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**CONTENTS**

	<u>Page</u>
Agenda item 44:	
Budget estimates for the financial year 1959 ( <u>con- tinue</u> d)	
First reading ( <u>continue</u> d)	
Section 17. Public administration . . . . .	165
Agenda item 52:	
Offer by the Government of Chile of land in San- tiago to be used as office site for the United Na- tions and other international organizations: re- port of the Secretary-General and observations thereon by the Advisory Committee on Administra- tive and Budgetary Questions ( <u>conclude</u> d)	
Draft report of the Fifth Committee to the General Assembly. . . . .	168

Chairman: Sir Claude COREA (Ceylon).

**AGENDA ITEM 44**

**Budget estimates for the financial year 1959 (A/3825  
 and Corr. 1, A/3860, A/3933, A/C.5/741, A/C.5/  
 748, A/C.5/749, A/C.5/L.514) (continued)**

First reading (continued)

**SECTION 17. PUBLIC ADMINISTRATION (A/3825  
 AND CORR.1, A/3860, A/3933, A/C.5/741)**

1. Mr. KEENLEYSIDE (Director-General of the Technical Assistance Administration) recalled that the question of establishing an international administrative service had been under consideration for three years and that the original proposal had been modified. There was no question of establishing a new body and the term "service" had much the same meaning as in expressions like "advisory services" in the field of social welfare or in that of human rights. That was also clear from the draft resolution which the Second Committee had just adopted on the subject (A/3992, Resolution VI). Moreover, there was no intention of recruiting additional staff and there would be no increase in administrative costs.

2. He briefly reviewed the numerous discussions on the subject in the General Assembly, the Economic and Social Council and the Technical Assistance Committee (TAC). In particular, the report presented by the Secretary-General to the twenty-sixth session of the Council<sup>1/</sup> concerning replies received from Governments had shown that, in principle, Governments were all in favour of the proposed plan. After careful consideration, twenty-one out of twenty-four of the members of TAC had approved a resolution supporting the Secretary-General's proposal. That proposal had been

<sup>1/</sup> Official Records of the Economic and Social Council, Twenty-sixth session, Annexes, agenda item 9, document E/3121.

adopted by the Council at its twenty-sixth session by 15 votes to none, with 2 abstentions. He quoted the recommendation made in that connexion by the Council to the General Assembly in its resolution 681 (XXVI). The draft resolution just adopted by the Second Committee was almost identical with the resolution passed by the Council.

3. The Fifth Committee was now called upon to take a decision on the Secretary-General's request for funds to start operating the proposed plan on a limited and experimental basis, as the Council and the Second Committee had recommended.

4. Mr. HILLIS (United Kingdom) said that he realized that some countries needed the assistance of foreign administrators. However, the United Kingdom delegation had always felt that it was a mistake to attach undue importance to new methods if their implementation would be to the detriment of existing and well-established methods of Technical Assistance; it had raised no objection in the Council to the service proposed by the Secretary-General but, in its view, the costs involved could quite well be covered out of existing Technical Assistance funds. Indeed, under the present system of Technical Assistance, experts had already been called upon to perform duties of an operational and executive character in countries other than their own. The Secretary-General's proposal went further, and called for the provision of that service for a somewhat longer period, and for a stricter definition of the relationship between the administrators, the host Governments and the United Nations than had been found necessary in the past. The latter point had created difficulties with Member States.

5. Most representatives seemed to feel that expenditure arising out of that extension of United Nations activities should be financed from the regular budget. The United Kingdom delegation would agree to such a course, but with some reluctance. The figures proposed by the Advisory Committee and the Secretary-General were too large for a service of a purely experimental nature. As it would take some time for the Governments concerned to prepare their requests and for the United Nations to recruit experts with the necessary qualifications, he would propose an appropriation of \$150,000 which, in the interests of sound management, would be administered jointly with the amount requested for public administration proper.

6. Mr. HICKENLOOPER (United States of America) considered that the proposed service would be a worthwhile extension of the activities of the United Nations. The public administration programmes of different countries exercised a great influence on their other activities. The United States delegation had been impressed by the United Kingdom representative's remarks, but the Advisory Committee on Administrative and Budgetary Questions had no doubt given the matter

careful consideration and taken such factors into account. He would therefore support its recommendation.

7. Mr. PENTEADO (Brazil) reaffirmed the position taken by the Brazilian delegation concerning the establishment of an international administrative service, and urged the Committee to agree to the amount of \$200,000 recommended by the Advisory Committee as the indispensable minimum if the experiment were to be given a fair trial.

