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NO. 60 CANADA AND TECHNICAL ASSISTANCE

INTRODUCTION

Article 55(a) of the Charter of the United Nations states:

"with a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the rights and self-determination of the peoples, the United Nations shall promote ... high standards of living, full employment and conditions of economic and social progress and development ...".

After the end of the Second World War it became apparent that assistance, in the form of economic aid, technical training and expert advice would be necessary to implement these aims of the Charter by helping to raise the very low standard of living of the peoples in areas of the world where the natural resources have been little developed. It is the object of technical assistance to aid the governments of these countries to use to the full these natural resources by finding means to increase food production, improve health standards, develop their communications and transportation systems, and train efficient public administrators.

It is hard for us with our western standards of well-being to imagine the hunger and poverty which exist in some of these lands. In India, for example, the diet of the people consists almost entirely of cereals, and in the rationed urban areas they eat only about 12 ounces of such food grains a day. In many other parts of the country the peasants are forced to subsist on even less. Such an essential food as milk is almost unknown.

REGULAR TECHNICAL ASSISTANCE PROGRAMMES OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

To begin the task a small portion of the regular annual budget of the United Nations, and of certain of the Specialized Agencies, was allocated for the provision of technical assistance. In 1946 the Food and Agricultural Organization (FAO) sent a body of technicians to Greece to study and to develop means of reconstructing the war-ravaged agricultural economy of that country. In 1948 a combined mission of experts from the United Nations and some of the Specialized Agencies was sent to Haiti, at that country's request, to carry out a survey of its economy and to recommend measures for its development. The World Health Organization (WHO) has been active in establishing, in co-operation with the local governments, health centres for the study and treatment of specific diseases in countries of South America, the Middle East and South and South-East Asia.

To provide funds for technical assistance the General Assembly of the United Nations in 1948 allocated over a quarter of a million dollars of the regular budget to provide fellowships, expert advice and other types of technical assistance to the under-developed countries of the world. The following year the amount was doubled and the programme was put on a continuing basis. Similarly, varying amounts have been reserved in the annual budgets of the Specialized Agencies, for the past few years, for the same purposes.

One of the most striking examples of technical assistance, rendered jointly by the United Nations and the Specialized Agencies, was a mission of international experts, sent to Bolivia in 1950 to carry out a complete survey of that country's public administration, economy and natural resources. The success achieved by this mission, which was headed by Dr. H.L. Keenleyside, a former Canadian Deputy Minister of Resources and Development, was so apparent that it resulted in the adoption by the Government of Bolivia of many of the far reaching measures recommended in its report. These included the temporary appointment within the Bolivian Government of certain international experts of the United Nations who worked in close collaboration with senior government officials of the country.

POINT FOUR PROGRAMME OF THE UNITED STATES

As the success of these early programmes had demonstrated the need for larger and more comprehensive programmes of technical assistance it became apparent that the problem of raising the standard of living of more than half the world's population would have to be tackled on a vaster scale. On January 20, 1949, President Truman recognized the urgency of the situation when, in a message to Congress, he stated that the United States

"must embark on a bold new programme for making the benefits of our scientific advances and industrial progress available for the improvement and growth of the under-developed areas."

President Truman went on to say:

"We invite other countries to pool their technological resources in this undertaking. Their contributions will be warmly welcomed. This should be a co-operative enterprise in which all nations work together through the United Nations and its Specialized Agencies, whenever practicable."

Since this statement was the fourth point of the President's survey of United States Foreign Policy, United States activities in the field of technical assistance have since become popularly known as the "Point Four Programme".

The Point Four Programme was set up by the Technical Co-operation Administration, under the direction of the Department of State. Through the Technical Co-operation Administration, United States aid, in the form of grants for economic development and the provision of technical assistance, has been extended to under-developed countries throughout the world. Because of its natural interest in the nations of South America, a large portion of United States aid has been devoted to

these countries. More recently all United States aid, in the form of economic grants and technical assistance, was placed under the direction of the Mutual Security Administration, headed by Mr. Averell Harriman.

UNITED NATIONS EXPANDED TECHNICAL ASSISTANCE PROGRAMME

In accordance with President Truman's suggestion that technical assistance "should be a co-operative enterprise in which all nations work together through the United Nations and its Specialized Agencies, whenever practicable" the United States Delegation to the 9th Session of the Economic and Social Council, in 1949, took the initiative in calling upon the Council to prepare an expanded version of the regular technical assistance programmes. After this proposal had been debated by the representatives of the 18 member states on the Economic and Social Council, a resolution was adopted urging the members of the United Nations to support an expanded version of the regular technical assistance programmes. This recommendation was accepted by the 4th Session of the General Assembly in November 1949. Although voting in favour of the resolution in the General Assembly the Soviet Bloc has made no contribution to this programme.

