

UN-Secretariat matters T-U:
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Dag Hammarskjöld's saml.

UN/Secretariat matters 1953

Technical Assistance

- 1.) 6 Memoranda for the Sec. Gen (13 April - 8 Oct. 53)
from H. L. Keenleyside (Dir.-Gen., Technical Assist. Administration)
- 2) H. L. Keenleyside's address to the Technical Assistance Committee
27 July
- 3) H. L. Keenleyside → 2 Statements to the 5-th Committee, 6-7 October
(General Assembly 8-th session)

13 April 1953

The Technical Assistance Administration and its Problems

1. The Secretary-General may find it useful to have a brief summary of the organization, work and problems of the Technical Assistance Administration.
2. The Administration is one of the nine departments of the Secretariat. It was created in 1950 to relieve the Departments of Economic and Social Affairs of the operational responsibilities resulting from the rapidly expanding programmes of technical assistance, and to provide a suitable agency for both substantive and operational activities in the field of public administration. It comprises 162 established posts and 18 temporary posts, of which 71 are in the professional category.
3. The Technical Assistance Administration (TAA) collaborates with the specialized agencies in carrying out the Expanded Programme of Technical Assistance authorized by ECOSOC and the General Assembly in 1950 and succeeding years. Its activities in 1952 involved field operations covering 451 experts, 729 fellows and 19 regional or demonstration projects. Its expenditures during the year amounted to \$7,100,000. It thus slightly exceeded FAO and widely exceeded the other specialized agencies in the extent of its activities in that year.
4. Within the Secretariat TAA maintains intimate and cooperative contacts with all other Departments but particularly with Economic Affairs, Social Affairs and Administrative and Financial Services. Of these, the first two

provide the substantive backing for TAA operations in their respective fields, while Administrative and Financial Services supply financial and personnel services -- for which in most cases TAA provides reimbursement.

5. During its first year TAA, in common with the specialized agencies, was hampered by the failure of governments to take advantage of the possibilities of the Expanded Programme. A selling job had to be done. During its second year its efforts were largely concentrated on problems of recruitment and on increasing the efficiency of its operating techniques. Now in its third year (1953) it is suffering, again in common with the other organizations, from the lack of adequate funds. In 1951, the TAA expenditures were \$2,900,000. In 1952 they were \$7,100,000. In 1953, if funds were available, the total would probably exceed \$12,000,000. It is estimated that during this year four requests for aid will have to be refused for each one that can be accepted.

6. The problems facing TAA can be summarized as follows:

- (a) There must be a further refinement of techniques -- especially recruitment -- and a further reduction of administrative costs (6.2 per cent in 1952, the lowest of all the agencies except ILO).
- (b) Some means must be found to increase the supply of funds to permit an adequate response to sound governmental requests for aid.
- (c) As a part of the Technical Assistance Board, TAA must aid in the search for a solution of the problem of the methods to be employed in the scrutiny of all governmental requests received by all agencies, in order to ensure the most equitable and effective distribution of resources.

- (d) As a part of (c) more definitive terms of reference should be established for the Resident Representatives and for the Technical Assistance Board and its Executive Chairman.
- (e) A more satisfactory arrangement should be evolved to ensure that all activities undertaken under the Expanded Programme do, in fact, contribute to the definite objective of the economic development of the underdeveloped countries.

7. Many of the points mentioned in this memorandum will be the subject of further submissions for the consideration of the Secretary-General. Initially these are likely to bear specifically on the problems that will be reviewed at the meetings of the Technical Assistance Board and the Administrative Committee on Coordination that have been called for Geneva in May.

H. L. Keenleyside

H. L. Keenleyside

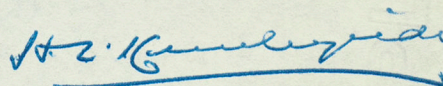
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Memorandum for the Secretary-General

14 April 1953

Technical Assistance Administration

1. At yesterday's meeting you were good enough to say that you would seek an early opportunity to speak with each of us about the work of our respective Departments.
2. I suggest for your consideration that you might in the case of the Technical Assistance Administration accomplish your purpose -- in part at least -- by a brief visit to our offices on the 23rd and 25th floors. By seeing us at work you would gain a quick and specific knowledge of the nature, scope and techniques of our operations.
3. Such a visit also would have a most heartening effect on the morale of all our staff. I can think of no other action that would convince them so quickly that they and their work are considered important in the general scheme of United Nations' affairs.
4. If you agree with this suggestion we shall be at your disposal at any time on any day.
5. In the meanwhile I attach a brief summary memorandum as a background
... note on the Technical Assistance Administration and its problems. I
... attach also a skeleton organizational chart.



H. L. Keenleyside

17 April 1953

Visit to the Technical Assistance Administration

It may be useful for you to have a brief note identifying the senior officers of the Administration whom you will meet at the beginning of your visit this afternoon. On the attached chart I have marked the persons concerned and the following facts about them may be of interest:

Gustavo Martinez Cabanas. Deputy Director-General. Mexican.

