078	519	41
Machining and other metal trades	88	39	2
Mechanics and other repair trades	534	338	10
Printing Trades	207	85	21
Construction Trades	31	-	-
Miscellaneous 1/	218	57	8

TABLE 5

NUMBER OF FILIPINO TECHNICIANS TRAINED ABROAD
 UNDER THE FOREIGN ASSISTANCE PROGRAMS
 BY INVESTMENT AREAS
 (1951 - 1965)

<u>FIELD OF TRAINING</u>	<u>NEC- AID</u>	<u>COLOMBO PLAN</u>	<u>BILATERAL PROGRAM</u>	<u>UNITED NATIONS PROGRAM</u>	<u>TOTAL</u>
AGRICULTURE	803	254	50	72	1,179
INDUSTRY AND MINING	490	133	69	8	700
TRANSPORTATION	153	237	138	8	536
L A B O R	124	49	5	65	243
H E A L T H	350	181	18	70	619
EDUCATION	600	207	209	51	1,067
PUBLIC ADMINI- STRATION	496	158	14	75	743

<u>FIELD OF TRAINING</u>	<u>NEC-- AID</u>	<u>COLOMBO PLAN</u>	<u>BILATERAL PROGRAM</u>	<u>UNITED NATIONS PROGRAM</u>	<u>TOTAL</u>
COMMUNITY DEVELOPMENT	163	42	11	39	255
ATOMIC ENERGY TRAINING	42	18	1	41	102
ECONOMIC POLICY DEVELOPMENT	14	-	-	48	62
ECONOMIC PLANNING IMPROVEMENT	2	140	11	-	153
CIVIL AVIATION	20	-	-	21	41
(Not indicated)	-	-	27	-	27
T O T A L	<u><u>3,257</u></u>	<u><u>1,419</u></u>	<u><u>553</u></u>	<u><u>498</u></u>	<u><u>5,727</u></u>

Table 6

NUMBER OF FOREIGN TECHNICIANS IN THE PHILIPPINES
UNDER TECHNICAL ASSISTANCE PROGRAMS
INVESTMENT AREAS (1951-1965)

Category	USAID	Colombo	UN	Bilateral	Total
Agriculture, Forestry and Fisheries	236	6	108	-	350
Industry & Mining	162	2	46	-	210
Transportation & Public Works	149	-	20	-	169
Health	102	23	76	-	201
Labor	41	-	28	-	69
Education	139	35	73	3	250
Public Admini- stration	255	1	47	-	303
Community Development	28	-	-	-	28
IAEA	-	1	16	-	17
Others	154	-	-	-	154
Total	1,266	68	464	3	1,801

Table 7

NUMBER OF FOREIGN TECHNICIANS IN THE PHILIPPINES
 UNDER TECHNICAL ASSISTANCE PROGRAMS
 BY FISCAL YEARS (1951-1965)

Fiscal Year	USAID	Colombo	UN	Bilateral	Total
1951	5	-	-	-	5
1952	97	-	27	-	124
1953	109	-	21	-	130
1954	106	-	34	-	140
1955	110	-	34	-	144
1956	129	-	45	-	174
1957	136	3	46	-	185
1958	101	1	41	-	143
1959	123	6	33	-	162
1960	118	8	30	-	156
1961	50	7	23	-	80
1962	35	11	35	-	81
1963	42	9	30	-	81
1964	56	10	27	2	95
1965	49	13	38	1	101
Total	1,266	68	464 1/	3	1,801

Table 8

NUMBER OF FILIPINO TECHNICIANS TRAINED ABROAD
 UNDER THE FOREIGN ASSISTANCE PROGRAM
 (1951-1965)

Fiscal Year	USAID	Colombo	UN	Bilateral	Total
1951	-	1	34	4	39
1952	100	8	51	6	169
1953	119	13	14	13	159
1954	305	26	13	15	359
1955	347	58	32	14	451
1956	292	59	37	15	403
1957	308	47	15	12	382
1958	265	58	15	25	363
1959	250	94	38	36	418
1960	332	169	42	38	581
1961	183	183	33	72	471
1962	168	131	49	67	415
1963	233	206	29	89	557
1964	154	214	28	86	482
1965	201	152	68 ^{1/}	61	482
Total	3,257	1,419	498 ^{1/}	553	5,727

^{1/} By calendar year and for EPTA only as programmed

Country paper: Singapore

(Agenda Items No. 4, 10 and 9)

SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE
COUNTRY PAPER (SINGAPORE) ON AGENDA ITEMS 4, 10 and 9.

1. The Co-ordinating Agency

Technical assistance is generally regarded as comprising training facilities in foreign countries, expertise, and specialized equipment both from foreign countries. The Public Service Commission is the overall authority in all matters pertaining to training abroad whilst the Economic Development Division of the Ministry of Finance is responsible for co-ordinating and securing expert personnel and specialized equipment. The Public Service Commission and the Economic Development Division maintain close liaison especially for projects which involve both training facilities abroad and experts/equipment from abroad.

The personnel responsible for technical assistance in the Economic Development Division are, in order to their status, the Minister for Finance, Permanent Secretary, Deputy Secretary, Principal Assistant Secretary, Administrative Assistant and supporting staff. In the Public Service Commission, they are the Chairman, Secretary, Principal Assistant Secretary, Assistant Secretary, Administrative Assistant and supporting staff. Decision making in the Economic Development Division rests with the Minister, Permanent Secretary and Deputy Secretary. In the P.S.C. the Chairman and the Secretary make decisions. The other personnel are operational in function; processing proposals, preparing submissions and performing follow-through work.

Organizational pattern

The Economic Development Division insists on receiving fresh proposals for technical assistance as well as requests for renewal of expert assignments through Ministries. This is to ensure that the requests of departments, statutory bodies, and other institutions such as the Universities, Polytechnic, and the Vocational Institute conform with the general policies of their respective Ministries. The requests or proposals are not referred to the Economic Planning Unit as the organizations which originate the proposals already have the onus of demonstrating the relationship between their proposals and the general development plans.

There is also the limiting factor that projects which are suitable for technical assistance may not be projects of high priority in the Development Plan and Vice versa. However, it is recognized that there should be maximum liaison between the Economic Planning Unit and the Economic Development Division in technical assistance. It is intended that for the 1967-1968 Expanded Programme the Economic Planning Unit will be consulted at the appropriate stage to ensure that the order of priorities of the technical assistance proposals are in general agreement with development priorities.

Requests for technical assistance from the private sector are few and far in between. They either originate from the requesting private organizations themselves or result from suggestions by a Government or semi-Government organization that is normally in contact with that part of the private sector, e.g. the Economic Development Board vis-a-vis a private industry.

Relationship with External Agencies

Negotiation and liaison with external agencies are carried out by the E.D.D. and the P.S.C. depending on the type of technical assistance. However, Ministries are encouraged to make enquiries and have informal discussions, with the external agencies, particularly in cases of technical assistance on a bilateral arrangement.

Organization for evaluation of technical assistance rendered

There is no centralized formal review of technical assistance. However, since technical assistance programming originates "from below", there is a built-in check in the sense that it is in the interests of the requesting departments to ensure that technical assistance received by them is made use of as intended. In respect of experts, each Ministry receiving such expert services is required to submit six-monthly reports in June and December. Specifically departments are required to report on the duties which the experts are performing, progress of the project to which the experts are assigned, the extent of experts' capability to adapt to local requirements, their contribution not only in their specified assignments but also in extra-curricular activities, their relationship with understudies, counterparts and other colleagues.

Particular attention is paid on the training of local counterparts to take over from the experts. This aspect of the report on experts' progress is therefore scrutinized.

2. Effectiveness of the Co-ordination Machinery

Technical assistance originates essentially "from below". Blessing must be obtained from the highest level in the Ministry in charge of the department concerned. Consultation with the PSC is carried out whenever necessary.

The fact that there is only a single co-ordinating agency each for expert and equipment (EDD) and for training awards (PSC), reflects Singapore's small size and compactness. Whenever consultation or discussion is necessary either between the two central agencies or with the respective Ministries, a meeting can easily be convened thus minimising paper work and time.

It may be mentioned that technical assistance co-ordination mainly concerns the public sector i.e. the various Ministries, their departments and statutory bodies and other autonomous institutions, e.g. the universities. Private sector normally purchases technical know-how through various arrangements including joint ventures, licencing rights and so on.

3. The needs in technical assistance development

(a) In co-ordination

Ideally speaking it would be better to have one central agency co-ordinating all the three forms of technical assistance i.e. experts, equipment and training facilities. However, this would present its own problems because the securing of training facilities entail considerable follow-up work such as the selection of scholars and looking after them, which work will be difficult to cramp into the portfolio of the Economic Development Division.

Also, the Economic Planning Unit, which formulates the State Development Plan, should perhaps be more involved in formulation and planning of technical assistance than it is now.

As for bilateral technical assistance under the Colombo Plan, it might be of some advantage to have a sort of committee consisting of all local representatives of donor countries in Singapore which acts more or less as a technical assistance clearing house. At the moment there is no such machinery in Singapore. It is doubtful, however, whether such an idea would be appropriate for Singapore in view of its size and therefore the size of aggregate technical assistance which it receives.

(b) In fields of development

Projects connected with industrial development and education, particularly that of technical education, have been prominent in Singapore's technical assistance programme. This is in line with our industrialization policy. While these will remain in prominence for many more years, Singapore's new needs for technical assistance are in the field of Urban Re-development.

(c) In types of assistance

Singapore's present state of development seems to indicate the urgent requirement of more operational and executive (OPEX) type of assistance. It follows that there is a gradual shift in need for the short assignment of highly specialized experts on specific tasks rather than the long assignment of less specialized experts on more generalized terms of reference.

(d) In evaluation

This part of technical assistance work which has not hitherto been emphasized should be given more attention now. This is so especially in face of increasing demands for expertise and a tendency for the local cost bill to increase.

4. Organizational Improvements

Mainly because of the smallness of the technical assistance programmes in Singapore no major organizational change appear to be necessary. Changes that appear desirable include a greater involvement of the Economic Planning Unit and greater emphasis in evaluation of technical assistance received.

The role of technical assistance in the development effort

Technical assistance is regarded as taking three forms: training facilities abroad; expertise; and specialized equipment from abroad. There is no deliberate bias in choosing any of these three forms of technical assistance. The donation of equipment by countries is not interchangeable with the other two forms of technical assistance. As between training facilities abroad and foreign expertise the choice depends on whether a particular problem or set of problems to be solved involve the training of large numbers of local people. If it does, then the choice would tend to be for a foreign expert to train local persons locally. If it does not, it is preferable for the small number of local persons concerned to be sent abroad to acquire the desired extra knowledge.

An example of technical assistance which has led to a widening of investment opportunities in Singapore is the assignment in 1960 of an Industrial Survey Mission by the United Nations to Singapore. This Mission was headed by Dr. Albert Winsemius and consisted of expert economists, mechanical, chemical and shipbuilding engineers, and so on. As a result of the survey, a list of industries which would be embarked on as a crash programme was compiled and these immediately became investment opportunities which could be further investigated into. Also on the recommendation of the Mission, the Economic Development Board was established to carry out a number of project studies. These studies which should be regarded as a follow-up of the work of the Mission also have the effect of widening investment opportunities.

As for technical assistance which has led to increased production, a good example is the setting up of the Light Industries Services in Singapore with Special Fund and International Labour Organisation assistance. The latter is the Executive Agency of the project. This Light Industries Services has helped small existing industries to save costs, and increase production and productivity. The L.I.S. has a full complement of technical experts such as economists, cost analysts, engineers and so on to assist small industries in solving their management and production problems.

2. Quantitative and qualitative significance of technical assistance

Up-to-date figures of the monetary value of technical assistance received by Singapore are not available. This is owing to the fact that the United Nations Technical Assistance Board usually require some time to provide audited accounts. In the case of Colombo Plan technical assistance the year of account is from 1st July to 31st June of the following year. For the period during which Singapore was part of Malaysia separate figures for Singapore are again not available. However, after some adjustment the monetary value of technical assistance received by Singapore in 1963 are as follows:

UN: Expanded Programme	US\$139,059 =	M\$421,349
Regular Programme	US\$ 5,479 =	M\$ 16,601
Colombo Plan	£167,751 =	M\$1,437,866
Total		<u>M\$1,875,817</u>

The total expenditure on development projects in 1963 was \$212.71 mil. The monetary value of technical assistance received represents 0.8% of the development expenditure.

As for the 'impact' value of technical assistance, the examples of the Winsemius Mission and the Light Industries Services have already been mentioned earlier. Another example of 'impact' value of technical assistance is the breaking into new fields in Singapore such as technical education and television. Especially in introducing the latter technical assistance played an important role.

One of the shortcomings and difficulties in the actual utilization of the technical assistance obtained is the time-lag between the submission of requests and the arrival of the experts. Often when the expert is finally in hand too much has already taken place or has been done by the local people.

A drastic revision of the original terms of reference of the expert has to be undertaken, and this sometimes means that the type of expert originally asked for is no longer appropriate.

Another shortcoming is the inability to select candidates for expert posts on the basis of information supplied by the recruiting agencies. Often experts which seemed to be of a high calibre from the curricula vitae do not come up to expectation or are unable to give the best under local conditions.

3. The link between technical assistance and development planning

It is a matter of routine to tie up requests for technical assistance with the Development Plan. In other words, Departments submitting requests for technical assistance are required to show how the technical assistance is related to the Development Plan. Where it is not related to any development project it must be demonstrated how the technical assistance is expected to contribute to general development of Singapore. The requests are then assessed with the view to establishing whether the targets envisaged are too ambitious and also whether the particular development projects really require technical assistance. This is to ensure both that technical assistance is only taken advantage of when it is useful and, secondly, that the limited sources of technical assistance is tapped in a most efficient way.

Technical assistance has to conform with the general pattern of priorities in the Development Plan. This can be ensured through close co-ordination with the Economic Planning Unit which is administratively under the Economic Development Division. Apart from conforming with the general pattern of priorities, however, it is essential to adopt a flexible approach. This is because some development projects that are of high priority may not be projects which require technical assistance and development projects which may not be of very high priority in the Development Plan may be especially suitable for technical assistance.

