



Wednesday, 13 December 1972,
at 8.30 p.m.

Chairman: Mr. Motoo OGISO (Japan).

In the absence of the Chairman, Mr. Cleland (Ghana), Vice-Chairman, took the Chair.

AGENDA ITEM 83

United Nations salary system: report of the Special Committee for the Review of the United Nations Salary System (continued) (for the documentation, see 1550th meeting)

1. Mr. PASHKEVICH (Byelorussian Soviet Socialist Republic) considered that the Special Committee for the Review of the United Nations Salary System had performed extremely useful work. It made recommendations on such important questions as the increase in United Nations salaries by 15 per cent above those paid by the United States federal civil service. Some of the conclusions and recommendations of the Special Committee might well be implemented immediately; others required further elaboration. Because of the wide range of questions with which it had to cope, the Special Committee had been understandably prevented by lack of time from resolving all the issues. Nevertheless, it had conducted its work very rationally, concentrating on certain key questions relating to the salary system, such as the base salary scale of the Professional category and above and the system of post adjustments. The solution of those two issues alone would eliminate many of the difficulties relating to the salary system. The Special Committee had confirmed that the staff of a common international civil service, as defined in the Charter, should be paid according to a common scale, and that such a scale should be established on the basis of the corresponding national practice in the United States federal civil service, so as to ensure the application of an outside standard of comparison in order to justify changes. His delegation was prepared to endorse that view in the absence of a better system. The most complex question was the correct correlation between the emoluments of the United Nations staff and those of the United States federal civil service. The Special Committee recommended that the level of emoluments (consisting of base salary, post adjustment and allowances for dependants) which prevailed at Headquarters should not exceed the net salary of the equivalent United States federal civil service by more than 15 per cent—that amount being an adequate compensation for expatriation. His delegation considered that such an amount was adequate, especially in view of the installation grant and other allowances received by expatriates on their arrival.

2. The Special Committee's recommendation that there should be no distinction between the basic salary of expatriates and non-expatriates was perhaps correct: it was clear that expatriates in New York were attracted by the normal levels of United States civil service salaries, which in any case were to be increased by 15 per cent. It was also logical that, although non-expatriates at levels P-1 to P-5 entering service with the United Nations in many cases came from a civil service with the highest salaries, their salaries in their former posts were not higher than those they received in the United Nations. An additional increase in the salaries of non-expatriates by 15 per cent would make service with the United Nations attractive.

3. For both expatriates and non-expatriates, a single principle would operate—equal pay for equal work. As the Special Committee pointed out, both types of staff received allowances and benefits which together amounted to 25 per cent of the total payroll.

4. Turning to the question of post adjustments, he said that the system seemed on the whole to be justified; in its practical application, however, there were a whole series of anomalies. Firstly, certain statistical formulae were applied which, without the corresponding additional analytical basis, led in some cases to the establishment of artificially high levels of post adjustment. Secondly, the statistical services of the Secretariat responsible for calculating post adjustments did not use a direct method of comparison of the cost of living, but rather a system of double calculation. For example, in calculating the cost of living of staff employed at Bangkok, that city was first compared with New York and the post adjustment thus obtained was revised on the basis of data relating to Geneva. Such a double operation undoubtedly raised the level of post adjustment. Thirdly, the statistical services employed methods of collecting data on the cost of living which were not entirely acceptable: the data were collected by agents who frequently had no practical experience or specialized knowledge and were recruited by the resident representatives of UNDP, who co-ordinated their work. He found it quite surprising that United Nations staff members themselves should be allowed to carry out cost-of-living comparisons which had a direct bearing on their own salaries. Furthermore, his delegation could not understand the reason for the transfer in 1956 of the base city from New York to Geneva, when all the elements of the post adjustment system operated as before. In all probability, the answer lay in what had happened to the basic scale—it had been applied to Geneva without any substantial changes, but the cost of living there at that time was 19 per cent lower than in New York.

At the same time, New York had automatically been reclassified to a class-4 post adjustment.

5. His delegation had deliberately given more attention to the post adjustment system, because it felt that that system deserved greater criticism than did the Noblemaire formula, and that its drawbacks had significantly contributed to the anomalies in the salaries of international staff members.