8. Mr. KEENLEYSIDE (Director-General of the Technical Assistance Administration) explained the reasons which had led the Secretary-General to request an appropriation of \$250,000. The Secretary-General had estimated that twenty or thirty experts would have to be recruited in order to find out whether the proposed plan was sound and whether it would not impede the existing assistance programme. For that purpose an appropriation of \$250,000 would be necessary, making due allowance for possible delays in recruiting and other unforeseen contingencies. The number of applications received already far exceeded the amount of assistance that could be furnished for that sum. Some advocates of the Secretary-General's proposal were already expressing doubts whether \$250,000 would be enough to give the plan a significant trial run. The consequences of reducing the figure to \$200,000, or even to \$150,000, as the representative of the United Kingdom proposed, might therefore be serious. The Secretary-General would prefer his original appropriation to be retained because the Advisory Committee's recommendation was unduly restrictive.

9. The appropriations voted by the Committee would be used exclusively to provide direct assistance to Governments and, if an unused balance was left over at the end of the year, it would be returned to the United Nations funds.

10. Mr. URQUIDI (Mexico) said that he was not in favour of the establishment of a new type of Technical Assistance consisting in the provision of experts to perform operational or executive duties in countries requesting their services, since he did not consider that foreigners should hold such positions in national administrative services. On the other hand, the Mexican delegation favoured the idea that the United Nations should grant Technical Assistance in the form of expert advice, fellowships and the establishment of training centres to countries wishing to improve their administrative machinery. For that reason it had not voted for the resolution adopted by the Second Committee. Services such as those proposed by the Secretary-General had certainly, in exceptional cases, been already furnished under the Expanded Programme of Technical Assistance. It was therefore not necessary for the Fifth Committee to approve the appropriations requested in order to supplement existing technical assistance.

11. He was somewhat concerned at the tendency to set up special funds as soon as a particular form of Technical Assistance acquired added importance. Such a course disregarded the basic principle that Technical Assistance should be requested by Governments and that it was for the Governments themselves to draw up a scale of priorities; if they wanted an expert in public administration, the existing system gave them every opportunity to ask for one.

12. Mr. GANEM (France) wanted to know the Secretary-General's views regarding the United Kingdom suggestion

that the original appropriation and the additional appropriation under section 17 should be lumped together.

13. Both in the Economic and Social Council and in the Second Committee, his delegation had voted in favour of the establishment of an international administrative service, but that did not prevent it from estimating at their true value the arguments put forward by the representative of Mexico. There was no denying that in establishing an international administrative service, the United Nations had set itself an extremely delicate task even if only by reason of possible friction between administrators sent by the United Nations and officials of the country concerned who would be under their orders. On the one hand, everything must be done to prevent those officials from feeling they were being placed under the domination of outsiders, and, on the other, the experts should not be prevented from discharging their duties by the concern that they might be abusing their authority. The point to be stressed was that the experts must be chosen with the utmost care.

14. Thus, because he thought that the Committee should show its awareness of the difficulties and its determination to proceed with great caution, he would support the suggestion made by the United Kingdom representative.

15. Mr. TISHCHENKO (Ukrainian Soviet Socialist Republic) associated himself with the comments made by the representative of Mexico, and said that he did not see the point of a service whose activities would overlap with those of the various organs concerned with Technical Assistance. Because he felt that the assistance which Governments would receive from that service could perfectly well be furnished within the framework of the existing budget for Technical Assistance, he would be unable to support the recommendation for an additional appropriation under that heading.

16. Mr. HSIA (China) said that although his delegation had supported the proposal for the establishment of an international administrative service, it wanted now to warn the Committee of the difficulties of putting such a project into effect. China had in the past called in foreign administrative officials, particularly those who were specialists in finance, and knew from experience how complex were the problems connected with assistance of that kind. Officials capable of adapting themselves to, and winning acceptance in, a country of different language and culture were very hard to find. Great caution must therefore be exercised, and for the time being only small teams of officials should be sent to a limited number of countries.

17. He felt that the expenditure involved in the establishment of the proposed service should be carried on the Technical Assistance budget rather than on the regular budget of the United Nations. The expenditure should be limited to \$150,000 in 1959, and the question could be reconsidered at the next session of the Assembly.

18. Mr. VENKATARAMAN (India) did not agree with the representative of the United Kingdom, for several countries had, in fact, already announced their intention of making use of the international administrative service. It was accordingly very probable that formal requests for assistance would shortly be addressed to the United Nations. Under those circum-

stances, it would be advisable to make the necessary financial arrangements. His delegation would therefore vote for the Advisory Committee's recommendation for an additional appropriation of \$200,000.

19. Mr. ALLENDE (Chile) said that his country was particularly interested in the establishment of an international administrative service and that his delegation had voted for the Economic and Social Council resolution. The Chilean Government, which had had recourse to the services of experts under the Expanded Programme of Technical Assistance, was aware that highly-qualified experts could not be recruited at an annual salary of less than \$10,000.

20. His delegation would willingly have approved the appropriation requested by the Secretary-General. As, however, the majority of the Fifth Committee appeared to agree with the Advisory Committee, it would approve the latter Committee's recommendation.