Requests for technical assistance are first rated according to the urgency of the projects concerned and the degree to which these projects require technical assistance

After this phase the projects are classified into various categories in the case of the UN Expanded Programme, for purposes of matching financial resources allocated to Singapore. By and large, projects of the main fields of development continue to be given the same priorities for a number of years. For example, projects in technical education, industrialization, and urban renewal will for some years to come be given priority over other types of projects.

4. Techniques of assistance programming in relation to national planning and implementation

In the implementation stage, projects are assessed by way of studying reports on experts. The relevant aspects which are examined include the terms of reference of the expert, especially as to whether these have been revised and, if so, the reasons therefore. Another aspect is the contribution of the expert; whether he is performing up to expectation and whether he is contributing any special knowledge as would be expected of an expert. The extent of implementation of the project to which the expert is assigned is also important. For longer term assignments a very important aspect is the arrangements for counterparts to understudy the expert.

Counterparts and fellowships aspects are as a rule scrutinized by the Economic Development Division. In fact, Department responsible are required to give explanations where arrangements have not been made for counterparts to understudy the experts assigned to them.

5. Conclusions

The present institutional, organizational and policy measures for getting technical assistance seem to be adequate for a small nation such as Singapore. The Economic Development Division is in charge of expertise and special equipment from other countries whereas the Scholarships Co-ordinating Committee services by the staff of the Public Service Commission is in charge of training abroad.

Every opportunity is taken to revise technical assistance needs in the course of implementing projects when circumstances change. In this respect the role of

the Resident Representative in the case of United Nations and Special Fund technical assistance is especially important. He is the nearest representative of the source of technical assistance and he has intimate knowledge of circumstances prevailing in Singapore.

The present method of assessing technical assistance on the basis of requests by Departments and in consultation with the Economic Planning Unit could be retained for a number of years until adequate corps of local officers to manage key positions have been built up in the major sectors such as technical education, health, and economic development. A revision will have to be geared to the way in which the Five-Year Development Plan is drawn up and will also have to be such as to avoid disruption in the transitional period.

Country paper: The Republic of Korea

(Agenda Items 4, 9 and 10)

Check list of questions for discussion and recording information

Agenda items 4 & 10: Review of co-ordination machinery and suggested reforms and procedures therein.

1. (a) What is the central co-ordinating agency? Where is it? Is it only negotiating or co-ordinating (physical and financial) or both? If separately performed, what are the other agencies concerned?
- (b) If there are separate agencies, what is the operational relationship between them?
- (c) What are the significant personnel compositions of the agency/agencies?

Answer

The central co-ordinating Agency is the Economic Planning Board. The Board is responsible for all economic development planning including technical development planning. The work of technical development planning is the responsibility of the Technical Development Bureau. This Bureau comprises three divisions viz (a) The Technical Co-operation Division, (b) The Technical Policy and Administration Division, (c) The Technical Research Division.

The authority of the Economic Planning Board is derived from a Cabinet Decree No. 1003 promulgated on October 25, 1962 (a copy of the Decree is attached as Annex No. 2) in respect to training of Korea nationals abroad and from the general organization of the Government in respect to other aspects of technical assistance such as the provision of experts services and provision of technical equipment associated with technical assistance projects.

The relevant Ministries, Boards and Offices on the request of the Minister of Economic Planning prepare their projections of requirements for technical assistance including participant or fellowship training overseas as well as expert services required and submit them for review and co-ordination by the Technical Development Bureau.

The Technical Development Bureau has full negotiating and co-ordination responsibility for all United Nations Development Programme activities as well as for the United Nations regular programme of technical assistance. It informs the Ministries concerned in respect to the resources of these programmes and receives the requests of the Ministries for assistance. All negotiations are with the Resident Representative of the United Nations Development Programme. Similarly all technical assistance from the US Aid programme is negotiated by the Technical Development Bureau with the United States Operations Mission/Korea.

A number of the regular programmes of the United Nations Specialized Agencies are negotiated with the Ministry of Foreign Affairs by virtue of the fact that Ministry is the responsible for external correspondence and liaison with diplomatic missions. Similarly Colombo Plan negotiations are between the Ministry of Foreign Affairs and the representative of the assisting country. However, the Ministry of Foreign Affairs submits all proposals to the Economic Planning Board for approval.

2. What are the focal points or agencies for technical assistance formulation at other levels e.g. Ministries/departments (especially manpower and education); state/region/district; local government and the like; private sector?

Answer

The Economic Planning Board issues guide-lines for the technical development programme to all Ministries, Offices and Boards of the Government and they in turn submit their detailed proposals to the Board for subsequent formulation and negotiation with the aid-giving organizations. Even outside the over-all planning the Ministries, Offices and Boards may make proposals for urgently needed assistance.

Manpower planning and its estimation are basically the responsibility of the Economic Planning Board as an extraction from the Five-year Economic Development Plan. Otherwise all manpower matters are the concern of the Office of Labour within the Ministry of Health and Social Affairs. The Ministry of Education is responsible for all educational affairs. Like any other ministry it can propose technical assistance requests to the Economic Planning

Board.

Provincial Governments are all under the Ministry of Home Affairs and technical assistance requests on purely administrative matters would come through that Ministry. Requests involving technical aspects of provincial Government responsibilities would come through the relevant Ministry. The private sector likewise would make its needs known to the relevant Ministry, more usually this would be the Ministry of Commerce and Industry.

3. What is the relationship with external agencies?
- (a) Is there an inter-agency co-ordinating body? What is its scope? or, is there a special national body for this purpose?
 - (b) What is the composition of the body/bodies?
 - (c) What is the method of functioning?

Answer

The Economic Planning Board is the Co-ordinating Agency for all technical assistance programmes. The Technical Administration Division covers overall technological development program planning, yearly co-ordination of the budget for scientific and technical development evaluation and management of project type assistance.

The Technical Co-operation Division is responsible for all phases of technical co-operation, such as planning for fellowship training, invitation of experts, technical contract services, importation of technical equipment, implementation, management and dissemination of the various technical agreements between the Government and assisting Agencies.

The Technical Research Division governs programme planning, co-ordination, management and implementation of all phases of contract services for technical feasibility studies, natural resources development and controlling of scientific and technical information services.

With the United Nations Development Programme and the United States Operations Mission/Korea all relationships

are directly between the Board and the Representatives of those programmes.

With the Colombo Plan and other bilateral aid programmes relationships may be through the Ministry of Foreign Affairs. There is no official inter-agency co-ordinating body.

4. (a) What is the organization for evaluation of technical assistance rendered?
- (b) Does it cover programmes and projects?
- (c) What is the scope of the evaluation, for example, does it cover only direct project results or go wider into conception, preconditions for implementation, methods of undertaking and an ancillary project results?

Answer

The evaluation of technical assistance is the responsibility of the Economic Planning Board in co-operation with the Ministries concerned. However, evaluation work has not been fully established due to shortage of budget provisions and the lack of qualified staff. Some reviews have been undertaken jointly by the EPB and the United States Operations Mission.

A returning fellow or participant must submit a report to the Ministry concerned, and to EPB. There is constant review of experts work between the Ministry and the E.P.B.

5. How effective is the set up as answered above --
 - (a) To provide the central co-ordination desired;
 - (b) To provide for adequate consultation with other agencies concerned (local and foreign) and for their initiative;
 - (c) To ensure full use of all suitable sources and types of technical assistance on offer, and to enable all sectors of the economy to obtain whatever assistance is needed for their programme?

Answer

The set-up reasonably adequate to provide the central co-ordination desired. However, that co-ordination can be most effective when it is matched by co-ordination by the aid giving Agency. The United Nations Development Programme is reasonably well co-ordinated although tendencies by specialized agencies to go around that co-ordination are evident. The greatest improvement could be made in co-ordination of the regular programmes of the various specialized agencies. Co-ordination of the US Aid Programme is effective because of the effective co-ordination by both the Government and USOM/Korea. Thus, co-ordination is most effective where there is an understanding on the part of the technical assistance Agency of the Governments over-all economic planning and its related technical development programme and where co-operation with the Technical Development Bureau is fully effective.

In practice this has been easier to achieve in relations with the Special Fund than with the more scattered technical assistance programmes. It is hoped that the creation of the UN Development Programme will strengthen the role of the Resident Representative in co-ordination of all the various activities of the United Nations and its specialized agencies.

Providing that requests for assistance are in line with the Governments economic planning and technical development planning the Technical Development Bureau must always consult with the relevant Ministry or other agency in respect to formulating and implementing a request. Strengthening of co-ordination on both the part of the Government and the United Nations and its specialized agencies will increase the consultation with all branches of the Government as proposals which are essentially the ideas of the external Agencies and that develop pressures within the Ministries concerned will be lessened. Closer co-ordination by the Government involves closer co-ordination by the technical assistance agency and vice-versa.

It is not only a matter of enabling all sectors of the economy to obtain whatever assistance is needed. That is necessarily limited by the scale of effective assistance offered and available.

6. What emerging or new needs are notice -- in co-ordinating with all¹ units referred to above; in fields of t.a. development; in types of assistance; in evaluation?

Answer

Great attention must be paid to mining and industrial development. In future technical co-operation will emphasize these fields of development and in particular the manufacturing field.

7. What organizational improvements are seen emerging or feasible in terms of the preceding questions -- at central; other; and external agency levels?

Answer

(a) The Ministries and Offices concerned with technical development must be strengthened in order to improve their planning techniques and in order to meet the requirements of the Economic Planning Board for development of over-all planning and co-ordination of technical assistance.

Similarly the Ministries should be organized to more effectively co-ordinate and evaluate the work of the experts as well as utilize the training obtained abroad by officials.

(b) The United Nations and its specialized agencies including ECAFE should strengthen co-ordination through the office of the Resident Representative.

(c) Organization for evaluation must be improved by the Government and means of co-operation in evaluation developed with the aid-giving agencies.

(Annexes 1 and 2 not reproduced)

Check list of questions for discussion
and recording information

Agenda item 9: Co-ordinating Technical Assistance Programming with National Development Planning.

1. Has the use of technical assistance so far reflected a special bias towards any of the following -- on-the-job skill, advice, types of training including followships?

Answer

Technical Assistance is provided to Korea on a large scale through bilateral Agencies as well as multi-lateral agencies. The assistance comes in the form of expert services, fellowships, equipment and contract services. The total amount of assistance received during the period of 1951-1965 was \$91.4 millions. The following is breakdown of the assistance according to the various components:

a) Expert services	\$23.1 million
b) Fellowships	\$13.7 million
c) Equipment	\$12.0 million
d) Contract services	<u>\$42.6 million</u>
	\$91.4 million

Item (d) - contract services reflects part of the assistance provided by the U.S. AID. This item incorporates both expert services and equipment, but a breakdown is difficult to make.

The emphasis on the different types of assistance has changed several times and in view of the extensive assistance received, each of the components has had a substantial share of the assistance. The share of experts was higher than that of fellowships in figures but the total number of fellowships has exceeded the number of experts and advisers by more than 50 per cent. The total number of fellowships was close to 4,000 during the above mentioned period. This item is especially important in view of 2 important factors: (a) the relative cost of a fellowship is much lower than that of an expert post; (b) a fellow returns back to his country after completion of

his training and can contribute of his knowledge for a long period. It should be pointed out that some projects cannot be implemented without expert services or joint effect by experts and fellowships.

2. What experience is available of technical assistance (for the economy or sector or an investment area) where it has -- widened the investment opportunities; led to increased production; improved policy making?

Answer

The economic growth of the country has increased from 3.5 per cent in 1962 to 5.9 per cent in 1964 and even in a higher rate in 1965. This growth is due to the fruits of large scale investments, increased production and improved planning. In all of the planning phases, technical assistance was a very valuable factor in updating the Korean officials in the newest techniques of planning, in systems of implementing programmes and in evaluation of results. This has been done both by expert services and by fellowships. For example, in the economic planning field, two foreign advisory groups are assisting the Government in its efforts in modernizing the planning and control systems. Their advice is given to a group of economists, statisticians and planners who acquired their knowledge abroad through technical assistance fellowship. During the last decade a huge amount of money has been invested in key industries, agriculture, development of electric power, railroad construction, improvement and restoration of communications and many other fields. All the areas were carefully investigated prior to the investment stage by foreign experts and Korean counterparts. Thus, the investment was made as far as was possible on a selective basis.

The increase in production during the period of 1960-1965 was quite remarkable e.g. 39.2 per cent increase in the industrial sector, 52.2 per cent in the production of electricity, water and sanitary services and 52.2 per cent in the areas of transportation, storage and communication.

However, it is impossible to improve the technical level in a country with only depending upon the technical assistance received from foreign countries.

Moreover, encouraging local training system, establishment of scientific and technical research center, and intensive importation of industrial ownerships are very inevitable for the expediting of technological development.

5. Data on the following to be obtained as available ---
- (i) Existing stock (Nos.) of domestic skills by type, i.e. degree of skill and broad field of skill;
 - (ii) Annual output (Nos.) of skills -- through institutions (schooling and specialized); in service (training and experience) by type /as in (i) above/;
 - (iii) (a) Total technical assistance (Nos. or costs) for a given period, by broad investment areas;
(b) Total investment for same period by broad investment areas.
 - (iv) Technical assistance supplies (Nos. or costs) for same period as in (iii) above, under the following categories:
 - (a) On the job; advisory; training including fellowships;
 - (b) Pre-investment assistance; production assistance;
 - (c) As aid; purchase; built-in (the last item may give the number of projects if other data is not available);
 - (v) Technical assistance sources mainly used (UN including regional, bilateral, purchase and built-in); and any economic significance seen in this pattern (for example idea of non - nationally in UN assistance).

Answer

(i) The following table shows the status of technical manpower in Korea in 1963:

	<u>Total</u>	<u>Engi- neers</u>	<u>Techni- cians</u>	<u>Skilled Craftsmen</u>	<u>Semi- skilled craftsmen</u>	<u>Learners</u>
Government offices	31,865	6,561	7,111	12,755	3,878	1,560
Teaching positions	2,712	2,551	116	27	5	13
Mining Industries	8,202	764	351	5,465	1,119	503
Manufact- uring Ind.	158,108	3,719	2,713	96,060	36,052	19,564
Construct- ion field	6,271	2,246	2,683	1,179	126	37
Electricity, gas & steam services	4,145	360	1,197	1,836	597	155
Total	211,303	16,201	14,171	117,322	41,777	21,832

(Source: Survey of employed technical manpower issued by EPB.)