Distinguished academic record and held important posts in Mexican public service. Was for some time in charge of ECLA and was appointed to TAA when it was organized in 1950.

A. E. Goldschmidt. Director of Programme Division. American (Texan). Worked on many relief projects during early 1930's.

Then with Secretary Ickes. Held many important posts in Department of Interior particularly with relation to development of water and power projects. Joined TAA in 1951.

George W. Cadbury. Director of Administrative Division. British.

Member of well-known Quaker family. Engaged in business. Spent some years in social work in London. Assistant to Sir Stafford Cripps during war. Spent five years as Director of Resource Development in Province of Saskatchewan. Joined TAA in 1951.

Mr. H. J. Van Mook Director of Public Administration Division.

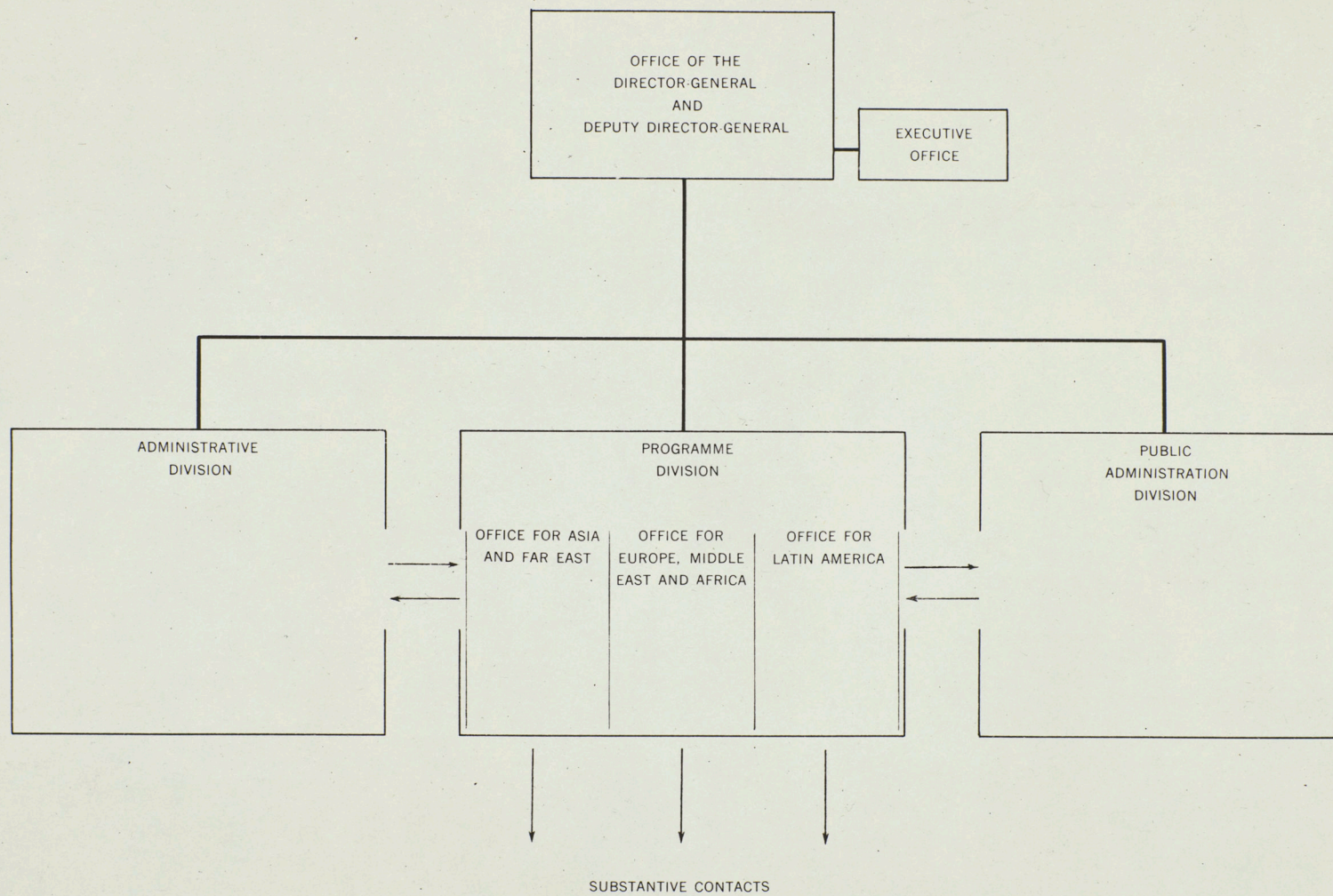
Dutch. Was last Governor General of Netherlands Indies. Long experience in public affairs and in academic work. Joined TAA in 1951.