6. The documents before the Committee reflected the serious deficiencies of the United Nations salary system. Some of those deficiencies were obvious, and did not call for further research. In his delegation's view, efforts must be made at the earliest opportunity to put an end to comparisons in the cost of living in different cities via a third city; such comparisons should be carried out on a direct basis, since the use of a third city as an intermediate stage of comparison usually led to a rise in the level of post adjustment. When Geneva was used as the base city in calculating salary scales, data on the cost of living used in the calculation should relate to Geneva. When New York was taken as the base city, all comparisons must be carried out using that city as a base, without intermediate comparisons using data from Geneva.

7. Furthermore, the statistical services responsible for comparative studies on the cost of living—in other words, the competent organizational units of the ILO and the United Nations Statistical Office—should be unified. That would contribute to a more rational utilization of available staff and a harmonious functioning of the salary system within the United Nations family. His delegation also considered that staff members should not take part in the collection of data for comparative cost-of-living studies which had a direct bearing on their own salaries.

8. His delegation fully endorsed the Special Committee's proposal for the establishment of an intergovernmental commission. Such a commission would need to formulate a plan for classifying the United Nations Secretariat staff, and to work out exhaustive criteria for the comparison of functions in the Secretariat with those in the United States federal civil service. The satisfactory solution of those basic questions would be a starting point for further improvement in the salary system.

9. His delegation stressed that the proposed intergovernmental body should be established on the basis of the recommendations put forward by the Special Committee. Much expenditure had already been incurred by the Special Committee, and it would be highly inadvisable for the new body to begin its work from scratch. Its expenditure should therefore be lower than that incurred by the Special Committee.

10. In conclusion, his delegation regretted that the Fifth Committee had not considered the more important recommendations of the Special Committee, or taken the necessary decisions on them. Those recommendations were extremely important because questions relating to the salary system would invariably arise in the future.

11. His delegation understood that an improvement in the salaries of United Nations staff members would in no way infringe their basic rights and privileges, which were completely protected by the recommendation for a 15 per cent increase in the net salary level as compared with that prevailing in the United States federal civil service.

12. Mr. FAROOQ (Pakistan) said that he would restrict his comments to draft resolution A/C.5/L.1099 and to points raised by previous speakers, particularly the representative of Ghana, in connexion with setting up the proposed international civil service commission.

13. Commenting first on the suggestion made by the representative of Hungary at the previous meeting that the Special Committee's report (A/8728 and Corr.1) should be kept on the agenda of the twenty-eighth session to enable members to discuss it in greater detail, he said that his delegation was not sure whether a full discussion on that voluminous report would be helpful. Furthermore, while he had no wish to belittle the valuable contribution made by the Special Committee, he felt that, even in 1973, the Fifth Committee might not have time to consider the report in detail. Consequently, the report should be referred to the proposed commission, which would be an expert body competent to decide on questions left unanswered by the Special Committee.

14. The main question before the Committee was the establishment of the international civil service commission. One school of thought held that it should be an intergovernmental body, while the other felt that an expert body would be preferable. In his delegation's view, the Commission should be an expert body whose members should be selected on the basis of their personal experience and qualifications. He stressed that, since the Special Committee was an intergovernmental body and the subject-matter was highly complex, the recommendations made by that Committee should be considered at the expert level.

15. Commenting on the idea that Member Governments should be involved in the selection of the members of the commission, he remarked that the procedure suggested by the Advisory Committee on Administrative and Budgetary Questions and the Secretary-General, as well as by ICSAB, ensured that experts of high standing would be selected and would be subject to approval by the General Assembly. The recommendations of the commission itself would also be subject to intergovernmental approval, since it would be responsible to the General Assembly.

16. As the representative of the United Kingdom had said, the common system was now at a turning point in its history: the decision to be taken would either streamline and strengthen the common system, or undermine it. That decision required the confidence of all the parties concerned. In his delegation's view, the common system symbolized the universal approach in regard to the employment of international civil servants consistent with the requirements of Article 101 of the Charter. The standards required by the United

Nations Secretariat were not comparable to those in national civil services. The President of FICSA had drawn attention to the disadvantages of employment in the international civil service; monetary benefits were no compensation for the loss of cultural values and alienation from one's heritage. The Secretariat should be paid well if it was to be really efficient. The national civil services had certain other advantages, such as better opportunities for promotion and possibly higher rates of pension; and above all, there was security of service, since the staff of national services were open to less criticism, and did not live in the constant apprehension created by the financial situation of the United Nations. The common system should be strengthened for yet another reason: as had been emphasized at the UNITAR Conference on the future of the United Nations Secretariat held in May 1972, there should be greater mobility of staff throughout the United Nations system as a means of improving career development; and greater mobility demanded an improvement in the common salary system.