21. Mr. HUSAIN (Pakistan) said that the experimental nature of the project and the need to proceed with caution had rightly been emphasized. He agreed with the Advisory Committee and would support its recommendation. He pointed out that an appropriation of less than \$200,000 would most certainly prejudice the success of the venture.

22. Mr. KWEEDJIEHOO (Indonesia) pointed out that while it was difficult for an expert to carry out his duties in a foreign country, the same difficulties were also experienced by the people with whom the expert was working. Moreover, highly-qualified experts, who generally held good posts in their own countries, were not always prepared to leave those countries. Although sympathetic to the plan, he felt that caution should be exercised for the time being, and an appropriation of \$200,000 would seem more than adequate.

23. Mr. CARRILLO (El Salvador) said that he had been able to attend some of the discussions in the Second Committee on the establishment of an international administrative service and had found that discussion very interesting. His delegation was entirely in favour of the Secretary-General's proposal and although it had made certain reservations on the wording of the operative part of the resolution, it was convinced that the text agreed upon would facilitate the settlement of certain difficult problems. As the question now was to approve reasonable appropriations, his delegation would vote in favour of the Advisory Committee's recommendation.

24. Mr. CECIL KING (Liberia) said that his country greatly valued the services rendered by the Technical Assistance Administration. He would urge the members of the Committee to restore the appropriation to the \$250,000 requested by the Secretary-General, who was in an admirable position to estimate the sums required for the experiment in question. Moreover, the countries concerned knew their own needs and were not in any way being forced to accept assistance which they had not requested. Consequently, the Secretary-General should be given full freedom so that the experiment could be carried out on an adequate scale and the General Assembly could at its next session judge the results achieved in one year. If the Fifth Committee rejected the Secretary-General's proposal, he would vote for the recommendation of the Advisory Committee.

25. Mr. MIRGHANI (Sudan) recalled that his delegation had emphasized the importance of the proposal under consideration during the general debate in the Second Committee. He would therefore confine himself to its financial aspects. Since the resolution for setting up an international administrative service had been approved in the Second Committee without opposition, the Secretary-General must be given the means to carry out the experiment. The Sudanese delegation would therefore vote in favour of an appropriation of \$250,000.

26. Mr. VAN ASCH VAN WIJCK (Netherlands) said that his delegation had from the outset been aware of the interest in establishing an international administrative service and had played an active part in the work leading up to the draft resolution adopted by the Second Committee. It was now concerned with the financial implications of that resolution, and since it realized that for the time being the project could only be experimental, it felt that the appropriation should not be too large. On the other hand, a drastic cut in the amount, as proposed by the United Kingdom, would be dangerous. During the discussions in the Economic and Social Council, the Netherlands representative had considered that the appropriation should be \$200,000, and he noted with satisfaction that the Advisory Committee had come to the same conclusion. His delegation would therefore vote in favour of the Advisory Committee's recommendation.

27. Mr. SHAHA (Nepal) said that the experiment would be worth-while only if sufficient funds were provided, and he therefore urged that the amount suggested by the Secretary-General should be re-established. If the Fifth Committee did not agree, he would vote in favour of the Advisory Committee's recommendation.

28. Mr. ALVARADO (Venezuela) recalled that his delegation was one of the sponsors of the draft resolution adopted by the Second Committee without opposition. He concurred in the arguments so clearly expressed by the representatives of the Sudan and of the Netherlands and thought that sufficient money should be provided to enable the experiment to be carried out under proper conditions. He was therefore in favour of the appropriation of \$250,000 requested by the Secretary-General.

29. Mr. JAZAIRI (Libya) said that in public administration, requests for money were determined by needs. In the case of the important experiment under consideration, it would be advisable to leave full responsibility to the body which had made a detailed study of the machinery for its practical application. He considered, therefore, that the amount of \$250,000 requested by the Secretary-General should be re-established.

30. Mr. URQUIDI (Mexico) asked for a separate vote on the two parts of section 17: (1) the original appropriation of \$300,000 recommended by the Advisory Committee; (2) the Advisory Committee's recommendation for an additional appropriation of \$200,000.

31. Mr. AGHNIDES (Chairman of the Advisory Committee on Administrative and Budgetary Questions) wished to explain the circumstances which had led the Advisory Committee to propose a reduction of \$50,000 in the additional appropriation requested by the Secretary-General. The Committee had been informed that the cost to the United Nations of employing twenty-five

experts would amount to approximately \$250,000 a year—the figure recommended by the Secretary-General. However, in view of the delays in recruitment, the experts would probably not be employed for the whole of 1959, and the Committee therefore considered that the sum could be reduced to \$200,000. The cost to the United Nations had been estimated after deduction of the minimum contributions that would be made by the recipient Governments concerned. In view of his own experience, both in the League of Nations and in his own country, he felt that the Advisory Committee's recommendation was reasonable.