Jean Mandereau. Just appointed as Chief of the European Office. French. Held senior post in French public service, and was in charge of purchasing in U.S.A. during war. Joined TAA in 1952.

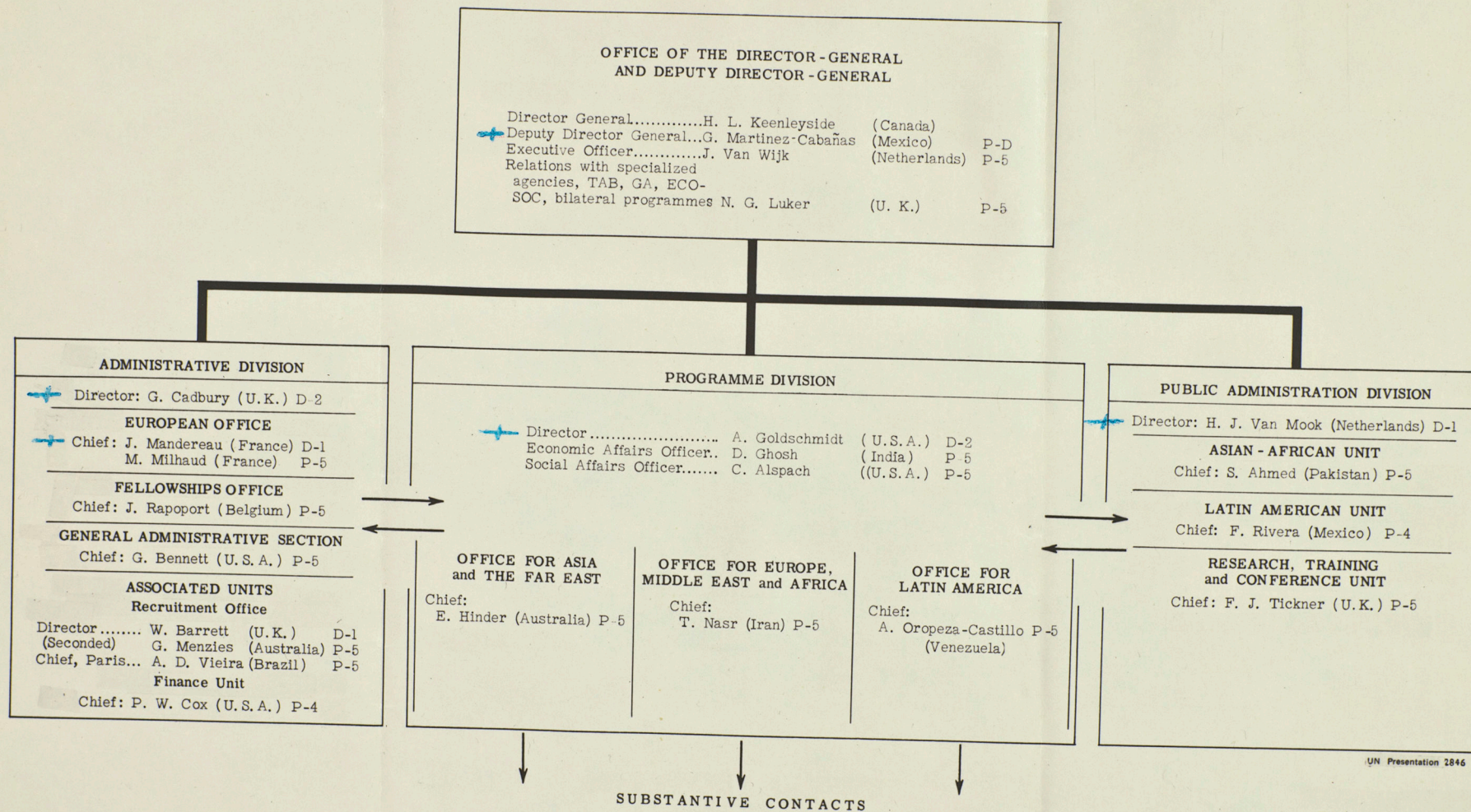
J. Van Wijk. Executive Officer. Dutch. Had excellent academic training and played prominent part in underground during the war. Joined United Nations about 1947 and TAA in 1950.

W. K. K. K. K. K.

TECHNICAL ASSISTANCE ADMINISTRATION



UNITED NATIONS TECHNICAL ASSISTANCE ADMINISTRATION



UN Presentation 2846

EO/TAA 15 Apr 53



INTEROFFICE MEMORANDUM

FILE NO. _____

DATE 15 June 1953.

TO: Mr. Dag Hammarskjold
Secretary-General

FROM: H.L. Keenleyside
Director-General, Technical Assistance Administration.

SUBJECT: Technical Assistance Contributions

In connection with your discussions on this subject with Mr. Pearson it may be useful for you to have the following information.

2. Canada has contributed to the Expanded Programme as follows:

1950-51	-	\$850,000	(Canadian)
1952	-	\$750,000	(Canadian)
1953	-	\$800,000	(U.S.)