At the 4th Session a budget of 20 million dollars, for the period July 1, 1950 to December 31, 1951, was approved. This Special Fund, representing the contributions of 31 nations, is allocated to the United Nations and the Specialized Agencies, taking part in the Expanded Programme, on a percentage basis. The greater portion of the Special Fund goes to the Food and Agricultural Organization (FAO), the World Health Organization (WHO), and the Technical Assistance Administration of the United Nations.

Technical Assistance Administration of the United Nations

This Administration was set up in 1950 to handle all United Nations activities in the sphere of technical assistance. These activities are concerned primarily with the setting up of administrative or social welfare services, statistical services and development planning for industrial and natural resources, which fields are not covered by the Specialized Agencies. Because of his understanding of the problems involved, Dr. H.L. Keenleyside was chosen as Director-General of this new Administration. He is directly responsible to the Secretary-General of the United Nations and holds the personal rank of an Assistant Secretary-General.

Technical Assistance Board and Technical Assistance Committee

To co-ordinate the activities of the Expanded Programme and to plan the budget for each year's operations a Technical Assistance Board has been set up, comprised of the executive heads of the Specialized Agencies taking part in the programme, [the Food and Agricultural Organization (FAO), the World Health Organization (WHO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Labour Organization (ILO), and the International Civil Aviation Organization (ICAO)] and of the Director-General of the Technical Assistance Administration. The Technical Assistance Board, whose chairman is the Assistant Secretary General of the United Nations for Economic Affairs, reports at each session of the Economic and Social Council, through the Technical

Assistance Committee, which is composed of the representatives of the 18 member countries of the Economic and Social Council. The recommendations of the Economic and Social Council concerning the conduct of the Expanded Programme are considered by the General Assembly at its annual sessions.

The United Nations Expanded Technical Assistance Programme is thus a joint enterprise of the United Nations and the Specialized Agencies to extend the benefits of technical assistance to the under-developed countries of the world. Because of the supervision exercised by the Technical Assistance Board a higher degree of co-ordination has been achieved amongst the technical assistance programmes of the United Nations and the Specialized Agencies than was heretofore possible when each Organization had its own separate programme.

CANADIAN PARTICIPATION IN THE UNITED NATIONS EXPANDED TECHNICAL ASSISTANCE PROGRAMME

As a member of the Economic and Social Council, and thus of the Technical Assistance Committee, Canada has always taken a keen interest in the effective planning and co-ordination of the various technical assistance programmes.

In addition to providing \$850,000 for the first 18 months' period of the Expanded Programme, Canada has given tangible evidence of its desire to co-operate in a practical manner in implementing the Expanded Programme. Since the commencement of the Programme on July 1, 1950, 43 United Nations fellows have undergone training in Canada, in such fields of study as public administration, hydro-electric power development and social welfare. Fifteen are at present studying in Canada, 28 have already completed their courses and an additional 10 are expected in the near future. These fellows have come from such widely separated countries as India, Pakistan, Cuba, Finland, Brazil, Uruguay, Iran, Burma, Venezuela and the British West Indies.

In addition to providing training facilities for the United Nations fellows, 24 experts from Canada have gone, under the Expanded Programme, to such countries as Chile, Libya, Burma and Ethiopia.

COLOMBO PLAN FOR CO-OPERATIVE ECONOMIC DEVELOPMENT IN SOUTH AND SOUTH-EAST ASIA

"In a world racked by schism and confusion it is doubtful whether free men can long afford to leave undeveloped and imprisoned in poverty the human resources of the countries of South and South-East Asia which could help so greatly, not only to restore the world's prosperity, but also to redress its confusion and enrich the lives of all men everywhere."
(From the closing paragraph of the Report on the Colombo Plan, published by the Commonwealth Consultative Committee, September - October 1950).