Explanation of Terms

(a) Engineers

- (1) Graduates of science and engineering colleges within and outside the country or those who passed "the Examination for Government Technical Senior Officials" who are now engaged in the technical field in which they were trained (or in scientific or engineering work in a closely related work).
- (2) Holders of government license of Class A and Class B in construction engineering who are engaged in the work for which they are licensed.

(b) Technicians

- (1) Those who graduated from junior science and engineering colleges or those who finished the second year course of science and engineering in a senior college, within and outside the country, or who passed "the Examination for Government Technical Junior Officials" who are now engaged in the work in the technical field in which they were trained.
- (2) Graduates of technical high school who are engaged in the work requiring high school training and have three years or more experience.
- (3) Holders of government license of Class C in construction engineering who are now engaged in the field in which they are licensed.

(c) Skilled Craftsmen

Skilled craftsmen are those who can perform the work which can be mastered with three years or more experience in the technical field requiring six months or more experience and who can supervise other workers with lower skills. Skilled craftsmen must have a thorough knowledge of the production process involved and ability to exercise considerable independent judgement. Usually a high degree of dexterity is required, and sometimes the craftsmen must have the responsibility for valuable and equipment.

(d) Semi-Skilled Craftsmen

Semi-Skilled Craftsman are those who can perform, under the supervision of skilled craftsmen, the work that can be mastered and performed with experience of one to three years, in the technical field requiring six months or more experience.

(e) Learners

Learners are those who can perform, under the supervision of skilled craftsmen, the work that can be mastered with one year or less experience, in the technical field requiring six months or more experience.

(ii) No. of graduates from technical schools in 1965

<u>Schools</u> <u>Classification</u>	<u>Completing</u> <u>studies</u> <u>but not</u> <u>acquiring</u> <u>degree</u>	<u>Graduate</u> <u>school</u> <u>quit</u> <u>before</u> <u>ending</u> <u>studies</u>	<u>College</u> <u>gradu-</u> <u>ates</u>	<u>Vocation-</u> <u>al high</u> <u>school</u> <u>graduates</u>	<u>Graduate</u> <u>schol.</u> <u>higher</u> <u>than</u> <u>college</u>	<u>Total</u>
Engineers	335	20	12,438	-	1,512	14,305
Technicians	-	-	-	28,782	-	28,782
<u>Total</u>	<u>335</u>	<u>20</u>	<u>12,438</u>	<u>28,782</u>	<u>1,512</u>	<u>43,087</u>

(Source: Annual Survey of Education in 1965 issued by M.O.E.)

Survey on the employed technical manpower resources was conducted in 1961 and 1963 and labour force survey is conducted four times per annum, in order to supply the required technical manpower and to forecast technical manpower resources.

(iii) (a) The total amounts of technical assistance received by ROKG from foreign countries and agencies during the period of 1951-1965 are as follows:

<u>Year</u>	<u>Primary</u> <u>Industry</u>	<u>Secondary</u> <u>Industry</u>	<u>Tertiary</u> <u>Industry</u>	<u>Total</u>
1951	-	3.0	6.1	9.1
1952	-	16.6	25.6	33.4
1953	-	7.8	25.6	33.4
1954	-	8.1	61.5	69.6
1955	56.0	352.3	480.5	888.8
1956	311.0	2,879.7	2,137.7	5,328.4
1957	1,052.2	3,102.3	4,692.9	8,847.4
1958	955.1	1,503.6	6,388.3	8,847.0
1959	933.1	5,251.3	6,924.5	13,108.9
1960	821.8	3,124.0	6,207.9	10,153.7
1961	2,433.8	1,787.0	4,298.9	8,519.7
1962	361.5	10,225.6	3,655.7	14,248.8
1963	1,885.3	1,664.8	3,213.9	6,764.0
1964	2,672.7	1,868.1	3,520.7	8,061.5
1965	962.3	2,427.7	3,098.2	6,488.2
	12,445.0	34,221.1	44,750.2	91,416.3

(b) Total amount of technical assistance received by ROKG from foreign countries and agencies during the years of 1962-1965 and total amount of investment during that period are as follows:

(1) Technical Assistance

<u>Classification</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>Total</u>
Primary Industry	365.1	1,885.3	2,672.7	962.3	885.4
Secondary "	10,225.6	1,664.8	1,868.1	2,427.7	16,186.2
Tertiary "	<u>3,652.1</u>	<u>3,213.9</u>	<u>3,520.7</u>	<u>3,098.2</u>	<u>13,484.9</u>
<u>Total</u>	<u>14,242.8</u>	<u>6,764.0</u>	<u>8,061.5</u>	<u>6,488.2</u>	<u>35,556.5</u>

(2) Investment program by sector

<u>Classification</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>
Primary Industry	730,769.2	812,307.7	349,019.6
Secondary Industry	833,076.9	1,099,230.7	996,078.4
Tertiary Industry	<u>1,720,000.0</u>	<u>1,844,615.4</u>	<u>743,137.3</u>
<u>Total</u>	<u>3,283,846.1</u>	<u>3,756,153.8</u>	<u>2,088,235.3</u>

<u>Classification</u>	<u>1965</u>	<u>Total</u>
Primary Industry	378,148.1	2,270,244.6
Secondary Industry	936,296.3	3,864,682.3
Tertiary Industry	<u>726,666.7</u>	<u>5,034,419.4</u>
<u>Total</u>	<u>2,041,111.1</u>	<u>11,169,346.3</u>

Source: EPB

Remarks: (1) Figures in 1962 and 1963 of investment come from the 1st original economic development plan and figures in 1964 and 1965 is from the 1st adjusted economic development plan)

(*) Local currency which is described in the 1st 5-year economic development plan was changed in to US dollars according to the foreign exchange rates prevailing in each of these years.

Accepted foreign exchange rate:

- 1) 130 Won equivalent to 1 US\$ in 1962 and 1963
- 2) 255 Won equivalent to 1 US\$ in 1964
- 3) 270 Won equivalent to 1 US\$ in 1965.

(3) The following are the ratio of actual technical assistance to the total investment during the period from to the end of 1965.

<u>Classification</u>	(A)	(B)	B/A
	<u>Total Investment</u> US\$	<u>Actual T/A</u> US\$	<u>Percentage (%)</u>
Primary Industry	2,270,244.6	5,885.4	0.3
Secondary "	3,864,682.3	16,186.2	4.2
Tertiary "	5,034,419.4	13,484.9	2.7
<u>Total</u>	<u>11,169,346.3</u>	<u>35,556.5</u>	<u>0.3</u>

(iv) (a) (1) The breakdown of participant training (1951-1965)

(Unit: 1,000 US\$)

<u>Field</u>	<u>US\$</u>	<u>Persons</u>	<u>Percent (%)</u>	<u>Remarks</u>
Mining & Industry	3,502.9	994	25.4	
Agriculture, Forestry & Fishery	1,896.4	523	13.9	
Education	2,752.4	761	20.0	
Public Administration	2,479.7	721	18.1	
Transportation	915.5	246	6.7	
Health & Sanitary	873.3	281	6.3	
Community Development	530.0	140	3.8	
Others	<u>788.8</u>	<u>247</u>	<u>5.8</u>	
<u>Total</u>	<u>13,739.0</u>	<u>3,913</u>	<u>100.0</u>	

(2) Experts (1951-1965)

<u>Field</u>	<u>US\$</u>	<u>T/A Persons</u>	<u>Percent (%)</u>	<u>Remarks</u>
Mining and Industry	3,578.6	192	15.5	
Agriculture, Forest- ry & Fishery	3,393.4	188	14.6	
Education	1,782.1	128	7.7	
Public Admini- stration	2,553.8	147	11.1	
Transportation	1,071.7	54	4.7	
Health & Sanitary	1,400.2	102	6.1	
Community Development	1,052.2	68	4.5	
Others	<u>8,289.9</u>	<u>351</u>	<u>35.8</u>	
<u>Total</u>	<u>23,121.9</u>	<u>1,230</u>	<u>100.0</u>	

(b) Contract Services (1951-1965)

This item includes both expert services and equipment.

<u>Field</u>	<u>US\$</u>	<u>Percent(%)</u>	<u>Remarks</u>
Mining and Industry	23,313.2	54.7	
Agriculture, Forestry & Fishery	4,433.7	10.4	
Education	4,902.6	11.5	
Public Administration	5,577.5	13.0	
Transportation	1,092.2	2.5	
Health & Sanitary	447.8	1.2	
Community Development	-	-	
Others	<u>2,839.4</u>	<u>6.7</u>	
<u>Total</u>	<u>42,606.4</u>	<u>100.0</u>	

(c) Equipment (1951-1965)

(Unit: US\$1,000)

<u>Fields</u>	<u>US\$</u>	<u>Percent(%)</u>	<u>Remarks</u>
Mining and Industry	3,827.4	32.0	
Agriculture, Forestry and Fishery	2,721.5	22.8	
Education	1,614.6	13.5	
Public Administration	331.2	2.7	
Transportation	73.1	0.7	
Health and Sanitary	983.6	8.2	
Community Development	410.2	3.4	
Others	<u>1,987.4</u>	<u>16.7</u>	
<u>Total</u>	11,949.0	100.0	

- (v) Technical Assistance received by ROKG from foreign countries and agencies is classified by source as the follows: AID/DG program, UNDP, Colombo Plan and other countries.

<u>Source</u>	<u>US\$</u>	<u>Percent(%)</u>	<u>Remarks</u>
AID/DG	75,905,000	83.03	All assistance under the AID program is included from 1954 to 1965
UN	11,310,900	12.37	Regular including UN EPTA, UNSF from 1951 to 1965
Colombo Plan	1,276,600	1.39	from 1962 to 1965
Others	<u>2,923,800</u>	<u>3.21</u>	from 1961 to 1965
<u>Total</u>	<u>91,416,300</u>	<u>100.00</u>	

(Source: Technical Cooperation Status, EPB.
The detailed information about the technical assistance is attached as Annex I).

4. What are considered the short-comings and difficulties in actual utilization of the technical assistance obtained (both social and economic difficulties)?

Answer:

(i) Fellowships

- (a) Many of the fellows do not get full benefit from their training in view of the interest of the enterprises in the host countries, to keep their systems and processes in secret. Therefore, those trainings take the form of a tour and observation instead of actual and practical learning.
- (b) In view of the lack of foreign language proficiency on the part of many fellows they encountered serious difficulties in understanding the material and therefore the effectiveness of their training was reduced.

(ii) Experts

- (a) Experts who were invited to Korea for the technical and practical guidance on the spot to industries, are appeared to be more effective than general administration or policy guidance. A positive example can be seen in the ceramics field, where an expert who advises the producing company at the factory in production techniques helps in stimulating the export of the company in a considerable percentage.
- (b) There are cases of experts who lack the special knowledge and experience in their proposed field of expertise. Their service can therefore be very limited and no effective use can be made of their know-how.
- (c) Regional advisers for a short-period consultancy services are appeared to be very ineffective.
- (d) Criteria for selecting experts must be based on the technical level and the social circumstances in the recipient countries concerned.

(iii) Contract Services

- (a) The cost of contract services is too high. This means that the financial amount of expenditure does not represent the practical volume of the services rendered under this heading.
- (b) In most cases the local counterparts were not fully trained to satisfaction so as to allow them replace the advisers in their key jobs after the latter's departure from Korea.

(iv) Equipment

Equipment assistance for recipient countries is very urgently needed and it will be effective results to focus technical assistance in this category. However, hitherto various donor countries or agencies laid stress on giving technical assistance for experts rather than equipment.

5. Is technical assistance assessed along with other plan variables for relevance, priorities, inter-relationships, etc.? What typical reasons exist for the degree of such association or otherwise?

Answer

The implementation of the 5-year economic development plan of Korea has been carried out according to the investment priorities of all sectors. The plan for technical assistance activities was programmed and implementation based on the 5-year economic development plan and the priorities established thereto. The relationship of technical assistance projects and the 5-year economic development plan is mentioned in item 2 above.

6. Is technical assistance considered for assignment at key points in implementation, or just received as available and allocated wherever possible?

Answer

There should be distinction between two main parts for the utilization of the technical assistance. The first and the most important is to plan and implement

projects in high priority fields co-ordinated with the national planning programme in economic and other field. The other part should be directed to smaller fields of activities where scattered assistance is required on a small scale, although these are not always part of the big frame programme. In other words, important fields, even they are small in size and in scope should not be neglected.

The overall utilization of the assistance has been planned in Korea in accordance with the Government's order of priority in the various fields and areas. The 5-years development programme is the focal point for technical assistance and the directives issued by the EPB to the various Ministries emphasizes the importance of planning on the basis of National Programmes.

The First Five-Year Economic Development Plan (1962-1966) has been formulated with the basic purpose of "an establishment of a basis for industrialization", so that the major targets of the Plan have been programmed in the development of energy, basic industries, and agriculture in priority. On the other hand, it could be said that the skeleton of the Plan might be a type of excavating and developing economic resources. And also the plan couldn't help to proceed the development of natural resources endowed by means of capital saving and labour intensive.

With the basic purposes in the Economic Development Plan in mind, the Government has formulated the first Five-Year Technical Development Plan (1962-66), for an underlying object in quality. The Plan has been framed for a creation of new technology, and an import of foreign advanced technology and its appliance and absorption. It was based upon the present situation in the country; That is to say, firstly, the conditions without the process of an autonomous technological growth, secondly, dependence of our basic industrial technology upon the foreign countries, and thirdly, the conditions of comparative low level of technology in comparing with an abundance of a qualified manpower.

In accordance with the Five-Year Technical Development Plan, the programme of foreign assistance has been focussed on the effective importing of foreign technology and its absorption in the short period. In this sense, the core of the foreign technical assistant policies had to stress on the sectors contributable to the level-up of production

required for the various projects in order to promote the self-sustaining system of industrial technology. Therefore, the technical assistance programme has been formulated, substantially, in priority for the technical know-how in the field of machines, chemical and electricity, as well as manufacturing techniques and equipment techniques.