3. During approximately the same period Canada has contributed annually to the funds of the Colombo Plan \$400,000 for technical assistance, and \$25,000,000 for capital assistance. These amounts have not been spent in full in any year.

4. The Prime Minister of Canada and the Secretary of State for External Affairs have repeatedly stated that the Canadian policy is to direct technical assistance activities increasingly to and through the United Nations.

5. Over the three-year period that the Expanded Programme has been in operation some 200 Canadian experts will have been used by the participating agencies. At the conventional figure of \$10,000 per expert this involved payments to Canadians of \$2,000,000.

6. By the end of 1953 Canada will have acted as host to over 300 fellows or scholars from other countries. The average expenditure of these incumbents in Canada can be estimated at a minimum of \$1,000, making a total of \$300,000.

7. Thus it can be shown that, whereas Canada paid approximately \$2,400,000 into the Expanded Programme funds during the first three years, Canada or Canadians received approximately \$2,300,000 from these funds.

8. The domestic political situation in Canada can be described in this way. In the Cabinet there is strong support for Technical Assistance from Mr. Pearson and Mr. Claxton (Minister of Defence) and less active support from the Prime Minister and a few others. The opposition is led by Mr. Abbott, and Mr. Howe, who is charged with direct responsibility for the Canadian Technical Assistance unit, is very half-hearted about it.

9. In the House support cuts across party lines and is, I believe, growing. The Socialists (C.C.F.) are the strongest advocates but some liberals and Conservatives are convinced supporters.

10. The psychological argument that can be most effective in Canada at this moment is that based on the argument that military defence is not enough. I have had an extraordinary response to speeches and articles advancing this thesis. The Canadian conscience is troubled and a positive programme of this kind has an exceptional appeal. I am convinced that the people are a good way ahead of the Government in this matter.

11. Another line that should appeal to Mr. Pearson in the present critical situation is that here is an opportunity for Canada to show that it does not just follow the American line in foreign policy. If Canada reduces its support of Technical Assistance simply because Washington has done so there will be repercussions in the House and in the country as well. This is a chance for Canada to show some independence in a manner that will not offend the United States and that will be received with acclaim by almost every other country in the world. It is a real chance for the Canadian Government to demonstrate at once its independence, its financial strength and its goodwill.

12. If there is anything I can do to facilitate your arrangements for your meeting with Mr. Pearson, or if there is any additional material that you would wish to carry with you, please let me know.

.....

13. I attach a copy of a recent House of Commons speech on Technical Assistance by Mr. Coldwell (leader of the C.C.F.). This gives a good impression of the temper in which the subject is discussed in Ottawa.

11.2.15

UNITED NATIONS • NATIONS UNIES
INTEROFFICE MEMORANDUM

TO: Mr. Dag Hammarskjold, Secretary-General

FROM: H. L. Keenleyside, Director-General,
Technical Assistance Administration.

SUBJECT: Absence from Headquarters

FILE NO.

Date 29 June 1953

ACT

During the absence of Mr. Martinez Cabanas and myself (from approximately 6th July to approximately 20th August), Mr. Arthur Goldschmidt will be Acting Director-General of the Technical Assistance Administration.

H. L. Keenleyside

Copies to:

Mr. Byron Price
Mr. S. Lall
Mr. D. Vaughan
Mr. B. Cohen
Mr. T. Gjesdal
Mr. G. Georges-Picot
Mr. H. M. Asfahany
Mr. R. Blough
Mr. D. Protitch
Mr. V. Hoo
Mr. R. Bunche
Mr. W. McCaw
Mr. C. Stavropoulos

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Palais des Nations
GENÈVE

REF. No :
(à rappeler dans la réponse)

28 July 1953

PERSONAL

Dear Mr. Hammarskjöld,

This note is just to send you a copy of my statement to the Technical Assistance Committee on the subject of Resident Representatives, and to pass on an amusing comment on the statements of certain Specialized Agencies on the same subject.

The debate in TAC had been almost entirely directed towards the strengthening of the roles of the Resident Representatives. Several delegates made it clear that they knew that certain Agencies were not really using these officials and the French, Belgians, Yugoslavs and Americans in particular emphasized the desirability of full utilization. Then the Chairman called on each Agency to describe its attitude and practice.

The result was remarkably different from the speeches in May. There was a certain amount of weasel-wording but in general each Agency representative sought to leave the impression that his organization had been doing exactly what the Committee desired.

In fact, and this is the comment mentioned above, any similarity between the speeches of WHO, FAO and ILO to the ACC in May, and the speeches of the same Agencies to TAC in July, was entirely unintentional.

Yours sincerely,

A handwritten signature in blue ink, which appears to read "H. L. Keenleyside".

H. L. Keenleyside
Director-General
Technical Assistance Administration

HLK/pn

Dag Hammarskjöld, Esq.
The Secretary-General of the United Nations
New York, New York, U.S.A.