As a result of a meeting held in London in September 1950 by the Governments of Australia, Canada, Ceylon, India, New Zealand, Pakistan and the United Kingdom a report on the Colombo Plan for Co-operative Economic Development in South and South-East Asia was published. Its opening paragraph contains this statement:

"During the past five years political events have moved fast in South and South-East Asia. Changes have taken place on a scale hardly preceded in world history. Independent Governments have come into being, supported by democratic institutions and imbued with enthusiasm for the future welfare of their countries. The horizon of thought and action in the economic as well as the political field has been greatly extended, and Governments are grappling with the problem of promoting the economic improvement which is indispensable to social stability, and necessary to strengthen their free institutions. It is of the greatest importance that the countries of South and South-East Asia should succeed in this undertaking. The political stability of the area, and indeed of the world, depends upon it, and nothing could do more to strengthen the cause of freedom."

As evidence of its sympathy with and understanding of the aspirations of the newly independent states of South and South-East Asia, Canada has welcomed the inauguration of the Colombo Plan, which provides for economic aid and technical assistance to the countries of that area.

The Colombo Plan comprises two programmes, one a capital development programme, which will provide capital and necessary equipment for certain specific projects in the countries of the area, and the other a technical assistance programme.

The capital development programme has been drawn up to cover a six year period and to achieve its purposes will need capital amounting to over five billion dollars. It is expected that two billion dollars will be raised amongst the countries of the area. For the first year of the capital development programme Canada has appropriated 25 million dollars and this amount has been allocated between India and Pakistan, \$15 million going to India and \$10 million to Pakistan.

Agreement has been reached with Pakistan on a number of projects which are eligible for Canadian assistance during the first year of the Colombo Plan. They include such items as mechanical equipment for a large-scale colonization project in the Thal area for the resettlement of refugees; an experimental livestock farm; equipment for an irrigation project in East Bengal; harbour equipment and railway and marine workshop equipment, etc.

As for India, discussions are still continuing between officials of the two countries regarding certain projects, but it has been agreed that, of the fifteen million dollars allocated to that country, ten million dollars will be used for Canadian wheat to alleviate hunger in those areas threatened by famine. The proceeds of the sale of this wheat by the Indian Government to private distributors will be used for the internal financing of specific capital development projects, to be agreed upon by both governments.

COLOMBO PROGRAMME FOR TECHNICAL CO-OPERATION IN SOUTH AND SOUTH-EAST ASIA

As its first meeting at Sydney, Australia, in May 1950, the Commonwealth Consultative Committee, composed of

Australia, Canada, Ceylon, India, New Zealand, Pakistan and the United Kingdom, stressed the urgency of the need for technical assistance to the countries of South and South-East Asia. This meeting achieved substantial results and in the words of Mr. Layhew, the Minister of Fisheries, who represented Canada,

"It was decided to inaugurate, without delay, a Commonwealth Technical Assistance Scheme for the area to organize technical assistance on a bi-lateral basis between governments. The aggregate of assistance involved would be eight million pounds sterling for a period of three years."

As its contribution to this technical assistance scheme, which is now known as the Colombo Programme for Technical Co-operation in South and South-East Asia, the Canadian Government decided to make available a grant of \$400,000 for the first year of the three year period.

The Colombo Programme for Technical Co-operation is an integral part of the Colombo Plan for Co-operative Economic Development in South and South-East Asia. It is at the same time supplementary to the activities under the United Nations Expanded Technical Assistance Programme in the area. Because of the magnitude of the problems with which they were confronted upon attaining independence, the Governments of India and Pakistan, in particular, considered that they could absorb capital and technical assistance over and above that being provided by the United States Point Four Programme, the United Nations and the Specialized Agencies.

It is hoped that all countries of the area will eventually co-operate in both the Programme for Technical Co-operation and the Colombo Plan for Co-operative Economic Development in South and South-East Asia. All interested Governments in this region have been invited to send representatives to the Council for Technical Co-operation, which sits in Colombo, Ceylon, and to join this body if they wish to take part in the scheme.

Constitution of the Council for Technical Co-operation

The Constitution of the Council states in its preamble that there is

"need for fullest co-operation with United Nations and other agencies providing technical assistance in the area, with a view to encouraging and speeding the provision of technical assistance from all sources ...".

In keeping with this objective, Canada has emphasized that the activities of the Programme for Technical Co-operation in South and South-East Asia should be co-ordinated as much as possible with those of the United Nations Expanded Technical Assistance Programme.