7. How much of technical assistance programming has been undertaken at perspective economic planning stage (mainly as manpower assessment in terms of future demand and supply, including assessment of technical assistance need for teaching, training, and direct supply)? Any examples that could be mentioned?

Answer

Since the technical assistance projection is closely connected and co-ordinated with the 5-years economic development programme, it can be stated that to a large extent the programming has been made at perspective overall planning. Pre-investment surveys were carried out in industrial and agricultural fields and manpower was trained abroad in accordance with the technical and technological requirements based on the plans. In any event, part of the assistance was directed to fields where immediate and urgent necessity dictated the requirements.

The question related to manpower was given special attention. Among other activities were included the restoration and expansion of facilities for the vocational and high schools including the Engineering College at the Seoul National University. Additional training to teachers and professors of the colleges and schools, improvement of facilities for research institutes, establishment of a telecommunication training centre, establishment of a deep sea fishing training centre and establishment of a centre for training technicians, in the calibration and repair of fine instruments.

8. At sectoral and aggregate economic planning stage, are technical assistance needs of sub-sectors and large projects concurrently assessed in terms of specific institutions, training programmes, and on-the-job technical assistance? Are technical assistance phasing and priority rating attempted? How are technical assistance supplies matched with demands at this stage of planning?

Are finance and personnel counterpart provisions made? Does a 'policy' for technical assistance emerge out of this -- in the assistance pattern for development projects, in training programmes and in the formal education programme - thus giving scope for preparatory steps by the donors and the receivers? Does this 'policy' reflect a pattern as to broad type of assistance for example, the pre-investment survey, the Team idea, regional advisers, the use of multilateral vs bilateral assistance, the use of short and long-term assistance, of high-level and low-level assistance, fellowships vs experts, and ad hoc research and training vs institutions?

Answer

The priorities set by the Economic Planning Board for activities under the technical assistance programmes are, as explained, related to the National Development Programmes. Under this programme an order of priority is set for each branch of the economic sector. For example, two Economic Advisory Groups, one from Germany and the other from the US are assisting the Government in the preparation of the second-5-years development plan. The broad frame of technical assistance requests will be probably as follows:

- (a) Establishment of Training Institutes and Centres;
- (b) Assistance in various fields connected with technology promotion;
- (c) Pre-investment surveys in industry and agriculture.

Financial provision and availability of counterparts is generally secured to the high priority projects. Whenever any project provides results that require further financial investment, the matter is being dealt on its merits.

In all cases where the technical assistance is on a large scale for any one project, there is enough preparatory work done both as part of the Government's planning and also because the contributing Governments and Organizations demand certain steps to be completed as a prerequisite to the approval and implementation of projects.

The use of different types of assistance has its merits and justification when taking into account the various types of projects implemented. Bilateral and multilateral assistance can complement each other as long as the level of the programme and the advisers is sufficiently high. The same would apply to expert post versus fellowships and assistance which will lack one of these factors will have a basic deficiency. This may differ from field to field and as long as projects are carried out with the right components they stand a better chance for success.

9. (a) At (annual) implementation stage, is parallel project by project assessment done in all sectors of numbers, type, and time periods of technical assistance personnel required and trainees to be sent out? Is this done in co-ordination with the various implementing agencies for the projects or unilaterally by either the implementing agencies or the central agency?
- (b) Are actual counterpart and fellowships ensured as a rule?
- (c) Are the supporting institutional, organizational and policy measures for getting technical assistance available?
- (d) Is there flexibility enough to allow for adjustments in the composition of technical assistance in the course of implementing projects?
- (e) Is evaluation done, to help adjust current activities and to assist in preparing the subsequent year's programme? Is there both project and programme evaluation?
- (f) Has the use of country studies of progress in plan implementation been considered, as a basis for drawing up long-term technical assistance programmes? (It may be noted that in the absence of such an analyzed base, sectoral balance and planning strategy could be easily affected adversely).

Answer

- (a) EPB establishes the final programmes of participants, experts, contract services, and commodity of the annual technical assistance programmes. This is done in consultation with the concerned Ministries requiring such information from the Ministries as to

the project objective, project contents, duration of project, scale of funds, number of participants, and training places. The implementation of the projects is done in consultation and co-ordination with the concerned foreign aid agencies.

- (b) In carrying out technical assistance for Korea, actual counterparts and fellowships are sufficient.
- (c) In acquiring technical assistance from foreign countries and agencies, there are no special organizations except the EPB to deal with technical co-operation affairs, and therefore no special steps or measures are required in addition to the existing one.
- (d) Original programmes are implemented as far as possible according to the original intent of the project. Only when it is clear that the implementation of any project as originally envisaged will not be fully beneficial does the EPB propose a change in the programme to the relevant Government or Agency.
- (e) EPB is evaluating all size scale projects and the results are used in subsequent programming. Evaluation on smaller projects is done mainly when related to fellowship programmes.

For example:

- (i) ROKG and USOM/K have jointly evaluated the AID participants programme and the results of this survey were reflected in the subsequent participants programme;
 - (ii) Evaluation for UNSF projects is carried out regularly as each project has to submit interim and final reports, and in case of any requirement need for amendment the EPB has to approve it.
- (f) Country studies as such were not used for drawing up long-term technical assistance projects since these projects are based on the economic development programme, which in fact can be considered by itself as country study of progress required. However, there are some principal guidelines according to which the concerned Ministries (especially, Ministry of Agriculture and Forestry and Ministry of

Commence and Industries) should submit their requirements for training abroad.

(i) Technical policy for strengthening and improvement of export industry.

- (1) To strengthen and improve the production methods in the existing export manufacturing companies which had already obtained good results and substantial export.
- (2) Technical training for the manufacturing companies which have some export potential in the near future.

(ii) Improvement of the Agricultural Production Technology.

- (1) Reform of agriculture structure.
- (2) Mechanization of agricultural production.
- (3) Seed and agricultural production method improvement.
- (4) Livestock improvement.
- (5) Aerial surveys.
- (6) Fisheries development.

(10). Any views on scope for enlarging EPTA biennial programming technique--

- (a) By basing all technical assistance programming on country economic studies; and
- (b) By using this technique to cover all assistance sources?

Answer

The Economic Planning Board will attempt to connect the largest possible share of its project requests to the second 5-years economic development plan as well as to other important national development programmes. This will be the pattern with regard to technical assistance received from the various sources. In planning the EPTA part of the programme, special attention will be given to smaller size projects which cannot be easily implemented under the frame of other projects, usually requiring big size projects.

Table. THE TECHNICAL COOPERATION STATUS BY SOURCE,
TYPE AND YEAR BASE

(not reproduced)

Table. THE TECHNICAL COOPERATION STATUS BY FIELD,
TYPE AND YEAR BASE

(not reproduced)

Country paper: Iran

PLANNING - PROGRAMMING AND CO-ORDINATING

U.N. TECHNICAL ASSISTANCE IN NATIONAL AND REGIONAL LEVEL

Iran has awakened to its duties and its possibilities as never before during the course of its recent history. It has realized that only through wise planning and perseverance in its efforts towards raising the level of national income can it undertake to reach its goal of economic prosperity and national integrity. Thus basic schemes aimed at establishing the foundations of a sound economy were laid in the 1st and 2nd Development Plans which have been carried out successfully.

These plans have been implemented with a view to providing such fundamental needs as the building of dams for the diversion of flood waters into irrigation canals which are to water vast tracts of land that have so far lain fallow and to supply much needed electric power for the industrial plants which would soon rise in these newly-opened up regions. Then came the opening up of the country with the construction of harbours and airports to allow a free flow of traffic and goods into the country. So also were internal communications perfected by the construction of highways to link important towns and cities within the country so that as little delay as possible should occur in the movement of goods and passengers. The National Iranian Airlines is a great help in this respect in addition to the railways and the motor transport system. Telecommunications have been instituted for the same purpose.

Numberous other activities have followed from these basic schemes. The great and courageous move toward Land Reform has changed the face of Iran from old feudalism to modern agrarian economy with methods of farming which make it possible for the erstwhile landless peasant to own the plot of land that he cultivates thus providing him with the incentive for intensified production. Land Reform has not stopped merely at revising land distribution, but it has gone on to provide the scientific for the cultivation of land thus acquired by peasants who were thoroughly unfamiliar with the latest developments in agriculture and farming. Seed Improvement, Soil Fertility, Plant Pest Control, Animal Pest Control, Animal Husbandry and Health, Preservation of Forests, Establishing Pasteurized Milk Plants, Making good water deficits, Utilization of Agricultural machinery, and gradual mechanization of agriculture and most important of

all providing the necessary training to a picked staff who would be able to take over and run these schemes on their own and continue training others in those fields likewise is something that deserves high praise.

For the implementation of all these plans United Nations' assistance on the initiative of the Iranian Government has been obtained and through the services of United Nations experts who have given technical guidance the foundations of a sound and scientific approach to all these problems have been built up. This approach is almost the first experience of its kind that the people of this country have known.

It is significant that Iran is the first country in Asia to have requested United Nations help in assisting in the implementation of the wider aspects of the Land Reform programme, which, apart from its purely agricultural problems, raises radical problems of rural development, education, manpower use, finance (Agricultural credits, co-operatives) etc. to mention only a tiny part of these. It is hoped that eventually a comprehensive United Nations Special Fund Project will evolve, engaging the attention of nearly all the United Nations Agencies in this field.

Iran has been aware that if it is to prosper as a modern independent state it cannot depend entirely on itself for bringing about the conditions which contribute to the attainment of this goal. Now when communication has become so easy and distances are covered in the matter of minutes and hours where days did not suffice before, every disruptive or even unprofitable move on the part of one state in a particular region is likely to affect all neighbouring states. With this fact in mind it has been envisaged that Iran should fit itself into the general pattern laid for the development of the region in which it lies as a whole. No country can carry out its national development plans successfully unless it has the peace and security needed for the purpose nor can it do without the help and co-operation of lands and peoples which lie adjacent to its boundaries and share many of the problems common to the region. Towards the fulfilment of these aspirations therefore Iran has been willing to exchange know-how and funds for the perfecting of projects which are regional in character and do not pertain to Iran singly.

Food of course is the basic need of all mankind and as such any development programme which would live up to its name has to take this basic need into consideration before all else.

Animal products need to be improved in quantity and quality for the lack of proteins in the people's diet can lead to overall slowing down of all productive activities. Hence through its representative at the Animal Health Conference held about 2 years ago in Cyprus and Damascus Iran strengthened the idea of establishing an Animal Health Institute for the countries of the Near East Region and agreed to this proposal which was made at the Regional Conference held by the Food and Agriculture Organization (FAO) in Cairo in 1960.

According to this agreement Iran will have to study diseases such as African horse sickness and its virus found in other hosts, the means by which it is transmitted and its diagnosis, the typing of foot-and-mouth diseases and inactivated and attenuated vaccines, helminth problems and control methods. To fight such diseases which do not respect frontiers, Iran has taken upon itself an important share of the research and gives financial support to the project according to the agreement it has signed with the United Nations Special Fund. Through the eradication of animal diseases Iran hopes to increase the output of animal products and so raise the level of food consumption in this region.

In line with the same project the FAO proposed a Wheat and Barley Improvement Project in 1952 which has been approved. FAO offered its technical assistance by holding regional meetings once every two years. Accordingly it will furnish seeds, carry out co-operative yield trials and establish nurseries and grant fellowships to the staff which is to be trained abroad.

In Iran this project is of vital importance as the basic diet of the people consists of wheat and barley. If wheat is to be imported in lesser quantities into this country then an increase in these two grain crops is urgently called for. Much foreign exchange which is being spent on this import could then be diverted to other items which cannot be produced in Iran. By introducing new varieties of wheat and barley and by improving their techniques of production and by training technicians abroad in the fields of cereal breeding a considerable increase in production could be obtained.

A comprehensive seed production programme has thus been worked out and incorporated into the Wheat and Barley Improvement Project. This scheme which will be undertaken by the FAO will prove most beneficial to all the countries of

this region but a further strengthening of contacts between the countries of the region is called for if speedier results are to be obtained.

This leads us on to the subject of Meteorology and Desert Locust and their regional significance and control. In the development of a country's economic resources meteorology plays a very significant part indeed. This was realised by Iran as soon as in the formation of a Meteorological Department in 1956 with the co-operation of the World Meteorological Organization which was helpful in modernising this branch of technical activity and facilitating its application to other development activities. The United Nations Technical Assistance experts mission, fellowships programme and training seminar were most helpful in establishing this now department which has played such an active role in Iran since its inception.

As regards Locust Control we have signed a regional plan of operation with UNSF/FAO to bring this pest under control on an international scale. The Government of Iran's annual contribution to this project amounts to 27,000 dollars. A joint WMO/FAO inter-regional seminar was convened at Tehran during December 1963 to discuss the subject of the Relation Between Meteorology and the Desert Locust. The purpose of the seminar was to acquaint and inform meteorologists, likely to be engaged in providing Desert Locust Control services, of the latest scientific equipment available for the purpose and the methods used in fighting this pest with such equipment.

Though funds have been made available for this project by the Executive Chairman of the United Nations Technical Assistance Board, it is highly desirable that further technical assistance be extended to the Meteorological Department to allow it to play a more effective role in the countries overall economic development through the training of larger groups of qualified personnel and the application of standard technical equipment for this purpose.

The Second Development Plan of Iran has laid great stress on the development of agriculture and an important part of its activities consisted in the execution of the projects pertaining to such matters as dam construction, irrigation networks, expansion of electric power, establishing of fertilizer plants seed improvement, selling of agricultural machinery to farmers on easy terms and the building of factories for the processing of dairy and agricultural products. All this has been done under the same food production programme which is of

such moment to the happy functioning of all other projects.

As one of the prerequisites of modern agriculture is the availability of agricultural machinery, the establishment of certain plants is necessary to help ease the situation. Most agricultural products cannot be consumed unless processed. This is one reason why affiliated industrial development has to be taken into consideration along with land reform and agricultural improvement projects. Plants which can transform raw products into food consumable by the general public have to be installed.

Sugar refining factories, oil extracting plants and food processing and preserving factories of course come to mind naturally under this project. But workshops for the maintenance and repair of agricultural machinery and the manufacturing of spare parts can hardly be overlooked. Without such workshops work in the factories would come to a standstill.