*Seen by
ANC*

I take it, Mr. Chairman, that you and the distinguished members of this Committee are particularly interested in the views of the Technical Assistance Administration and the Specialized Agencies in regard to the function and status of the Resident Representatives.

I shall therefore confine my present remarks to that subject, although I am of course at the disposal of the Committee should they wish me to comment on any other aspect of the programme.

With respect to the Resident Representatives the position of the TAA is perfectly clear and simple; it can be precisely and briefly stated.

First, with regard to their appointment and status: We believe that Resident Representatives should be appointed only when their services are requested by Governments. After appointment they should conduct themselves precisely in accordance with the terms of our governing resolutions. They should not attempt to dictate to Governments but should act as the servants of Governments; as they are also the servants of the Technical Assistance Board and its individual agencies. This is the way they should act, and so far as I am aware this is the way, with one single exception, in which they always have acted.

Then, with regard to value of the functions of the Resident Representatives: First, we believe that the work done by the Resident Representatives is part of our operational activity and should not be listed or charged as administration. Seventy-five percent of what they do is straight advisory expert service to the Governments concerned. In so far as they perform administrative duties they are merely carrying out tasks that the experts would otherwise have to perform themselves - such as arranging for accommodations, payment of per diems, etc. If performed by the expert this would not be charged to administration and it is quite illogical to charge it that way when it forms a small part of the duty of the Resident Representative.

Prior to the appointment of Resident Representatives, the Technical Assistance Administration customarily appointed Heads of Missions in each country in which a considerable programme was under way. We also appointed Regional Representatives in larger

areas - Latin America, Europe and the Middle East, Asia.

Following the appointment of Resident Representatives, we abolished the posts of Regional Representatives. Since that time also we have made no appointments of Heads of Missions. We believe that the utilization of the Resident Representative has improved our service to Recipient Governments and has at the same time resulted in a very considerable saving of money. A minimum estimate of our savings is \$125,000 a year, and I think that \$200,000 would probably be more realistic.

We expect the Resident Representatives to act as Heads of Missions for TAA, when service of that kind is required. We expect them to take a good deal of responsibility for our staff in the field. These things they have done to our great satisfaction.

The TAA uses two main channels of contact with Governments: through the permanent Delegation in New York, and through the Resident Representatives in the field. Of course we expect our regular experts to deal with the appropriate officials of the Governments to which they are assigned on all specific, detailed, technical matters. But we ask the Resident Representatives to handle all general problems and to aid, guide, and in some measure supervise our whole national programme.

In brief, Sir, we believe wholeheartedly in the principle embodied in the Resident Representatives, and we have profited tremendously from their help. We use their services whenever and wherever we can

- in order to make our contacts with Governments more mutually effective, and
- in order to save, what we consider to be, wholly unnecessary expense.

Memorandum to the Secretary-General

Technical Assistance and the Fifth Committee

17/10/53
H.L.K.

The result of the discussion of TAA items in the Fifth Committee was reasonably satisfactory. The United States withdrew its proposed resolution and there was unanimous approval of the Advisory Committee's recommendations on all four TAA items.

In the course of the debate the chief point at issue was administrative expenses, but we could not properly take exception to anything that was said. Our only justifiable criticism was that addressed to the United States' resolution. In this we were supported by everyone with the possible exception of Brazil whose language on this point was subject to various interpretations.

As my two interventions in the debate were made as your spokesman I thought that you might be interested in having an opportunity to glance over the text that I used. In addition to these firm comments I made a number of extemporaneous replies to particular points that came up in the debate. Of these I have no written record.

H.L.K.
H. L. Keenleyside
Director-General
Technical Assistance Administration

8 October 1953

Memorandum to the Secretary-General

Technical Assistance and the Fifth Committee

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H. L. Keenleyside
Director-General
Technical Assistance Administration

8 October 1953

STATEMENT TO THE FIFTH COMMITTEE

H. L. Keenleyside
Director-General, TAA.

Mr. Chairman:

I greatly appreciate the opportunity to make a brief introductory statement. I hope that what I say may be useful to the distinguished members of the Committee in their consideration of the TAA budget estimates for 1954.

May I say, first of all, that the Secretary-General is gratified by the decision of the Advisory Committee on Administrative and Budgetary Questions to recommend that the Fifth Committee approve the granting of the funds requested as a contribution towards the administrative costs of the United Nations programmes of Technical Assistance.

The Secretary-General also believes that it may be possible to act on the Committee's advice and to effect a decrease of \$48,500 in the overall total of administrative costs.

In this connection may I add -- as I said to this Committee a year ago -- that the Secretary-General, and we who serve in the Technical Assistance Administration,

"recognise very clearly the duty of being careful, cautious and prudent in the expenditure of public funds. We know the heavy financial burdens being carried by the Governments that transmit these funds to us, and by the peoples who are taxed to provide them. Recognising the sacrifices that are involved we realize the extent of our responsibility to see that not a dollar is spent unnecessarily or inefficiently."