The Council, consisting of one representative of each co-operating government, may at any time admit to its membership a government which applies to co-operate under the scheme. It is responsible for organizing the provision of technical assistance in the following forms:

- (a) training of personnel from countries in the area in countries where suitable instruction is available,

and the despatch of missions abroad to study the latest techniques and developments;

(b) the provision of experts, instructors and advisory missions to assist in planning development or reconstruction, for use in public administration, in health services, scientific research, in agricultural, industrial or other productive activities and in the training of local personnel on the spot; and

(c) the provision of equipment required for training or use by technical experts in the region.

CANADIAN PARTICIPATION IN COLOMBO PROGRAMME

Canada is represented by a permanent representative on the Council for Technical Co-operation in Colombo, which supervises the Programme. In addition to the Council, a Technical Co-operation Bureau has been established in Colombo to handle all requests for aid under the Programme for Technical Co-operation.

The Government of Canada has been concerned from the very beginning with the need to give the programme momentum. This has made it necessary that Canada take the initiative in making offers to recipient countries. In making these offers the Government has been guided by two considerations: that these offers be in accordance with the requirements of the recipient countries; and that they be offers which, in the light of our recent extensive defence commitments, can be implemented. Offers of scholarships and fellowships in Canada and offers to receive technical missions to visit this country have been made with the above considerations in mind. The necessity for the provision of training in the countries of the area at elementary levels, however, has not been ignored and as the programme progresses it is hoped that the "grass roots" conception of the aid to be offered will be more and more emphasized. As the assistant Secretary-General for Economic Affairs for the United Nations, Mr. David Owen, has said:

"However real the demand for economic progress, the rendering of technical assistance encounters many difficulties. Some of these are inherent in the very conditions of economic under-development which technical assistance is designed to remedy. There is also sometimes an imperfect appreciation in the under-developed countries of the character of their total needs and a consequent misunderstanding as to the proper priorities to be assigned to projects of economic development. At the same time, the transference of the knowledge, skill, and experience of the developed countries is a far from simple operation and more experience will be needed to ensure the success of every operation undertaken."

With these considerations in mind, the Canadian Government has made the following contributions to the Colombo Programme for Technical Co-operation in its first year of operation.

In the first place it has offered 60 scholarships and fellowships to the countries of the area which are members of the Council for Technical Co-operation in Colombo.

The fields of study include agriculture, road and bridge construction, hydro-electric power development, public administration, social welfare and medicine. Of the total of sixty awards, twenty-five have been allocated to India, fifteen to Pakistan, ten to Ceylon, and ten to non-commonwealth countries which are members of the Council. Fourteen scholars and fellows from India have already arrived in Canada, fourteen from Pakistan and six from Ceylon. The others are expected to arrive by the end of December.

Secondly, Canada has received three technical Missions from India and Pakistan, one on highway and bridge construction, one on agriculture and one on hydro-electric power development. These three Missions, composed of approximately six senior government officials from India and three from Pakistan, have been conducted across Canada on tours, arranged by the appropriate Departments in Ottawa, in close co-operation with the governments of the various provinces.

Thirdly, Canadian technicians have been sent to countries, members of the Council for Technical Co-operation, which request aid through the Technical Co-operation Bureau in Colombo. Already in Ceylon, at the request of the Ceylonese Government, is an expert fisheries consultant from British Columbia, who will help develop the fishing industry in Ceylon. He will shortly be joined by a refrigeration engineer.

Requests covering a wide field of studies have been received and already progress has been made in providing the training requested. It is anticipated that as the extent of Canada's facilities becomes more widely known the number of Asians coming to Canada will be greatly increased.

ESTABLISHMENT OF CANADIAN GOVERNMENT SERVICE TO HANDLE TECHNICAL ASSISTANCE ACTIVITIES

To co-ordinate all Canadian activities in the sphere of technical assistance of "Technical Assistance Service" was set up in the Department of Trade and Commerce in December 1950. However, as the scope of Canada's contribution to the Colombo Plan for Co-operative Economic Development, to which the Government of Canada has allocated 25 million dollars for the first year, and as the manner in which Canada could most effectively contribute technical assistance to both the United Nations Expanded Programme and the Colombo Programme became more apparent, a new Division known as the "International Economic and Technical Co-operation Division" was established in the Department of Trade and Commerce. This Division, which has absorbed the functions of the Technical Assistance Service, will be responsible for all Canadian commitments with regard to the Economic Development aspect of the Colombo Plan, the Programme for Technical Co-operation in South and South-East Asia, and United Nations technical assistance programmes.