17. Turning to draft resolution A/C.5/L.1099, he thanked the sponsors for their initiative. His delegation agreed with the provisions of the draft, but felt that the sponsors should have included a word of appreciation for the valuable work done by ICSAB over the years, particularly as the adoption of the draft resolution would entail the automatic dissolution of that body when the new commission was established.

18. As to the operative part of the draft resolution, his delegation was inclined to support the amendment submitted by India (1550th meeting) to paragraph 3 relating to comments by the Advisory Committee. However, he wished to insert, after the words "deem necessary" in paragraph 3, the words "including consultations with the representatives of the staff". The same words should also be inserted in paragraph 4, after the words "appropriate consultations".

19. While agreeing with the recommendations of the Advisory Committee in paragraphs 13 and 17 of its report (A/8914), as well as with the recommendations of ICSAB (A/8728 and Add.1) and the Secretary-General's proposal regarding the new commission (A/8839/Add.1), his delegation endorsed the points raised by the representative of Ghana (1550th meeting). The commission should be composed of 13 highly qualified members who would enjoy a status commensurate with their functions in order to ensure that they were absolutely independent. In the selection of the commissioners, the principle of rotation should be applied scrupulously to ensure that experts were of as many nationalities as possible; furthermore, a two-year tenure seemed reasonable. His delegation was not in favour of a permanent chairman, and would suggest a more flexible procedure whereby the chairman would be selected by the commission itself every year and would be eligible for re-election if the members of the commission so desired. Although the main reason for having a permanent chairman might be for purposes of continuity, that matter should be for the commission itself to decide. It was also important to ensure geographical balance in the composition of the commission.

20. His delegation would vote in favour of draft resolution A/C.5/L.1099 and would be glad to become one of its sponsors.

21. Mr. OFER (Israel) said it was his delegation's view that the report of the Special Committee clearly indicated that it had made a major effort in a relatively short time to carry out its assigned task. The mass of information assembled and the analysis of the problems encountered in the administration of the United Nations common system bore testimony to the Special Committee's arduous labours. Nevertheless, it was also clear from the report that the Special Committee had not been able to complete its task. As a result, the General Assembly could not take action at the current session on the substance of the report.

22. An examination of the report indicated that the procedures followed by the Special Committee were not in all cases in conformity with established United Nations traditions. Firstly, it was inherent in the Charter that, in matters of administration, close co-operation between the chief administrative officer and the organs established by the General Assembly was an essential prerequisite for workable solutions; that elementary principle should be reflected at future stages in the salary review. Secondly, the United Nations common system comprised organizations each of which had its own constitution and its own intergovernmental governing body. Although the specialized agencies and IAEA had concluded agreements with the United Nations, they were autonomous entities, and an effective review of the common salary system therefore required full consultation with them. Thirdly, it was now universally recognized that good management demanded full consultation with the employees in matters affecting them. That should be an indispensable part of any resumed salary review.

23. In the light of those conclusions, his delegation attached special importance to the manner in which the next stage of the review was to be conducted. It agreed with the recommendations of the Advisory Committee that the international civil service commission should be established with effect from 1 January 1974. While recognizing the difficulties that the proposals put forward by the Secretary-General and the Advisory Committee were designed to overcome regarding the size of the commission, his delegation believed that the scope of the work envisaged warranted one full-time chairman and no more than a few part-time members to be convened for the purpose of considering broad issues of policy and adopting proposals to be submitted to the General Assembly.

24. His delegation expected that the Secretary-General in his report to the General Assembly at its twenty-eighth session would set out detailed provisions regarding the composition, method of appointment, functions and working procedures of the commission. In order to avoid some of the procedural difficulties that had attended the work of the Special Committee, such a statute should include: firstly, precisely defined terms of reference couched in language applicable to the administrative system of the United Nations; sec-

only, rules relating to the consultative process, with a clear definition of the entities to be consulted and the level at which such consultations would take place, with due regard to the right to be consulted in all cases.

25. His delegation also hoped that, after the commission's scope of work and authority had been defined, it would be possible to determine the order of priorities in the exercise of its functions, with special attention to the procedure by which the commission would take up any given question, either on its own initiative or on that of others. Reference should also be made to the extent, if any, to which the commission should be authorized to draw on outside expertise. Equally, it would be useful to define the obligations of the administrations in the United Nations family to furnish special studies which the commission might request, particularly in view of the possible financial implications.