A year ago I promised the members of this Committee that every practicable effort would be made to reduce the administrative costs of TAA activities. It is now estimated that we shall be able, at the end of the year, to report a reduction in our original budget of over \$100,000. This is being

accomplished in part in spite of, and in part because of, the almost fantastic changes and chances under which the whole of the Expanded Programme has suffered during the past year. With your permission, Sir, I should like to recapitulate very briefly some of the pertinent events of this period.

1. In the summer of 1952 the Agencies submitted to the 14th meeting of the Economic and Social Council a programme of requests for 1953 amounting to nearly 38 million dollars. As a result the Council endorsed again the idea of an "expanding programme" and approved a target of new contributions of at least 25 million dollars; this to be added to expected carry-over of funds from 1952 to finance the optimum programme in 1953.

2. In the fall of 1952 the Agencies, after long discussions with governments and resident representatives, submitted to the Chairman of TAB an actual operational programme of over 35 million dollars to be financed from new contributions and the expected carry-over. At this point the Chairman of the Board arranged for a review of the agency programmes by a committee of outside experts.

3. In December 1952 it became clear that the carry-over was going to be smaller than had been anticipated. In the light of this fact and of the experts' report, the Board then established Agency quotas for 1953 and asked for new project submissions to be reviewed with resident representatives and governments by 20 February 1953, and to be submitted to the Board in March.

4. It was not until February 1953 that the governments made their pledges for the 1953 programme. At that time they promised not 25 but 21 million dollars of new funds. This obviously required a further adjustment in Agency plans.

5. In March the Technical Assistance Board approved the new 1953 programme. Because of the late start in recruiting for new projects and in order to finance as many requests as possible, TAA scheduled the bulk of its programme so that the projects would begin in the summer and autumn.

6. By the end of June, it became apparent that the payment of pledges was going to be slow and that the non-convertibility of certain currencies would necessitate a further re-programming in order to utilize available funds.

7. At the beginning of August uncertainty regarding the payment of certain contributions and the heavy drain on convertible currencies resulted in a TAB decision to cut the 1953 programme by \$1.8 millions. This required further re-negotiation with governments and consequent changes in recruitment orders.

8. At the same time this uncertainty regarding the availability of hard currencies to meet obligations in 1953 and commitments carrying over into 1954 resulted in a Board decision to freeze hard currency expenditures and to bring virtually to a standstill all recruitment in hard currency areas. This required another shift in plans for implementation and recruitment activities.

Altogether, Mr. Chairman, in the course of less than one year we and the other Agencies had to make major revisions in our programme on five different occasions. The last of these was instituted with eight months of the year already past.

I submit, Sir, that it is quite impossible to provide a satisfactorily efficient and economical administration for a programme conducted under conditions such as these. It is for this reason that we -- and our colleagues in the specialized agencies -- welcome so warmly the recommendations of the Technical Assistance Committee and of the Economic and Social Council in regard to the desirability of early and firm decisions as to the funds to be made available for each financial period.

I should be less than frank, Mr. Chairman, if I failed to point out that although we are decreasing the total amount of our administrative costs in 1953, the relative cost, as a result of the complications that I have described, will be higher than in 1952. In 1954 we hope and expect to be able to do very much better.

In connection with administrative costs, Mr. Chairman, I should like to ask the members of the Committee to look with particular care at paragraphs 107 and 108 of the Advisory Committee's report.

Paragraph 107 states that the TAA budget for 1954 shows an estimate of 17.5% for administrative expenses.

I am sure that the very distinguished Chairman of the Advisory Committee will forgive me if I point out that this statement, standing alone as it does in this paragraph, creates a quite erroneous impression. The 17.5% represents the total of central administrative plus indirect operational costs.

Paragraph 108 does refer to indirect operational costs but even it does not specifically correct the impression created in the preceding paragraph.

Until a proper definition of administrative costs is worked out, and until we know something more definite about the size of the operational programmes for 1954, we cannot give a really firm estimate as to what our administrative costs will be. But certainly they will not be anything like 17.5%. Our present estimate, subject to the qualifications I have mentioned, is about 6 or 7%; not 17.5%.

We have studied with care the Advisory Committee's comments on administrative costs. We share the Committee's desire to see such costs kept to an absolute minimum. To this end we shall continue our efforts to reduce posts whenever a saving can be made without seriously adverse effect on the work for which we are responsible. The committee will note that whereas we had 182 posts authorised during 1953 we are including only 162 in our headquarters manning table for 1954.

What we are able to do in 1954 will depend in large measure, of course, on the funds that are pledged, the currencies in which they are promised, and the dates on which they are made available. In this connection we have all been greatly encouraged by the statements made during the discussion of Technical

Assistance in the Second Committee of the Assembly, and the reports that have been received in regard to substantial increases in a number of national contributions to the programme for 1954. This practical and generous recognition of the high values of the programme strengthens still further our resolve to meet our responsibilities in such a way as to justify the confidence indicated by such increases.