Mr. R.G. Nick Cavell of Toronto, a former Chairman of the Executive Committee of the Canadian Institute for International Affairs and an internationally known business man, with many years' experience in the Far East, has been appointed administrator of this Division. Through Mr. Cavell and his Division it is hoped to put to the most

effective use Canada's contribution to these programmes.

SUPPORT FROM ALL POLITICAL PARTIES

Leading members of all parties in the House of Commons have pledged their support to the Colombo Plan. In a radio address delivered over the CBC on January 9, 1951, Mr. Diefenbaker suggested that:

"Canada should make a contribution in proportion to her resources and capacity and \$50,000,000 a year would be well spent. It would be cheap insurance for Canada, for the opinion of Asiatic representatives was that this plan, if it be launched in time, would do much to halt communism in Asia."

On February 1, 1951, the Leader of the C.C.F., Mr. Coldwell, stated that he thought the Colombo Plan was

"the most imaginative plan ever adopted by the Commonwealth countries ... I am glad that the Government is going to place before us proposals in conformity with the Colombo Plan. I hope that the proposals, if they are sufficiently effective, will be supported by all people throughout the country."

On February 2, 1951, the Secretary of State for External Affairs stated:

"We must also do what we can to improve the economic conditions and human welfare in Free Asia. We must try to work with, rather than against, the forces struggling for a better life in that part of the world. Such co-operation may in the long run become as important for the defence of freedom - therefore for the defence of Canada - as sending an army to Europe in the present immediate emergency. Many members in the House will have read the Colombo Plan for Co-operative Economic Development in South and South-East Asia. This imaginative and I think well-founded report ... points the way to the kind of effective assistance which we in the west can offer to the free peoples of Asia. They stand in very great need of capital for economic development and of technical assistance."

Again on February 21, 1951, Mr. Pearson outlined to the House of Commons the Government's programme for implementing its share of the Colombo Plan. He said then that:

"We have been conscious that Canadians, as individuals - and this has been clearly reflected in the press from one end of the country to another - wish to contribute to the success of this Plan ...".

LOOKING AHEAD TO THE FUTURE

In line with Canadian policy of stressing, through our representatives to the United Nations and the Economic and Social Council and to the Council for Technical Co-operation in Colombo, the need for co-ordination, at all levels, of the various technical assistance programmes in the under-developed areas of the world, the Canadian delegation to the recent Thirteenth Session of the Economic and Social Council, in Geneva, warmly supported the proposals discussed

in the Technical Assistance Committee that greater efforts be made to co-ordinate technical assistance at the country level, and that a greater degree of co-ordination with the Colombo Programme and the United States Point Four Programme be achieved. The Canadian Delegation urged the appointment of a United Nations Liaison Officer at Colombo to help implement these recommendations.

Now that the various technical assistance programmes have gained momentum it is generally recognized that training in the elementary skills of agriculture, mechanics, and administration is most sorely needed. The principles on which the Canadian Government based its original decision to participate in the Colombo Programme for Technical Co-operation were that technical assistance should be used to increase food supplies, improve health and social standards, make administrative services more efficient, and develop essential natural resources. These can perhaps best be achieved by:

- (1) projects involving the training of leaders in modern agricultural methods, fisheries techniques and co-operatives;
- (2) the establishment of basic training projects at a foreman level in the recipient countries;
- (3) the training of junior civil servants in office routine and management, either in Canada or by sending qualified Canadians to those countries to offer courses and the benefit of their experience;
- (4) the establishment of pilot projects or demonstration plants, in the recipient countries, which must involve close co-ordination with the capital assistance scheme of the Colombo Plan for Co-operative Economic Development, the United Nations Expanded Technical Assistance Programme and the Point Four Programme of the United States.

To be fully effective, Canada's contribution to these far sighted schemes must have the understanding and backing of the Canadian people. Voluntary associations and organizations, business and industry, provincial and federal government departments, and above all, the average Canadian can help the technical assistance programmes of the United Nations, the Specialized Agencies and the Colombo Plan achieve their aim of raising the standard of living of the depressed areas of the world by helping to find the right type of Canadian expert to go abroad under any of these programmes and by ensuring that the nationals of countries, whom we are helping, are welcomed into the Canadian family.

In his message to the Canadian people on United Nations Day the Prime Minister of Canada said:

"The international technical assistance programmes continue to expand. The task which lies ahead is enormous. Poverty, sickness and ignorance have always been a breeding ground for mistrust and war; and it is regrettable that the Cominform countries have refused to participate in this work of building a better world. Canada, together with other free countries, will, however, continue actively to support these activities."