

are almost impossible to establish. How important are budgetary considerations in reaching a decision on whether to recognize Communist China, join the Organization of American States, or provide military assistance to a foreign power?

Similarly, after a mission has been established, is it possible to use quantitative measures to evaluate the effectiveness of its senior staff - or the need for greater or lesser staff? Granted these judgments have to be made. The only question we are raising is whether program budgeting helps in this process. Is there a danger that if criteria were found that could be expressed in quantitative terms, there might be a tendency in arriving at a difficult decision to rely too heavily on such criteria at the expense of more important but less tangible considerations?

We do not believe that there are any simple answers to these questions. On the one hand, they raise a reasonable doubt concerning the wisdom of attempting to apply this technique in its most sophisticated form to an operation like External Affairs. On the other hand, there can be little doubt concerning the value of the organized and disciplined approach that the use of program budgeting brings to the decision making process and the establishment of priorities between alternative uses of resources.

Definition of Programs

If we accept the premise that program budgeting, even if in a somewhat modified or rudimentary form, can be helpful in the planning and control of the Department's operations, the next question that arises concerns the most meaningful definition of programs and activities for this purpose.