Perhaps I should comment in a few words on some of the specific points noted in the Report of the Advisory Committee.

I have already indicated that we fully agree as to the desirability of a more precise definition of administrative and operational costs.

The points covered in paragraphs 110, 111 and 112 refer not specifically to TAA but to all the operating agencies and to the TAB as a whole.

I am glad to assure members of the Committee that TAA will be ready to discuss at any time proposals for the integration of the recruitment, accounting and purchasing activities of all participants in the Expanded Programme. We have already indicated -- in collaboration with the Bureau of Personnel -- that we are prepared to participate in working out a joint recruiting programme.

We fully agree with the Committee's comments on the duties of the resident representatives. The position of the Secretary-General and consequently of the TAA in regard to the resident representatives has always been perfectly clear and simple.

First, with regard to their appointment and status: We believe that resident representatives should be appointed only when their services are requested by governments. After appointment they should conduct themselves precisely in accordance with the terms of our governing resolutions. They should not attempt to dictate to governments but should act as the servants

of governments; as they are also the servants of the Technical Assistance Board and its individual agencies.

Prior to the appointment of resident representatives, the Technical Assistance Administration customarily appointed Heads of Missions in each country in which a considerable programme was under way. We also appointed Regional Representatives in larger areas - Latin America, Europe and the Middle East, Asia.

But following the appointment of resident representatives, we abolished the posts of Regional representatives. Since that time also we have made no appointments of Heads of Missions. We believe that the utilization of the resident representative has improved our services to recipient governments and has at the same time resulted in a very considerable saving on money. A minimum estimate of our savings is \$125,000 a year, and I think that \$200,000 would probably be more realistic.

We expect the resident representatives to act as heads of missions for TAA, when service of that kind is required. We expect them to take a good deal of responsibility for our staff in the field. These things they have done to our great satisfaction. Without the assistance of resident representatives it would have been almost impossible to make the sudden and serious changes in programmes that were required by the events of 1953.

The TAA uses two main channels of contact with Governments: through the permanent Delegation in New York, and through the resident representatives in the field. Of course we expect our regular experts to deal with the appropriate officials of the Governments to which they are assigned on all specific, detailed, technical matters. But we ask the resident representatives to handle all general problems and to aid, guide, and in some measure supervise our whole national programme.

In brief, Sir, we believe wholeheartedly in the principle embodied in the resident representatives, and we have profited tremendously from their help. As recommended by the Advisory Committee we use their services whenever and wherever we can

- in order to make our contacts with governments more mutually effective,
and
- in order to save what we consider to be wholly unnecessary expense

The Advisory Committee has recommended that the staffing requirements of the Public Administration Division of TAA should be reviewed.

Obviously there is a relation between the size of the Public Administration Division at Headquarters and the size of the technical assistance programme in this field. If the latter is to be seriously curtailed, a reduction of the manning table will inevitably follow.

As the prospects for 1954 are still uncertain existing vacancies in the Division are not being filled.

How much further the reduction should go will necessarily depend on the level of expenditure at which we shall operate in 1954. Every new project of importance entails a certain additional amount of substantive work at Headquarters. Four and possibly five such projects already in preparation will come into operation next year, if the present level of expenditure can be maintained. (Training in Bolivia, Central America, Egypt, Israel, probably Burma).

If the present level cannot be maintained in 1954, and one or more of the new projects have to be dropped, a further reduction in staff can be considered. I need not point out how seriously such a development would affect the value of the programme. Stagnation means decline. Projects of a pioneering significance, because they were the first of their kind will remain examples without progeny; carefully prepared plans and reasonable expectations will suffer indefinite deferment.

It should also be realized that a reduction in staff means a loss of experience gained during the gradual development of the programme and the Division. Nevertheless, such a reduction will be put through as soon and as far as financial circumstances require.

It seems advisable not to pre-determine the necessary measures more or less arbitrarily by deciding upon a speculative reduction now, but to accept the assurance that the Headquarters' staff will be reshaped to accord with the demands of governments for aid, and the extent of the financial resources provided by the contributing countries.

In conclusion, Mr. Chairman, let me say again:

- (a) that we deeply appreciate the action of the Advisory Committee in recommending approval of the budget item under Sections 9, 27, 28 and 29.
- (b) that we accept the Committee's further recommendation that the total of administrative costs be reduced by approximately \$50,000, and,
- (c) that we shall give careful and conscientious study to the other matters mentioned in the Advisory Committee's report and shall do our best to operate the machinery of the Technical Assistance Administration in such a way as to merit the approval of the Advisory Committee and of the Committees of the ECOSOC and the General Assembly.