When the agricultural development of a country is taken into consideration it cannot be dealt with as an entirely independent subject. The establishment of factories for the making of cement and baked bricks, glassware and chemicals, may seem to have no direct relation to agricultural development projects, but it will soon be seen that if the workshops which are to help maintain agricultural machinery in good order are to function without interruption then the products from the factories just mentioned will be in great demand. So a comprehensive plan has to be laid for the overall materialization of national plans, for working out projects piecemeal can only tax the country's finances and delay the implementation of these plans indefinitely.

In order to realize the establishment of industries a series of small industries which can operate side by side without entering into competition would be best. Thus industrial estates will have to be organized which would encourage industry as a whole and by healthy competition encourage others to improve their methods of production. Technical staff will have to be trained to run these establishments on sound principles of management so that the best possible products could be turned out at the lowest cost possible.

The 3rd Development Plan has paid special attention to the setting up of such estates and the training of instructors and foremen who could run these estates on modern lines. The

United Nations Special Fund has been requested to help Iran in this respect under the Industrial Estate and Industrial Management Plan of Operation. Meanwhile, small scale industries such as ceramics, the manufacture of building materials and the working of mines are being studied and workable statistics have been obtained with regard to their manufacture and exploitation.

As a preliminary to any sort of economic development immunity against contagious or debilitating diseases have to be ensured. In the past it was a known fact that malaria made life in certain parts of Iran impossible even though the soil of those areas may have been rich and the climate conducive to the growing of many different crops. One single instance quoted from history will give an idea of what heavy toll of life this lingering disease took in olden days. Shah-Abbas the Great is said to have moved 100,000 peasants from Esfahan to the Caspian coast to work on the luscious lands over there and grow crops for the whole country's populace. But before these peasants could set to work 20,000 of them had caught malaria and died of it so the rest of the settlers were forced to return to Esfahan. As late as 1920 half, and sometimes even two-thirds, of the labourers sent there from the other provinces deserted the area. A great percentage of them died or were incapacitated by the disease hence no extensive agricultural schemes could be carried out.

Thus fertile lands with plenty of water supply and extremely well-suited for purposes of irrigation were either completely deserted or only partially cultivated.

Because of these conditions it was necessary to undertake an anti-malaria campaign in co-operation with the UNICEF and WHO before any large-scale economic development plans could be put to the test in such areas. Public health had to be guarded and man-power mobilized before any schemes could be put through successfully. However, success had crowned the campaign against disease and ill-health for every year about 500,000 persons spend their summer vacation at Caspian Sea coastal towns where no one dared step before unless forced by circumstances. Many such instances can be cited to show how vast areas of land which lay uninhabited before are now well populated and thriving.

In pursuance of this policy of equipping its manpower for the tasks ahead, the Government of Iran decided in 1955 to

abolish the cultivation and production of opium which had been a deadly course to the nation for generations. This was an historic step in international collaboration admired by all member governments. Though beneficial to the health of the people the project has however been costly in execution and in this context United Nations' and Agency Assistance has been invaluable, but it must be sustained to enable Iran to complete her task. Full international co-operation of her neighbours, Turkey, Pakistan and Afghanistan is similarly essential for it is across these frontiers that the illicit drug traffic now flows to meet the demand for opium and heroin which continues from Iranian drug addicts who have not yet been medically treated. Bilateral and multilateral treaties and conferences at enforcement level are helping Iran to improve border security and with the general progress in law enforcement within the country and steady expansion of treatment facilities it should be possible in time to achieve the aim of a healthy drug-free nation.

The construction of huge dams and irrigation networks have been planned by the 1st and 2nd Development Plans. Quite a few of these imposing constructions have now been completed. The Mohammad Reza Shah Pahlavi Dam which is completed and has now an extensive canal system of its own. This canal system is now under full exploitation. Due to the construction of this one dam the whole of Khuzistan province will return to its former prosperous condition when it was known to be the granary of Iran and fed the mighty armies of Darius and Cyrus. Khuzistan is rightly looked upon as one of the richest land areas of the world and the industrial region of the future. There is nothing that will not grow on that soil. It was just waiting to be watered sufficiently to turn green and bountiful and now the waters of the Dez river will no longer devastate the countryside with frequent floods but, being harnessed, will flow into the many canals ready to divert the excess water into dry areas thirsting for it. Thus, where the river brought destruction before it will now bring prosperity and plenty.

Thousands of families will now have enough to occupy them the whole year round and with the improvement in communications the products of this province will quickly be transported to towns and cities which have a demand for them. The many factories set up for the preservation of fruit and vegetables will also help in conserving surplus foodstuff for future use.

The Sefid Roud Dam in the north too will provide regular water supply to the surrounding area but much more important than this the electricity made available because of the dam will give the right incentive to the establishment of small-scale industries which could give the peasants and farmers occupation during the winter months when there is not much work to be done on the farms. Electric after all is the basic requirement for all industry. Therefore great importance is being given to the development of all possible sources of such power in the country. The Karaj Dam, though not primarily constructed for irrigation purposes, is the source of the capital's water supply and power. The wise use of these facilities is sure to raise the level of production of most of the areas which had, till now yielded but poor returns. It must be mentioned here that the United Nations' expert who came over here on our request to study the possibilities of establishing small-scale industries in Iran has presented a report on the subject which should come in very useful when the project is planned in full.

Iran has always been the highway which linked the east to the west. Now it is more so than ever before because of its favourable position and its wise decision to construct a major transit airport on the world transcontinental routes has helped confirm this position.

Mehrabad airport is now a busy center where an average of 150 aircraft a day alight or take off. It is inevitable that this volume of traffic will proportionately rise as world air transportation continues to increase. The demonopolisation of passenger and freight by advanced foreign operations is of vital interest in stabilizing this nation's economy and putting it on steady lines. Civil aviation too, could be developed much faster if put on such sound lines. For the training of the technical staff connected with civil aviation duties valuable assistance has been obtained over the past 13 years from the ICAO which is one of the important special agencies of the United Nations.

For the planned economic development of the countries of the ECAFE region an Asian Institute of Economic Development has been formed. The committee which met at Bangkok from 14-17 August 1962, was attended by government representatives from 19 member and associate member countries of the ECAFE. The committee unanimously resolved to establish an Autonomous Asian Institute of Economic Development at Bangkok with a

total cash budget for the five-year period of 1964-68 of 3,3 million dollars. It was resolved to request member governments to make a total cash contribution in their respective national currencies on the basis of their national income. Iran had to pay 14,520 dollars according to this ratio.

These are the several fresh activities which the Government of Iran has undertaken during the past few years and through investing capital in the projects mentioned earlier it has instilled confidence in private investors who were, so far, shy to come forward and risk their capital in such concerns. From 65% of these investments which came from private sources in 1957 the percentage has gradually risen to 150%. Such active support from the public cannot but raise the national income perceptibly so the figures show that per capita income has risen from 2.6% in 1957 to 13.4% in 1960.

The average per capita income has increased by 6% during the past ten years. When one glances at the state's income during the years 1956 to 1962 one finds that it has risen to 266,000/- million Rls. from 190,000/- million Rls. . In other words our national income has risen by 40% thus proving that more work has been available to Iranians and they have more opportunities of adding to their general well being through such increased activity.

As Iran is fast developing on all economic frontiers it has been contributing to the good of the whole ECAFE region by providing facilities for training and exchange of ideas and projects to its neighbouring countries. One such project which is of immense value to its neighbours is the Iranian oil industry which makes available all the training facilities possible in that field to member countries of the ECAFE. Training courses were arranged in the oil producing areas by the Government of Iran when the ECAFE proposed to send some trainees from other countries for training over here. So far a total number of 25 trainees from 9 Asian countries namely: India, Pakistan, Indonesia, China, Philippines, Thailand, Burma, Ceylon and Afghanistan have been trained in Iran. A number of these trainees have returned to their own countries after having received a full course of training. Iran has always been willing to place whatever experience it has accumulated and whatever facilities it can provide at the disposal of other countries who are working in consonance with its development programmes.

The Tehran Polytechnic Institute which has started operating with the cooperation of the United Nations Special Fund is ready to accommodate students from other countries if they wish to undergo training over here.

So, taking a general glance at the nation-building activities of the Iranian Government, one finds that this country has not only been concentrating on winning better conditions of living for its own citizens by exploiting its natural resources to a greater degree and by putting the wheels of industry to work and revising its methods of agriculture and speeding up communications and providing health facilities, but it has also taken into account its obligations to its neighbours. Being a member of the Economic Commission for Asia and the Far East it has accepted the duties and obligations which devolve upon it and plays an active role in promoting the schemes which have been laid for the whole region of which it forms a part. Not only is it ready to cooperate economically and culturally and socially with its neighbours, but it goes out of its way to bring these neighbours closer together to one another so that all causes of friction and disagreement amongst them may be eliminated. In this case one cannot but quote the classic instance where His Imperial Majesty, the Shahanshah of Iran, took it upon himself few years ago to mediate between our two neighbouring countries namely: Pakistan and Afghanistan. This His Majesty did in spite of the fact that such strained relations between the two countries mentioned were economically to Iran's benefit as goods from Afghanistan which so far passed through Pakistan had now to find transit through Iranian Territory. Indeed without His Majesty's farsighted policies in which he envisages the future of Iran as a member of the community of nations and not as an isolated unit, he has included the prosperity and well-being of all neighbouring nations in his wide schemes. For, to any person who is aware of conditions prevailing in the modern world it is obvious that no nation can thrive on its own without being supported and sustained by the strength and well-being of other nations in its immediate neighbourhood. And the Iranian nation is one with His Majesty in all the wise plans which he has laid for the good of the Iranian people for it is sure that his leadership is taking us towards the promised future in which prosperity and health and well-being await all of us.

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" PROGRAMMING PROCEDURES OF UNTA"

The bi-annual programming procedures in connection with the compilation of the requests from the Government of Iran for the coming Expanded Programme period are well established and entail 11 stages, as follows:-

1. Receipt by the Resident Representative from United Nations Technical Assistance Board Headquarters in New York of the officially fixed "country target figure" for Iran for official submission to the Government. (In Iran's case submission is made by the Resident Representative to the Chairman of the Co-ordination Committee for United Nations Technical Assistance and the Director of the United Nations Division of the Plan Organization.)
2. Intimation by the Plan Organization to all Government Departments of the opening of negotiations for the next United Nations Programming period and invitation to such departments to prepare their requests for assistance for the period.
3. Technical discussions are opened between United Nations Agencies and the responsible Government Departments with a view to arriving at a tentative draft Programme. These discussions are carried out with the Government Departments concerned on behalf of the United Nations Agency through either (a) the Agency Mission Chief in Iran, or (b) a special visit for this purpose by an official from Agency Headquarters, or, (c) through the Resident Representative's office.
4. Submission by Government Departments of their requests to the Plan Organization.
5. Discussions between the United Nations Division of the Plan Organization and the Resident Representative's office with a view to bringing Departmental requests within the limitations of:
 - (a) the total country figure for Iran, which may be exceeded by the overall total of requests, and
 - (b) the Iranian Government's own priorities. The fixing

of these priorities is the responsibility of the Co-ordination Committee for United Nations Technical Assistance, which is an inter-departmental body, of which the Permanent Chairman is the Managing Director of the Plan Organization (Eng. S. Asfia) and the Secretary of which is the Director of the United Nations Division of the Plan Organization (Mrs. E. Nahvi). Priorities are determined in relation to the National Development Plan (now the Third Plan). Negotiations and discussions on priorities where conflicts occur and defined priority decisions are needed are, for the most part, conducted on the basis of individual discussions with the interested Departments.

6. Compilation of first draft proposed Programme of requests which is agreed between the Plan Organization and the Resident Representative and held open for a limited period to allow for final amendments or changes.
7. Preparation of suggested final programme of requests, which draft is agreed between the Resident Representative and the Plan Organization.
8. Draft final programme submitted to the Chairman of the Co-ordination Committee for United Nations Technical Assistance for his approval and formal submission to the Resident Representative as the official Programme Request of the Government of Iran for the forthcoming EPTA period.
9. Submission of the official Programme of Request of Iran, by the Resident Representative to the Executive Chairman of the United Nations Technical Assistance Board, with copies to each of the United Nations Specialized Agencies.
10. A review of individual country programme requests by the Technical Assistance Board for submission to the Technical Assistance Committee and final submission of complete EPTA Programme. At this stage, small changes may occur owing to more exact costing figures being used than the "pro-forma" expert costing figure used at the country level in compiling country requests. This may entail slight additions to country programmes or modifications in number of expert man months.

11. Approval of the aggregate country Programmes by the Technical Assistance Committee as the Technical Assistance Board Expanded Programme of Technical Assistance for the forthcoming period.

STATEMENT BY THE OBSERVER FROM ILO

Mr. Chairman, distinguished Delegates,

I have been asked by the representatives of the Specialized Agencies attending this Seminar to thank the organisers for the opportunity offered us to listen to the very interesting and frank debate on the various items on the agenda. The discussions have touched both upon practical problems of execution of projects and upon co-ordination of technical assistance at the national level; this last point on which we fully support the views expressed by Mr. Galletti when introducing Item 10. As you must all be aware of, the responsibilities of the Specialized Agencies have been laid down in their respective Constitutions by the Member States themselves. The competent legislative organs determine the overall priorities and decide upon the programme of work. Technical assistance is a major feature of our activities and the work is, of course, planned and executed with the closest possible participation of each country where the projects are carried out.

We have heard with much interest the explanations given by all the distinguished delegates present on the national co-ordinating machinery established in their respective countries and we have duly noted the difficulties and diversity of the problems confronting them. These are problems and difficulties of common concern to the recipient countries and the international agencies alike. Like the national authorities we, too, keep these problems under constant review with the objective of achieving better preparation, management and follow-up of the different projects and their closest possible integration with national development plans and programmes.