26. His delegation would support any draft resolution which took account of those objectives.

27. Mr. GARRIDO (Philippines) thanked the representative of Indonesia for introducing draft resolution A/C.5/L.1099, which the Philippine delegation had sponsored.

28. His delegation was pleased that the discussion of the Special Committee's report was being confined at the present stage to the establishment of the proposed international civil service commission. It considered the time-table in paragraph 14 of the Advisory Committee's report to be acceptable, and hoped that the Secretary-General and other members of ACC would submit their recommendations before the start of the twenty-eighth session.

29. His delegation opted for a strong and independent commission which would formulate and apply in the most rational and judicious manner the principles of personnel administration in the common system.

30. His delegation agreed that the proposed body should be composed of 13 members of proved expertise, experience and qualifications, to be appointed by the General Assembly, and selected by geographical distribution on the following basis: 5 permanent members of the Security Council, 2 members from Africa, 2 from Asia, 2 from Latin America, 1 from the socialist countries and 1 from Western Europe. If there were more than 13 members, the commission might become unwieldy and its work might be hampered. As to the appointment of the members, his delegation agreed with the outline proposed by the Advisory Committee in paragraph 13 of its report.

31. The commission should be an independent body accountable to the General Assembly. It should be free from the direct or indirect influence of Governments of Member States so that it could function effectively. His delegation could not agree with the Special Committee's recommendation that it should be established as a subsidiary organ of the General Assembly.

32. His delegation wished to suggest that, in drafting a statute for the commission, the Secretary-General should consider the possibility of setting up a board of examiners in the commission to take charge of the competitive examinations for staff recruitment. His delegation felt that such a board could consist of three full-time commissioners; alternatively, for reasons of economy and establishment of responsibility, the Advisory Committee's view that only the chairman should be a full-time member was acceptable.

33. Lastly, until the commission was operational, ICSAB should continue to function.

ADMINISTRATIVE AND FINANCIAL IMPLICATIONS OF DRAFT RESOLUTIONS I, IV AND VI SUBMITTED BY THE SECOND COMMITTEE IN DOCUMENT A/8901 CONCERNING AGENDA ITEM 47* (A/8708/ADD.23, A/C.5/1487 AND CORR.1 AND 2, A/C.5/1491, A/C.5/1492)

34. The CHAIRMAN welcomed Mr. Strong, Secretary-General of the United Nations Conference on the Human Environment, and invited the Committee to consider the question of the administrative and financial implications of draft resolutions I, IV and VI submitted by the Second Committee concerning the United Nations Conference on the Human Environment (A/8901, para. 72). The statements of the Secretary-General on that subject are contained in documents A/C.5/1491, A/C.5/1487 and Corr.1 and 2 and A/C.5/1492, respectively.

35. Mr. RHODES (Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the Advisory Committee's report (A/8708/Add.23), said he would first take up the implications of draft resolution IV, which dealt with the international machinery established in connexion with preserving the human environment. In that resolution, the Second Committee recommended the establishment of a small secretariat to serve as a focal point for environmental action and co-ordination within the United Nations system. As the Advisory Committee stated in paragraph 5 of its report, the function of that secretariat would not be operational but rather one of co-ordination and direction, under the guidance of the governing council. It went on to state that the size of the secretariat could not be considered in isolation from the likely resources to be made available from the environment fund, which the secretariat would administer. The Secretary-General envisaged that contributions to the fund might amount to some \$10 million in 1973, rising to some \$30 million annually by 1977, and he estimated that, in 1973, about a dozen posts financed from the fund would be added to the environment secretariat.

36. In paragraphs 6 and 7 of its report, the Advisory Committee pointed out that the proposed manning table showed a heavy concentration of posts at the senior levels. It recognized that the nature and scope of the responsibilities of the new secretariat were such as

* United Nations Conference on the Human Environment: report of the Secretary-General.

to justify an abnormally large number of senior posts, but, even so, it had been concerned about the proposal for 2 posts at the Assistant Secretary-General level. However, the Secretary-General had given his assurance that the environment secretariat would be sufficiently distinctive to ensure that the creation of those 2 posts would not have repercussions in other parts of the Organization. On that understanding, the Advisory Committee did not object to the proposed number, table, and had confined itself, in paragraphs 10, 11, and 12 of its report to recommending certain *in vivo* economies. If accepted, its recommendations would, as stated in paragraph 13, reduce the estimate for financial implications in 1973 by \$87,500, down to \$2 million.