32. Mr. JAZAIRI (Libya) thanked the Chairman of the Advisory Committee for the explanation he had just given. However, he was still convinced that if the experiment in question was to yield conclusions which would admit of no doubt, it was essential to provide for optimum conditions at the beginning and in particular to avoid a reduction in funds which might subsequently be held responsible for the failure of the experiment.

33. The CHAIRMAN put to the vote the Advisory Committee's recommendation for an appropriation of \$300,000 under section 17 (A/3860, para. 207).

The recommendation was approved unanimously on first reading.

34. The CHAIRMAN said that he would put to the vote first the United Kingdom amendment reducing the additional appropriation for the international administrative service recommended by the Advisory Committee under section 17 to \$150,000, it being understood that the total appropriations under that section—\$450,000—would be regarded as a unit from the point of view of budgetary administration. If the amendment was not adopted, he would call upon the Committee to vote on the Advisory Committee's recommendation.

35. Mr. URQUIDI (Mexico) could not agree, for the reasons he had previously stated, that there should be no distinction, from the point of view of budgetary administration, between the original appropriation of \$300,000 under section 17 and any appropriation which might be made specifically for the international administrative service.

36. Mr. TURNER (Controller) noted that, in view of the fact that the original appropriation and the additional appropriation were being voted upon separately, and also having regard to the detailed discussions to which the question of the international administrative service had given rise in the Economic and Social Council and in the Second Committee and to the observation in paragraph 17 of the Advisory Committee's report (A/3933) regarding the utilization of the additional appropriation, it would be preferable, for the time being, to maintain a distinction between the two sums in question. He recognized, however, that the question raised by the United Kingdom representative was worthy of reflection and that it would undoubtedly be desirable to return to it next year.

37. Mr. HILLIS (United Kingdom) said that he was willing to withdraw that part of his amendment relating to the budgetary administration of the appropriation under section 17 on the understanding that the matter would be examined at the next session.

38. Mr. MIRGHANI (Sudan) had understood that the Libyan representative had submitted a formal amendment raising the additional appropriation recom-

mended by the Advisory Committee to \$250,000, or, in other words, restoring the amount requested by the Secretary-General. Since that was apparently not the case, he would now like to submit an amendment to that effect himself.

39. The CHAIRMAN pointed out that as he had announced the beginning of the voting, the Sudanese amendment could not, under the rules of procedure, be accepted.

40. After an exchange of views in which Mr. SHAHA (Nepal), Mr. MIRGHANI (Sudan), Mr. KWEEDJIEHO (Indonesia), Mr. OPRESCU (Romania), Mr. HILLIS (United Kingdom), Mr. EL MESSIRI (United Arab Republic), Mr. MANGASHA (Ethiopia), Mr. URABE (Japan), Mr. Cecil KING (Liberia) and Mr. VENKATARAMAN (India) took part, the CHAIRMAN said that he would put to the vote the United Kingdom amendment which as it now stood proposed only that the additional appropriation recommended by the Advisory Committee under section 17 should be reduced to \$150,000. If that was not adopted, he would ask the Fifth Committee to decide by a vote whether it wished to authorize the Sudanese representative to submit his amendment.

The United Kingdom amendment was rejected by 44 votes to 18, with 4 abstentions.

The Committee decided to authorize the Sudanese representative to submit his amendment by 29 votes to 21, with 15 abstentions.

41. Mr. MIRGHANI (Sudan) formally proposed that the additional appropriation recommended by the Advisory Committee should be increased to \$250,000.

The Sudanese amendment was rejected by 39 votes to 20, with 8 abstentions.

42. The CHAIRMAN called for a vote on the Advisory Committee's recommendation for an additional appropriation of \$200,000 under section 17 (A/3933, para. 17).

The recommendation was approved on first reading by 53 votes to 1, with 13 abstentions.

43. Mr. URQUIDI (Mexico) said that he had voted in favour of the appropriation of \$300,000, but against the additional appropriation, for the reasons of principle which he had already indicated. In the opinion of the Mexican delegation the original appropriation of \$300,000 was destined exclusively for public administration as such and could not be used for the purposes of the international administrative service.

#### AGENDA ITEM 52

**Offer by the Government of Chile of land in Santiago to be used as office site for the United Nations and other international organizations: report of the Secretary-General and observations thereon by the Advisory Committee on Administrative and Budgetary Questions (A/3952, A/3972, A/C.5/L.524) (concluded)\***

**Draft report of the Fifth Committee to the General Assembly (A/C.5/L.524)**

44. Mr. QUILJANO (Argentina), Rapporteur, submitted the draft report (A/C.5/L.524).

The draft report was adopted.

The meeting rose at 5.30 p.m.

\*Resumed from the 673rd meeting.