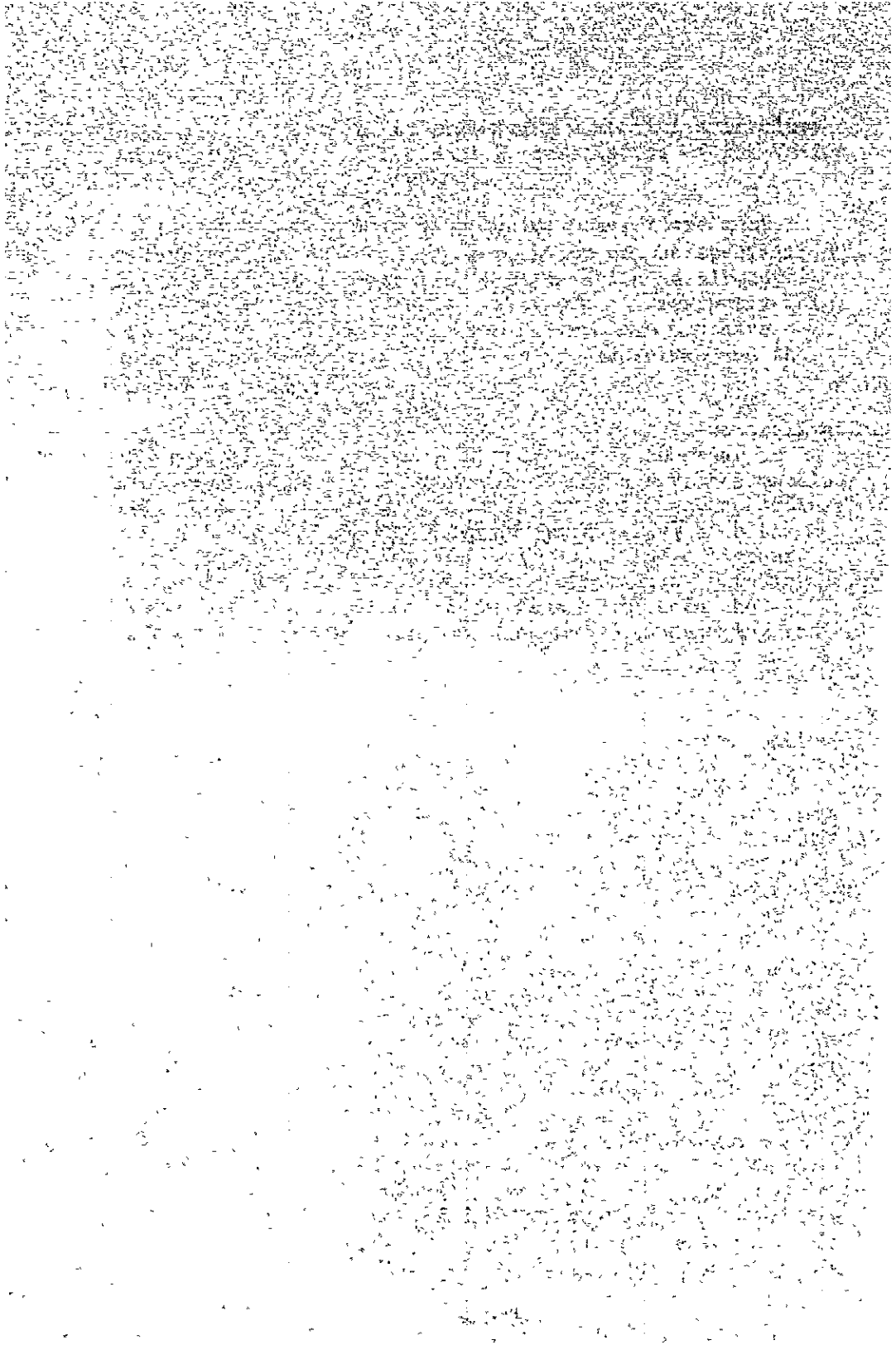
With this objective in mind, we would like to stress the substantial contribution that executing agencies can continue to make in assisting national co-ordinating units by providing them with the necessary technical background of projects for the evaluation of their place within the relevant national economic development plans, their potential impact, and the type of technical and other resources which the Governments would have to put at the disposal of a project to make it successful. While much of the work for determining the substantive content of projects must necessarily be carried out with the technical ministries concerned, the task of general co-ordination and determination of priorities can be facilitated through joint discussions between these ministries, the Specialized Agencies concerned and the

national planning and co-ordinating authorities in close association with the Resident Representative of the United Nations Development Programme.

But for them to be able to do so, there must necessarily exist a closer association of the specialized agencies with national co-ordinating units as already is the practice in some countries. This irrespective of the official channels which the Governments may have laid down for communications between themselves and the Specialized Agencies.

A great effort has been made through decentralization of activities in the Specialized Agencies in order to strengthen the field structure that is to say, the machinery through which technical assistance is provided, co-ordinated and supervised. The ultimate goal has always been the simplification of procedures, more rapid and efficient management and supervision of projects conducive to more direct and prompt advice, upon request, to both the technical departments and the national co-ordinating bodies.

V 事務局最終報告書



(1) セミナー 開会挨拶

(1) ADDRESS BY HIS EXCELLENCY MR. BUNGHANA ATTHAKOR
(DEPUTY MINISTER FOR NATIONAL DEVELOPMENT AND
DIRECTOR-GENERAL OF THE DEPARTMENT OF TECHNICAL AND
ECONOMIC COOPERATION OF THAILAND)

Mr. Executive Secretary, Distinguished Representatives, Ladies and Gentlemen:

I am most pleased and honoured to have been asked to open this first Seminar on National Coordination of Technical Assistance to be held by the Economic Commission for Asia and the Far East. There are several reasons why I welcome this Seminar and the opportunity given to me to inaugurate it. As the person in charge of technical cooperation activities in my country, it gives me great pleasure to see the Distinguished Representatives in charge of technical cooperation in other countries assemble here in Bangkok for this meeting. On behalf of His Majesty's Government, and on my own behalf, I welcome you most cordially to our country. I hope that you will have a very fruitful meeting, but also wish to assure you of our hospitality during your stay here.

I have a further reason for being honoured to see your Seminar held in Bangkok. The Government of Thailand has placed great emphasis on economic development planning and on technical co-operation as part of its determined efforts to give our people the prosperity that is the aim of all of us, in our respective countries. The Department of Technical and Economic Cooperation of Thailand, whose work I have the privilege to guide and direct, has developed from small beginnings to a size and maturity that is bringing decided benefits to our economic development. With this growth, we have also begun to see the need for more intensive thinking and efforts in the organization and use of technical assistance programming and in its machinery. For example, we initiated recently, in co-operation with donor agencies, an organizational scheme for co-ordinating information on available sources and types of technical assistance from all donors. A second example in which you will be interested is that we obtained the services of a high level UN Evaluation Team on Technical Assistance, which went into our entire programme, almost from

the inception of technical assistance in the country. ESCAP was closely associated in this exercise and I am sure its experience will now be of benefit to the region as a whole. We are also undertaking further evaluation studies covering some segments, such as the evaluation study that is now taking place in the South of Thailand with O.E.C.D. assistance. Further, we are directing our attention to the better formulation of long-term technical assistance programming. We are studying closely the possibility of undertaking periodic reviews of progress of economic development implementation; a task in which ECAFE has also shown welcome initiative and offered continuing support.

I mention these illustrations of our own efforts in order to underline the importance which we give to technical cooperation in economic development. I need hardly mention the problem of training in skills which face all the developing countries of this region. For one thing, there is a general shortage of skills at all levels in our countries. In some sectors, the shortage is so acute that the dependence on foreign skills is indeed crucial. Thus we have problems which involve obtaining of assistance for performing jobs of a technical nature; and also problems which demand long term training programmes so that our work-force may in the future have these skills themselves. I shall give you one index of the measure of our problems. In regard to high-level skills, the developed countries have about 4 to 5 per cent of their labour force in this category; while in the developing countries only one per cent of the labour force have had high-level training. In terms of absolute numbers the gap presents one of the greatest problems in development. The same challenge, I am sure, exists in regard to the other main skills as well.

It is clear that without the availability of these skills at the various levels, neither the mobilization of capital nor the abundance or potentials of our natural resources would suffice. In answering this need, technical cooperation has a great role to play. But technical cooperation itself can help only if it is properly planned, scientifically phased, and properly implemented in coordination with the needs of each country's development programmes and implementation schedules. While we, in Thailand, have given much thought to this subject, we and, I believe, all of you in your own countries, have still much to do in order to make technical assistance yield its fullest benefits. Thus, the holding of this Seminar or National Coordination of Technical Assistance was a matter of deep interest to me personally.

Those of you assembled here from the various countries of this region are all people charged with the specific responsibility of proper and effective technical assistance utilization. There are others in our countries who are devoting their attention to other matters that are of importance to economic growth and prosperity. It is our special responsibility that we do not fall in our own sphere to insure the adequate organization of technical assistance as a vital part of the total efforts in economic development. This is a challenging task and calls for sustained thinking, and coordinated efforts. It is my earnest hope therefore that this Seminar, which has been very well timed, will, through your joint efforts, produce constructive results that will enable the countries, as well as the United Nations and others concerned in technical assistance, to play their full part.

I extend to you my best wishes for the success of your deliberations. I have great pleasure in declaring open this Seminar on National Coordination of Technical Assistance. I Thank you

(2) STATEMENT BY U NYUN,
EXECUTIVE SECRETARY OF THE UNITED NATIONS ECONOMIC
COMMISSION FOR ASIA AND THE FAR EAST

Your Excellencies, Distinguished Representative, Ladies and Gentlemen:

On behalf of the Secretary-General of the United Nations and on my own, I have great pleasure in welcoming you all to this important Seminar on National Co-ordination of Technical Assistance. First of all, I wish to express on behalf of all of us, our deep gratitude to His Majesty's Government of Thailand for the excellent arrangements made for convening this meeting in Bangkok. This is the first seminar of its kind to be convened by ECAFE, and I am particularly happy that it is being inaugurated under the distinguished auspices of His Excellency Mr. Bunchana Atthakor, Deputy Minister for National Development and Director-General of the Department of Technical and Economic Co-operation in Thailand, to whom we are very grateful for the keen personal interest he is taking in this Seminar. We have, in addition, our senior colleagues from the United Nations Headquarters who are directly involved in technical assistance development and operations and who have been a source of strength to us in all our undertakings in this field. We also have the assistance of some of the Resident

Representatives of the United Nations Development Programme in this region who will lead the discussion on selected items of the agenda. We are also very glad that countries of the region are represented at this meeting by high level officials and experts. We warmly welcome them and thank them all for their presence here.

This Seminar is the result of careful thinking in many quarters about the role and contribution at the present stage of development of technical assistance programming among countries of the region. The thirty-fourth session of the United Nations Economic and Social Council, in its resolution 900 (XXXIV), desired that such seminars be arranged by the Technical Assistance Board, which, together with the United Nations Special Fund, now forms part of the United Nations Development Programme. Last year, the United Nations Economic Commission for Asia and the Far East, in its resolution 57 (XXI), recommended the convening of this Seminar as a means of promoting effective interchanges of experience and ideas leading to the establishment of well-designed co-ordination machinery, procedures, policies, and programmes in countries of the region. The Commission considered that such a development was necessary to enable countries to derive maximum benefit from international aid. It was felt that there was a need for countries to formulate technical assistance plans well co-ordinated with their overall national development plans.

Countries themselves are now committed to the idea of co-ordinated policies for development, as can be seen from their development plans and related budgetary procedures. Technical assistance is not only a part of foreign aid, but also, like foreign aid, a part of the total investments that are made in connexion with the development plans. There has been increasing recognition among developing countries of the need to relate technical assistance programming to national development planning. This, together with the fact that technical assistance comes to the recipient countries from a wide variety of multilateral and bilateral sources, has brought to the forefront the need for effective co-ordination machinery and procedures within countries.

In order to meet these needs, almost all countries of the region have established internal organizations or agencies vested with responsibility for the programmes of technical assistance. Several countries have made noteworthy attempts to estimate their long-term technical assistance needs against the background of their economic development plans, thus giving

technical assistance a meaningful role at all levels of operation. Some developing countries have also organized periodic meetings with representatives of the programmes of technical co-operation, including representatives of bilateral and other aid programmes, in an effort to make a comprehensive review of the sources of external assistance.¹

The documentation prepared by the ECAGE secretariat for this Seminar furnishes a detailed analysis of the national co-ordination of technical assistance at its present stage of development. It is clear from the secretariat studies that the Seminar has come as a timely response to a number of problems in this field. The Secretary-General of the United Nations, in his report in 1962 on the United Nations Development Decade, stated that "If the technical assistance furnished by the United Nations system is to make a maximum contribution to the decade, it must be thoroughly co-ordinated with development planning". The Secretary-General also emphasized the need for immediate streamlining of the United Nations Organization coupled with better co-ordination, not only at United Nations Headquarters, but also in relation to the specialized agencies, "which need not, however, affect present inter-agency relationships."² The United Nations Economic Commission for Asia and the Far East, in its annual report of 1961, recommended that Governments should co-ordinate their technical assistance requests with various bilateral and multilateral programmes.

The same report of the Commission emphasized that, in this task of improving co-ordination, the advisory services of the regional commission secretariats should be of increasing value. The Commission report for the subsequent year indicated that "ECAGE should assist the countries by making detailed studies of their needs which would throw new light on the requirements and deficiencies of the technical assistance projects now being undertaken in those countries". In its report of 1964, the Commission noted that "the ECAGE secretariat's regular activities and its work programme were designed to meet more fully the needs of technical assistance and special fund programming and operations". ECAGE has already initiated certain country economic reviews or studies as a preliminary exercise towards this end. The full development of such studies will depend on the initiative and efforts of the countries themselves.

- 1/ National Co-ordination Machinery T.A.B. SCA/CQNF 2, June 1963, page 22.
- 2/ Address at Columbia University, 7 January 1964.

These and other matters which are analyzed in the secretariat's documents will no doubt be discussed by the distinguished participants in this important Seminar.

As you are aware, in your own countries and in international fora, it has been increasingly felt that lack of adequate skills is one of the most serious causes for halting the progress of a number of developing countries in the region. Therefore, the maximization of efficiency in the use of technical assistance is basic to their interest. The wealth of skills and know-how which is rapidly growing in the developed countries in contrast to the scientific and technological backwardness in our developing countries, constitutes the most challenging problem of our times.