37. He pointed out that the figures he had given were those for 1973, the first year of the new secretariat, and that in a full year the cost would be a little higher, about \$2.2 million. Moreover, in five years there would be new accommodation costs and the Secretary-General should consider the advisability of constructing a new building in Nairobi and referring the matter to the General Assembly at the next annual session.

38. With regard to draft resolution VI, the Advisory Committee felt that IBRD and the Department of Economic and Social Affairs should have the necessary expertise to carry out the study called for and that no additional appropriations would be required.

39. Finally, it agreed with the Secretary-General's estimate that \$16,000 annually would be needed to implement the provisions of draft resolution I.

40. Mr. ODERO-JOWI (Kenya) noted that the budget proposals for the environment secretariat were of interest to his delegation not only because Nairobi had been selected as the site for the secretariat but also because the Declaration of the United Nations Conference on the Human Environment¹ represented the first attempt to reach agreement on new principles of international conduct and concerted action for the effective management of world resources. Following the visit of the Secretary-General's mission to Nairobi to discuss the modalities of the establishment of the secretariat, he had been instructed to inform the Secretary-General that the Kenya Government would offer the following facilities and concessions:

41. His Government would pay 50 per cent of the rent of 100 modern offices for five years, starting 1 January 1973, or until permanent headquarters could be built, whichever was earlier. That offer was equivalent to \$37,500 since the secretariat would require 25,000 square feet and the cost per square foot per annum of such space in Nairobi was \$3. It would provide the necessary acreage of suitable land on which the headquarters could be built. It would provide free conference premises until the permanent headquarters was built. The offer naturally did not include administrative services. It would provide up to the equivalent of \$50,000 for the establishment of the secretariat in Nairobi, which amount would be repayable over a

period to be negotiated. The money would be used to purchase equipment and furniture. It would help the secretariat to find housing for staff members. It would pay the entire maintenance cost of the conference premises and secretariat offices until the permanent headquarters was ready. It would consider making a contribution to the construction of the permanent headquarters; the details would be negotiated later. It would make every endeavour to provide concessionary terms for tele-, telephone and other communications facilities. It would of course grant the usual privileges and immunities to the secretariat and staff in accordance with the provisions of the relevant United Nations Convention, to which Kenya was a party. It would provide free to the United Nations two liaison officers to assist the secretariat in co-ordination with the Government of Kenya and Kenyan institutions.

42. Although Kenya was perhaps not in a position to provide everything required by the environment secretariat, the United Nations had a moral duty to establish itself in the third world, rather than concentrating in one or two developed regions. Although his delegation was concerned with the recommendations in documents A/C.5/1487 and Corr.1 and 2 and A/8702/Add.23 relating to staff and trends, it would not object to them, with one or two exceptions. Careful examination of document A/C.5/1487 and Corr.1 and 2 revealed that there seemed to be a conflict between the need for maximum economy and the demands of effectiveness. In seeking to resolve that conflict, effectiveness seemed to have been sacrificed. Moreover, owing to administrative and structural factors within the United Nations Secretariat, the special requirements of Nairobi had not been fully represented. The United Nations presence in Nairobi at that time was very slight, consequently, to regard the task as one of building on existing United Nations finance and personnel services, as had been done in paragraph 12 (a) of the document in question, was a mistake. It would have been better to assume that nothing existed and to start from scratch. Finally, the concept of a small-core secretariat, which had determined the funds to be allocated to the secretariat staff, had been interpreted statically, instead of dynamically in relation to the geographic location of the new secretariat. It would have been a different thing if that same concept had been applied to Geneva or New York, where United Nations facilities were already available. As matters stood, however, inadequate provision had been made for the secretariat and that was unfortunate.