H. L. Keenleyside
Director-General, TAA

Mr. Chairman:

I should indeed be considered both insensitive and unappreciative if I failed to take this first opportunity to thank the members of the Committee for their many kind and generous comments on the work of the Technical Assistance Administration. I know that all my colleagues will feel deeply gratified, as I do myself, that their sincere and consistent efforts to handle efficiently a rather complicated administrative problem have not gone unnoticed.

Perhaps I should start, Mr. Chairman, by referring to certain specific questions posed by the Committee and more particularly by the distinguished representative of Australia in the valuable contribution he made to the debate yesterday afternoon.

Then, Mr. Chairman, I come to the proposal presented by the distinguished representative of the United States. This, as the Members of the Committee will recall, was that the following paragraph should be added to the final appropriations resolution:

Before commenting more directly on this proposal I should like to take the liberty of saying a word or two about this problem of administrative costs and our attitude towards it.

First of all, may I say that we ourselves are more disturbed and distressed by high administrative costs than anyone else can be because

- 1st - we know that every dollar spent on administration means a dollar less for programme operations, and we more than anyone else know the bitter necessity for saying "no" to governments that present good, carefully prepared and hopeful requests for technical aid.
- 2nd - we know that unnecessarily high costs are a sign of administrative inefficiency
- 3rd - we know that unjustifiably high costs will be subject to justified criticism by the Advisory Committee, by the Fifth Committee and, indeed, by all informed friends of the programme.

Each of these three considerations is a separate and strong incentive for us to keep the cost of administration down:

- In common with all human beings we don't enjoy criticism, above all justified criticism.
- Like most people my colleagues and I take a pride in our work; self respect alone would make us do our best to do our job with intelligence and competence.
- All of us who are engaged on the Technical Assistance Programme believe in what we are doing. We are emotionally as well as intellectually concerned with all that affects this great imaginative and constructive effort in mutual aid. If any incompetence on our part should result in the waste of programme money, we would feel the result in a very direct and a very personal way.

I have taken the liberty of saying these things, Mr. Chairman, because I do not want any member of this Committee to be under any misapprehension

as to our understanding of the problem, or of our attitude towards it. We are not careless or offhand about these things. We treat them very seriously indeed -- and we shall continue to treat them seriously.

Now let me turn to the proposal of the United States.

Because we sympathise with the objective behind the resolution it would give me a good deal of satisfaction if I could say that the Secretary-General can accept this proposal, as I have said that he accepts the recommendations of the Advisory Committee.

Unfortunately, Mr. Chairman, the proposal as it stands is open to certain rather obvious objections.

In the first place as one distinguished member of the Committee pointed out, it offers no flexibility at all. No matter what the size of the operational programme in 1954 "the total of both central administrative costs and indirect operational costs, shall not exceed \$1,400,000." It is possible, Sir, (and I only wish that I could say that it is probable) that the total funds next year may be materially larger than they have been in 1953. If this should happen, and if the Fifth Committee had approved the proposal now under discussion, we in TAA (unlike our colleagues in TAB or in the specialized agencies) might not be able to use our share of such funds because we would be held in this \$1,400,000 vice.

Again, in this connection, Mr. Chairman, I should draw attention to the phrasing of the Advisory Committee's Report. The Committee "suggests" that "the total of administrative and indirect operational expenditures should not exceed \$1,500,000 gross". This recommendation the Secretary-General was prepared to accept as a reasonable proposition in the light of the probable size of the programme as a whole. But the proposal now before the Committee does not "suggest"; it says that expenditure "shall not" exceed \$1,400,000. It not

only cuts \$100,000 off the figure that the Advisory Committee after very careful and critical scrutiny considered reasonable; it makes the cut mandatory, absolute, unchangeable, regardless of how events may develop.

A year ago, Mr. Chairman, the Advisory Committee recommended a very substantial cut in our proposed administrative allotment. At that time I begged the Fifth Committee not to make the reduction absolute, but to accept my assurance that we would do everything possible to meet the Committee's -- and our own -- wishes. This the Committee agreed to do.

My promise is being carried out, although with less success than we all had hoped. Some of the reasons that our savings have not been higher were mentioned yesterday -- particularly the constant fluctuations and uncertainty as to the dimensions of the programme. A staff composed of human beings cannot, like an accordion, be expanded or contracted by a flick of the wrist. Nevertheless substantial savings are being made, and I believe that the members of the Committee will agree that an honest effort has been made to meet their wishes and to solve the problem in the way they desire.

I now suggest most respectfully, Mr. Chairman, that the sponsor of the proposal before the Committee might consider the advisability of following the precedent of last year. If the distinguished representative will refrain from pressing his resolution as a resolution, but will have his proposal incorporated in the report of the rapporteur of this Committee -- as evidence of the unanimous hopes and wishes of the Committee -- we on our part will undertake to do everything in our power to achieve the desired objective.

This, Mr. Chairman, is the position of the Secretary-General, and if the Committee accepts this suggestion, we in the TAA will make a strong and loyal effort to meet their wishes.