To quote once more the Secretary-General's report on the Development Decade, technical co-operation is "one of the most important tools, if not the chief tool", available to the United Nations for furthering the objectives of the Development Decade. Co-operation with the developing countries to devise measures for making the use of technical assistance as effective as possible is therefore a task to which the United Nations and its specialized agencies are wholly committed. Cases where development plans have to be trimmed, in practice or at the planning stage, for want of adequate skills are to be found everywhere in our region. Planning systems, administration, resource survey, investment performance, production and management, efficiency, technological knowledge, health improvement and educational growth, all of them central to economic and social development, depend heavily on the building-up of adequate skills and on the sound organization of technical assistance.

It is indeed a happy augury that this first Seminar on the subject is being held in Thailand which, besides offering generous hospitality and abundant support to the United Nations, has already registered noteworthy success in technical assistance programming and co-ordination, and a high degree of achievement in organizing the requisite technical assistance. Indeed, Thailand was the first country in this region to offer itself for carrying out an evaluation of its own technical assistance from the inception of this programme. This was undertaken by a United Nations evaluation team specially appointed for the purpose; the result is likely to be of benefit to many countries besides Thailand. Thailand has also set up co-ordination machinery which has already begun to co-ordinate sources of assistance in its varied and multifarious forms.

I am sure this country's experience in these and other matters will be most useful in the course of our discussions.

Furthermore, the work of the Resident Representatives of the United Nations has proved of great benefit to the countries and to the United Nations family.

The subject for your deliberations is as complex as it is important. The participants from the countries are expected to prepare a report and recommendations before the close of the session. I would suggest that you would particularly emphasize:

- (a) The main elements in proper co-ordination of technical assistance programming with national development planning and implementation.
- (b) In keeping with the particular administrative structures of countries, the main organizational features that are necessary to effective co-ordination.
- (c) The action that could usefully be undertaken by ECAFE and other United Nations agencies to further the realization of better co-ordination, and
- (d) The supporting activities of the United Nations family which would be of use to developing countries in their long and short-term programming and implementation of technical assistance.

In the course of your discussions, you will have the advantage of consulting with the representatives of several United Nations specialized agencies, with the Resident Representatives some of whom have kindly offered to lead the discussions on selected topics on the agenda, and with the ECAFE secretariat and United Nations Headquarters officials who are participating in the Seminar. With your long experience and clear understanding of the problems of co-ordination of technical assistance in your countries, I am confident that your deliberations will be fruitful and will result in recommendations of sound practical value to the countries of Asia and the Far East.

I wish you every success in your deliberations.

REPORT OF THE
SEMINAR ON NATIONAL CO-ORDINATION OF TECHNICAL ASSISTANCE

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INTRODUCTION

1. The Seminar on National Co-ordination of Technical Assistance was held in Bangkok, Thailand, from 28 February to 7 March 1966, in pursuance of Resolution 57 (XXI) of the Economic Commission for Asia and the Far East passed at its 321st meeting, held at Wellington on 22 March 1965. The Seminar was sponsored by the ECAFE in co-operation with the Bureau of Technical Assistance Operations, New York.

2. The agenda as adopted by the Seminar is given as annex 1. In considering the items of agenda, the Seminar concentrated on the following main topics:

(a) the main elements in proper co-ordination of technical assistance programming with national development planning and implementation;

(b) in keeping with the particular administrative structure of countries, the main organizational features that are necessary for effective co-ordination;

(c) the action that could usefully be undertaken by donating agencies of technical assistance to further the realization of better co-ordination;

(d) the supporting activities of the United Nations family which could be of use to developing countries in their long- and short-term programming and implementation of technical assistance.

3. The Seminar was attended by participants from 14 countries within the region: Brunei, Ceylon, Republic of China, India, Iran, Republic of Korea, Laos, Malaysia, Nepal, Pakistan, Philippines, Singapore, Thailand and Western Samoa. Australia, Japan and New Zealand attended as observers. Representatives from seven specialized agencies (ILO, FAO, UNESCO, WHO, ICAO, UNICEF and ITU) attended. A list of participants of the Seminar is attached to this report as annex 2.

4. The Seminar was opened by His Excellency Mr. Bunchana Attakor, Deputy Minister, Ministry of National Development. Mr. Rajendra Coomaraswamy, Assistant Administrator and Director, Bureau of Evaluation and Reports, United Nations, New York and U Nyun, Executive Secretary, ECAFE, addressed the Seminar. A vote of thanks to the Royal Government of Thailand as well as

to the United Nations for the organization of the Seminar was proposed by delegations from Iran, Nepal and Malaysia.

5. The Seminar elected Mr. Xujati Pramoolpol (Thailand) as its Chairman; Mr. K.C. Sodhia (India) as its first Vice-Chairman; Mr. Afzal Said Khan (Pakistan) as its second Vice-Chairman and chairman of the drafting committee.

6. Certain items in the agenda were introduced by Mr. K.K. Tsien, Chief, Section for Asia and the Far East, Bureau of Technical Assistance Operations; Mr. Hart Schaaf, Executive Agent, Mekong Committee; the Resident Representatives of the United Nations Development Programme (Mr. Peter Ayles, Mr. Thomas Power, Jr., Mr. D. Hopkinson, Mr. Warren Cornwell and Mr. G. Galletti); and the ECAFE secretariat. Country papers available at the time of the meeting were distributed to the delegations and along with the secretariat papers, these provided the basis for discussions.

7. Two working papers prepared by the secretariat on "The Co-ordination of Technical Assistance Programming with National Development Planning" (ECAFE/TECH/SEMINAR/2) and "Review of Administrative Machinery for Co-ordinating Technical Assistance" (ECAFE/TECH/SEMINAR)3 provided comprehensive information on the concepts underlying technical assistance co-ordination with development planning and the role and purpose of the administrative machinery. No reference is therefore made to these aspects of the subjects in the Seminar report. The problems which confront the countries of the region are given prominence in the report and measures have been suggested for the resolution at national, regional and international levels. There was a high degree of agreement on all matters and the report as a whole reflects the consensus of the participants as a group.

SECTION II. EXISTING CO-ORDINATING MACHINERY

8. Most of the developing countries of the ECAFE region have by now had about a decade or more of experience in the obtaining and use of technical assistance, as understood in the technical assistance co-operation programmes prevailing between countries and the United Nations family as well as belateral sources. Over the years, arrangements of varying types have been devised, by the suppliers and receivers of assistance, to produce a smooth flow of the technical assistance. With the increase in resources available for assistance and

with increasing experience of the problems relating to its use, countries have gradually adopted machinery and procedures aimed at co-ordinating the requests and the supplies of this assistance. Concomitantly with this there has been also a greater realization of the true cost of the technical assistance and the implications in their use. For example, the failure to take advantage of the available sources of the technical assistance could, in a development context, only imply the expenditure of the countries' foreign exchange resources to buy skills from abroad. In this sense, technical assistance is as good as foreign exchange. These factors, as well as the vital need of foreign technical experience in plan implementation have given an added emphasis to the co-ordination machinery and procedures that countries have now adopted.

9. At the central level of organization of this machinery, almost all the countries of the region have set up departments or units which meet most of the needs for co-ordination of the programming. There are, of course, variations in the organization and structure in keeping with the varying administrative backgrounds of the different countries. In all cases, however, the co-ordinating agency functions under the highest constitutional authority: and in most cases, the agency is either associated with the planning machinery or closely related to it.

10. At other levels within the country, while there are marked variations in the details still, patterns have been developed to provide for other ministries and departments to undertake programme formulation. A further feature in a number of countries is the setting up of committees of varying types to handle special subjects or important sectors of activities. It is of interest to know that these features have been reflected also in countries of the region which earlier adopted different approaches and thereafter sought possible changes and improvements in their machinery.

11. In the case of the federal countries of the region, some have provided specifically for appropriate co-ordinating functions to be performed by departments or units at state or provincial level as the case may be. In other cases, thought is being given to the evolving of suitable relations between the states and the centre.

12. In regard to relations with donor agencies, a beginning has been made in a few instances, where the co-ordinating agency of the country and the representatives of the donors

meet periodically.

13. In regard to procedures for development of technical assistance programmes, all countries, in keeping with their own circumstances, have outlined the principles and the methods that should be followed by the several agencies that participate in their initiation and finalization. Thus, specific working relations with the planning agency and the technical and the other departments concerned have been established. In some countries these procedures are more refined than in others. Conditions have been prescribed for accepting technical assistance and criteria laid down for fixing priorities. There are also in some cases the requirements of certification at the appropriate point regarding the non-availability of the skill within the country. In addition, there is detailed screening by personal discussions with the departmental representatives concerned as to the need for the project, the kind of expert or fellowship and whether the particular offer of assistance in fact fits the description of needs. Proper machinery for evaluation has not yet been provided in most countries of the region; although in most of them there is a built-in evaluation approach at least at project level.

14. In all these matters relating to the effective use of machinery and enforcement of procedures, several countries have been facing the problem of inadequate numbers of trained personnel.

SECTION III. PROBLEMS IN PROGRAMME FORMULATION AND IMPLEMENTATION

15. In most countries, the machinery and procedures developed so far for technical assistance programming and implementation have, in most countries, been facing a wide variety of problems that have detracted from the effectiveness of co-ordination. This has come about for a number of reasons. The increased tempo of development has made major demands on the resources of skills available domestically and outside. The increase in the range of assistance offered has brought its difficulties along with obvious advantages. The provision of experts in increasing numbers has itself created problems relating to their types, quality, and effectiveness. Factors such as these are integral to the whole process of good plan implementation as well as of proper utilization of the machinery for co-ordinating technical assistance. It is, therefore, necessary to identify some of the significant problems that are

know-retarding the effective formulation of programmes and implementation in the countries of the region.

(i) Lack of Co-ordination by the Government Agencies and External Agencies with the Co-ordinating Body

16. With the increasing tempo of development a number of new government agencies has been set up and this presumably affects co-ordination among themselves and also with the central co-ordinating body. In some cases, the technical departments have bypassed the co-ordinating body. Donor agencies in turn still approach departments directly in regard to their projects. In some cases, there is also the problem of somewhat unsatisfactory relations between the co-ordinating agency and the planning body in relating technical assistance to the development plan. This problem needs to be resolved.

17. There is further lack of complete co-ordination between the central co-ordinating body and the specialized agencies, where agencies establish direct contact with the ministries or departments. This may be largely due to the contact with the ministries or departments. This may be largely due to the fact that it is permissible for these agencies, as separate entities having their own resources, to initiate action on their own. Thus, co-ordination between the resident representatives of the UNDP and the specialized agencies is also somewhat tenuous. This has resulted in over-emphasis of some sectors and neglect of others.

(ii) Experts

18. The experience with regard to assignments of experts to countries calls for a number of steps affecting their recruitment, quality and actual utilization. There have been considerable delays in the recruitment of experts, coupled with short notice to receiving countries regarding their actual selection. Offers of personnel on a given project were mostly limited to one nominee. In addition, the curricula vitae of the experts were as a rule not fully adequate to enable really satisfactory selection to be made. An important omission was the almost absence of detailed information on the previous experience of these experts in similar projects in other countries. All this has resulted in the acceptance of any expert offered, including those who have later proved of doubtful value. In some cases, they were only as qualified as local personnel or even less so. Often the procedural delays in assigning experts were such that those who were likely to be

available were no longer on offer. Another problem experienced was the requirement to accept an expert when the real need in the country was for the provision of equipment. This stemmed from the procedures of the donor agencies which lay down that equipment could not be supplied without the expert.

19. The briefing procedures, while fairly well defined in a formal sense, were still inadequate to ensure that an expert would understand fully the purposes of his assignment and the conditions in which it was to be undertaken. There was also an unfortunate tendency in certain cases for experts to have their assignments extended. In certain instances, this situation was aggravated by experts not furnishing their reports of progress or fulfillment of their original assignments. These problems assume great importance in view of the rising costs for the provision of experts, including the local costs that have to be met by the receiving countries. Related to the problem of costs was also the necessity to use certain donors' funds that were non-convertible currencies and the relative lack of scope for the choice of appropriate person that this created. It has also been the experience of developing countries that an expert in technical field is usually more effective than a general policy adviser.

20. In the case of Special Fund projects, there was a problem of internal co-ordination within the project, of the expert personnel who were to work as a team. Unlike specialist consultant firms, the Special Fund teams in some cases fail to co-ordinate the work programme in complete consonance with the objectives of the projects. In the case of regional advisers made available for too short a period to various countries, it was felt that they did not prove to be effective especially when they were new to the region.

(iii) Fellowships

21. In the case of fellowships and particularly seminars and study tours, nominations were invited at short notices. In addition, the effectiveness of a number of training courses has been somewhat diminished because fellows have been sent for training in a country with markedly dissimilar stage of economic development and environment; in some cases, language difficulty has been the problem, in yet others, courses, especially group training courses, have been aimed either too high or too low. Another difficulty was the inability of developing countries to have their personnel trained in another country of the region, which was the most suited on all grounds

for a given type of training, due to inability of the latter to provide financial support.

(iv) Training and manpower

22. The assistance programmes provided hitherto have generally left middle level training untouched. This is a level which is not only crucial to plan performance right now, but is also one where training has to be provided to a mass of people. This could only be done within the country. The training of skills in such a way as to enable the country to be self-sustaining after a period of time is one of the most important aspects of technical assistance programming. While notable instances have occurred in the field of institution building to meet this need, it is felt that there is still a big gap in which technical assistance should play a greater part.

23. Related to this problem are the needs in manpower planning. There is great need for assistance to developing countries of the region in planning their manpower requirements, and in relating them to the technical assistance programme. This underlines a philosophy that should be common to both, namely that the eventual creation of capacity within the country to yield its own skills is the basic aim of manpower development and technical assistance.

(v) Procedures

24. An obstacle in the way of good country programme is the difference in operating procedures of the various donors' sources. In particular, the time period under which the different programmes operate renders it difficult for the receiving country to fit assistance into meaningful programme in relation to its development plan. One serious procedural difficulty is the delay in ascertaining the savings in a country's programme resulting in the government's inability to utilize such funds advantageously.

25. Although it is widely accepted that technical assistance contributes significantly to national development, no effective method has been prescribed for evaluating programme formulation and implementation. Evaluation reports are periodically called for but due to lack of adequate trained personnel there is hardly any study in depth of these reports. This defect is also noticed in connexion with the assistance or advice rendered by experts.

(vi) Private Sector Development

26. One of the major contributions which technical assistance can make to national development is the encouragement of capital investment in the country as technical assistance should invariably lead to investment. While this objective appears to have been achieved in some measure in the public sector, technical assistance has not generated in any significant measure conditions which would lead to increased capital investment in private sector industries. Undoubtedly experts assigned to countries can on their return to their own countries arouse interest and enthusiasm for purpose of investment in the countries of their assignments but it has not contributed anything significant towards this end and it is felt that more could be done in that direction.

(vii) Administration

27. There is also an important problem in public administration as existing administrative machinery needs to be streamlined in order that co-ordination of technical assistance would be effective. Vague delineations of function coupled with multiplicity of government agencies are deterrent to effective co-ordination and it is felt that administrative machinery should be revamped or realigned to meet the requirement of development countries.

(viii) Other Factors

28. There remains the difficult problem of considerations other than economic influencing acceptance of technical assistance from donors. A careful and scientific analysis of technical assistance requirement for a project or a programme may not stand any chance of being favourably considered in the face of extraneous pressures. While this problem will persist, it may be possible to minimize its importance so that countries will obtain the largest benefit from technical assistance.

SECTION IV. SUGGESTED PROCEDURES AND
RECOMMENDATIONS FOR ACTION

A. Long-and short-term programming
and implementation

29. Long-term programming is concerned with all those measures that may be described as pertaining to the preparation of advance directions of action and the taking of steps in programming which will make the implementation of technical assistance programmes as smooth and as effective as possible. Among the most important requirements at this stage are the development of suitable man-power programmes; assessments of measures and policy matters requiring study over a period of time; some indication of the various types of institutions pertaining to selective training, research and such like as would be needed; and an idea of the types of technical assistance projects that need to come in well before investments and production under the Plan begin to take place. An important feature would be the development of ideas as to phasing of assistance in terms of annual and longer term assistance, the requirements of high-level policy advice which must precede other assistance and so on. These would not apply to all projects that would come up at the implementation stage, but would however be of particular benefit where large development programmes are envisaged involving subsequent investment funds of some magnitude. Among the types of projects falling under the last group would be those relating to plan formulation in a wide sense, resource survey and advice that may be required before research development and the like are initiated.

30. We feel strongly that technical assistance has an important role to play in this and recommend that donor agencies develop further facilities in these directions.

31. Evaluation of technical assistance, both for programming assistance and for ensuring its effective use, is a field in which much more activity has to take place within countries. We recommend that strong support be given by donor agencies to assisting developing countries in being able to organize and carry out such evaluation studies. We also recommend in this connexion, that ECAFE organize, at an early date, a seminar or symposium on the techniques of evaluation.

32. The subject of co-ordination itself can benefit from further detailed consideration at the level of international discussion and exchange of views. The success of the present

Seminar on National Co-ordination of Technical Assistance leads us to recommend strongly that a further seminar be held under ECAFE's auspices, including, in addition, the participation of donor sources.

33. Two main gaps in technical assistance as developed over the long term were in the areas of middle-level training and institutional development. We recommend that increased technical assistance efforts should be directed towards the training of the work-force that is involved in actual production in the developing countries and towards adequate institutional development that will ensure decreasing reliance on foreign assistance.

34. Short-term programming may be biennial or annual and has in practice to operate in a way to suit procedures of donor agencies. As mentioned already in our quick review of problems, a number of specific steps are called for the national and international levels. The problems connected with provision of experts should be met by faster recruitment procedures, longer notice to the receiving countries as to the persons available, and an offer of choice as between two or more candidates. Also important is the development of fuller curriculum vitae, a task in which the receiving countries should assist by furnishing more complete job descriptions. The latter should be specific enough and also related sufficiently to the objectives to enable the donor to look for the right type of persons from the start; the former, that is curriculum vitae information, should give, among other things, clear report on the previous practical experience of the experts and their personality dispositions. In this connexion we recommend that donor agencies including the United Nations and ECAFE in particular maintain an up-to-date roster or a list of experts who would be available in various fields.

35. Where equipment is required for training and demonstration purposes and qualified nationals are available to use it, it would be a waste of resources to insist on the provision of experts as well.

36. The recipient countries should make whole-hearted and earnest efforts to provide counterpart facilities and personnel to replace the expert at the end of his assignment. Good long-term programming in the sense referred to earlier would assist by enabling timely steps to be taken in these matters as well.

37. In the procedures relating to implementing the

development plan, we recommend that provision should always exist for adjustments in the technical assistance projects or programmes if such adjustments are required to achieve the objectives of these projects and programmes. Further, such an evaluation as is within the capacity of the country to undertake should be undertaken in order to supplement or adjust current activities and in order to ensure that the ensuing programmes of development and technical assistance provisions are in the right directions and of the right patterns. In order that variations in plan emphasis, resulting from bottlenecks and changed conditions, may be taken care of on the technical assistance side, we recommend that periodic country studies of plan implementation be made. This should be particularly relevant just prior to the stage of drawing up the next technical assistance programme. We suggest that ECARE should play a useful advisory role to countries in this field.

38. Briefing procedures should be much more comprehensive and related not only to the project, but also to the social and economic background of the country in which the project is being developed. Further, consideration should be given to undertaking briefing a few weeks after the expert's arrival. This is a matter in which both the donor and the receiving countries, through Government channels or others such as universities, could help.

39. The extension of assignment of experts should be carefully considered. There should be a clear idea at the time of initiating the project as to the time required for the accomplishment of the mission. A work plan approach, arrived at by mutual understanding between the expert and the co-ordinator, is a procedure to be strongly recommended.

40. The expert should invariably be required to submit a report before he leaves the country after completion of his assignment. Copies of the report should be sent to the counterpart and the co-ordinating agency. Immediate availabilities of the expert's report will enable the Government to look into his recommendations and implement them.

41. In regard to the selection of experts, it is generally felt that increasing use should be made of personnel from countries of the region, since they are more likely to understand better the conditions relevant to their work. Donor agencies may consider financing, in suitable cases, the provision of an expert from one developing country to another. In fact, this procedure would apply even more usefully in the

conduct of training programmes involving fellowships.

42. As to the type of advice rendered, we feel that there should be more emphasis on experts assigned to technical jobs and to projects relating to training and institution building. Where a policy adviser is required, only high-level personnel should be considered. In the case of Special Fund project assignments, we recommend that there should be increasing use of consultant firms in specific fields. In the case of Regional Advisers operating from the regional Secretariat of the Economic Commission, we recommend that, as a matter of course, their visits to each country should be for a period sufficient to complete the job.

43. In regard to fellowship, one reference has already been made in the preceding recommendations. We further recommend that fellowship training in most fields should examine closely the applicability of the technology and know-how of the proposed country of assignment to the actual circumstances of the receiving country. We also recommend that great care should be exercised in arranging study tours or short-term visits of a general nature. Where one receiving country needs a somewhat more specialized type of acquaintance within the subject, the trainees of this country should be separated from others who may be having a more general requirement. In fact, what could be required is a separate programme for a group of personnel from this particular country.

44. In regard to procedures among donor agencies and so sources, we feel that some streamlining as to time periods and other matters would constitute a great gain to the receiving country's efforts in co-ordinating technical assistance programmes in relation to development. In the case of the UN family, the co-ordinating bodies should be assisted in the utilization of savings well in advance of expiry of programmes; there should be greater flexibility in transferring savings from one agency to another. In the case of areas of potential assistance which are not touched by any aid-giving sources at present, it is our opinion that the United Nations assistance programmes should step in.

45. We are strongly of the view that positive steps of a technical assistance nature should be taken in enabling the attraction of private sector investment. We realize that the present range of technical assistance activities, such as regional projects that clear the way for investment of pre-investment survey and such like, has been an important lever

in attracting private capital. The Seminar has taken note of the setting up in the near future of a United Nations Organization for Industrial Development (UNOID) and, of course, the Asian Development Bank.

46. We also referred earlier to the problem of non-economic considerations governing technical assistance. We would urge that the best consideration for a donor agency is the genuine long-term interest of the receiving country itself. In the long-term, there should inevitably be an identity between the development aims of the receiving countries and the enlightened self-interest of the donor sources.

B. Co-ordinating Machinery

47. As observed in Section II of the report, administrative arrangements have been made by the countries of the region for purpose of co-ordinating external technical assistance. The location, organization and functions of these administrative machineries vary from country to country depending on the governmental systems and the conditions obtaining therein. Undoubtedly central co-ordinating bodies have been subject to pulls and pressures from various quarters, but generally it can be said that the co-ordinating machineries have functioned with fair amount of success. The problems which confront the co-ordinating authorities are considerable as we have pointed out in Section III of the report but we do not feel that they are insurmountable. In our view, a powerful co-ordinating authority closely associated with central planning agency should be able to withstand most of the pulls and pressures exerted by various groups. As we see it, if the central planning agency and the co-ordinating body work in close cohesion, the danger of any pressure groups or outside influences disrupting the pattern of planned development can be appreciably reduced. Offers of technical assistance will then have to fall in line with the precise requirements of the development plan with minimum distortion of priorities or phasing in the overall plan.

48. For the central planning agency and the central co-ordinating body to work in complete harmony the function of each needs to be defined clearly. Planning agency should realize that the co-ordinating body is directly involved in implementation of programme and projects both short term and long term and that it has to programme its technical assistance allocations accordingly. The co-ordinating body must on its part

appreciate the fact that the planning agency has to take into consideration the development requirements of the country for a period of years. What is also required is a rapport between the planning and co-ordinating authorities at the central level, as in all phases of their work there has to be close co-ordination. In this connexion we would like to draw the attention of the countries of the region to the suggestion made in the secretariat paper (ECAFE/TECH/SEMINAR/3) "to institute some administrative arrangement whereby the officers responsible for technical assistance programming and programme officers in the planning organization are required to have frequent joint sessions."

49. We are concerned by the fact that the function of the central co-ordinating body has been made extremely difficult as the tendency on the part of government departments and donors to bypass it increases. We learned that in some countries the central co-ordinating body was not aware of requests for and offers of technical assistance and that the acceptance of technical assistance was presented as a fait accompli to the central body at the last moment. This is, of course, most undesirable and we would therefore recommend that the central co-ordinating body should be vested with sufficient authority to override the requests or offers of technical assistance.

50. We also recommend that all technical assistance requests and offers should be channelled through the central co-ordinating body as it must have complete knowledge of the requirements and availability to enable it to allocate technical assistance where it is most needed for development.

51. We note with a great deal of interest that in some countries this central body participates in the formulation of the development budget and also decides priority of projects for implementation. The central body would therefore exercise considerable authority both in implementation and budgetary allocation commanding respect of all the government agencies. This is an interesting experiment and we would like to commend it for consideration by the countries of the region.

52. The location of the central body will have to be determined on the basis of the governmental system prevailing in each country. All that we would like to recommend is that it should function in close proximity to a high executive.

53. The question arises of how best to effect

co-ordination between central body and the donors, both multilateral and bilateral. We have given much thought to this matter and we strongly feel that there should also be co-ordination among the donors themselves. In the interest of national development in the countries, we think that the donors would welcome an arrangement whereby their offers of technical assistance would fit squarely into the sectors of economy where development is essential. We recommend strongly therefore that the specialized agencies of the United Nations adopt a concerted approach in offering technical assistance to the countries in the context of their development plans and also that cumbersome and time consuming procedures be simplified to facilitate effective and prompt utilization of technical assistance which they can offer.

54. Co-ordination of external technical assistance at national level could be greatly improved with the co-operation of donor agencies. In the case of technical assistance from the United Nations and its specialized agencies, we consider that performance of the central co-ordinating body can be improved if there is a clear channel of communication between that body and the United Nations family of donors. We feel that it will facilitate national co-ordination if all communications regarding technical assistance from the United Nations and its family members are channelled through the resident representatives of the UNDP. We would therefore recommend that so far as technical assistance from the United Nations and its family members is concerned, all communications with the central co-ordinating body should be channelled as far as possible through the resident representatives of the UNDP.

55. In regard to other donor agencies we note that a practice has been introduced of late of establishing committees of donors in the countries. We realize the difficulties in co-ordinating the offers of technical assistance from bilateral sources but we feel at the same time that the establishment of such committees can be beneficial as there would be an exchange of views on the requirements of the country and offers which are available, which might lead to better selectivity of offers. We would therefore like to commend this practice to countries of the region for favourable consideration.

56. There is another important function which the central co-ordinating body has to perform and that is negotiation for technical assistance with donors. The common practice prevailing in the countries of the region in regard to negotiation with donors is for the central co-ordinating body to approve

the requests and the offers of technical assistance, leaving it to the operating agencies to negotiate with the donors. While this practice may have certain advantages, especially in regard to the specific technical requirements, we feel that negotiation should be centralized, as the central co-ordinating body must be in a position to have up-to-date information about requests, offers and availability of external technical assistance. While direct negotiation with donor agencies may be permitted in exceptional cases, as for example where legal or constitutional provisions authorize such negotiation, the central co-ordinating body should undertake all negotiations in respect of external technical assistance. We therefore recommend that the central co-ordinating body should be empowered to negotiate technical assistance with donor agencies.

57. Another important function of the central co-ordinating body not so satisfactorily performed at present is that of evaluating the results of technical assistance utilized. We recognize the fact that the lack of adequate trained personnel severely limits the effectiveness of evaluation work performed by the central body at present. There is obviously a real need to carry out evaluation systematically and, for that purpose, to formulate proper procedures and methods. We have in the previous part of the report recommended that a symposium on evaluation be held and we hope that the recommendation will be implemented at an early date. We would at the same time recommend that facilities be provided or arrangements made by the United Nations and other donor agencies to train the available personnel in the techniques of evaluation preferably in the region.

V. CONCLUSION

58. This report summarizes the problems and contains some recommendations for action by the countries of the region as well as by the United Nations and its specialized agencies and other donor agencies. We have endeavoured to highlight the problems which are encountered in actual practice by all the countries of the region and have suggested measures which we think will help resolve these problems. We earnestly request the countries of the region to take suitable action on the recommendations and we hope that the United Nations and the specialized agencies as well as donor agencies will take such measures as are necessary to enable co-ordination of technical assistance at national level to be really effective.