43. Turning to the report of the Advisory Committee, he noted that although the Advisory Committee felt that the number of senior posts provided in the new secretariat was greater than would normally be appropriate in a unit of that size—even though they were justified in that case—he doubted whether there were, in fact, a sufficient number of such posts. Secondly, the recommendation that the Secretary-General should proceed gradually in building up the staff was unjustified. If the funds were available, the staff should be hired. The scope of work of the new secretariat had not yet been defined and to place such an inhibition

¹ See A/CONF.48/14 and Corr.1 and 2, chap. II.

on recruitment would handicap the new body from the very beginning. He would therefore like the Committee to agree that the new secretariat should have the option to expand recruitment during 1974 and 1975 if necessary. Although the Advisory Committee had shown in paragraphs 3, 10, 11 and 12 where economies could be made, prudence should be exercised, for the over-all disadvantages of reducing the estimates to \$2 million might outweigh the actual savings made. If there was true concern for the environment, it would be realized that there was no point in saving money if it meant that the secretariat would not be able to complete its recruitment in 1973. The original allocation suggested in document A/C.5/1487 and Corr.1 and 2 should be left and the secretariat should try to recruit staff as rapidly as possible so that it could begin work. Finally, although he was not entirely satisfied with allocation of staff, detailed consideration of that question could be postponed until the twenty-eighth session.

44. Mr. RYDBECK (Sweden) said that his delegation supported the budgetary proposals contained in document A/C.5/1487 and Corr.1 and 2 and felt that a reasonable balance had been struck between the need to economize and the need to implement the recommendations of the Stockholm Conference. The decision to establish a small, high-level co-ordination unit was, he felt, the best. With regard to the Advisory Committee's recommendation that the staff of the new secretariat should be built up gradually, he agreed with the representative of Kenya that that was a misconception of what was actually needed. With regard to the statement that it would be premature to assume that expansion of the staff financed from the regular budget would be necessary in 1974 and 1975, he pointed out that when the decision had been taken concerning the organizational arrangements, it had been decided that the new secretariat should be within the United Nations. The environment fund was an operational fund; it was clear therefore that such an expansion would have to be envisaged. Finally, every attempt should be made to locate the various United Nations units in Nairobi in the same building so that they could use the same facilities and communications services. Indeed, that principle should be applied wherever there were several United Nations organs in the same place. Summing up, he supported the Secretary-General's proposal with some reservations.

45. Mr. WANG Wei-tsai (China) said that his delegation was in favour of the establishment of the new secretariat at Nairobi, since so far there had been an unwarranted over-concentration of United Nations bodies in the United States of America and Western European countries. Consequently, it would support the financial expenditure involved in establishing the secretariat.

46. Mr. MSELLE (United Republic of Tanzania) agreed with the statement by the representative of China. When United Nations bodies dealing with problems of concern to the developing countries had been established in developed countries, the former had had confidence that the respective secretariats would deal appropriately with their problems. Therefore, he hoped

that the developed countries would have the same confidence now that the situation was reversed and that no decision would be taken to frustrate the establishment at Nairobi of the new secretariat. The financial implications of the new venture should be viewed within the context of the new policy of restraint initiated during the past year. The proposals contained in document A/C.5/1487 and Corr.1 and 2 had, of course, been the subject of much negotiation and compromise and, admittedly, over-estimating a budget was as bad as under-estimating it. Consequently, if the estimates proved to be insufficient, the Secretary-General of the United Nations Conference on the Human Environment could perhaps make further recommendations and the Secretary-General of the United Nations could then submit supplementary estimates to the General Assembly at its twenty-eighth session.

47. The Advisory Committee was only empowered to discuss the budget submitted by the Secretary-General; it could not say it was too meagre. Nevertheless, his delegation would not challenge the Advisory Committee, which based its attitude on certain assumptions. It assumed, for example, that estimated recruitment for a given period would be built up gradually over that period and the target figure might not even be reached. If, however, all recruitment was completed in the first month of the period, the Advisory Committee's assumption would be wrong and the Secretary-General would be entitled to point that out and submit a supplementary estimate.

48. He supported the suggestion made by the representative of Sweden that the Secretary-General should explore the possibilities of persuading some of the United Nations establishments in Nairobi to share premises. The matter had already been discussed by the Advisory Committee, CPC and the Economic and Social Council. The wording of paragraph 9 of the Advisory Committee's report (A/8708/Add.23) seemed to point in that direction.

49. He hoped that, in the light of the generous offers made by Kenya, which, like his own country was neither rich nor developed, other Member States would come forward with similar proposals, not only for the new environment secretariat but also for other United Nations establishments.

50. Mr. MANI (India) said that, although a number of unforeseeable factors were involved, the Secretary-General's budget estimates were realistic and assumed the need for the new enterprise to get off to a good start. Although the Advisory Committee's report criticized the heavy concentration of posts at upper levels of the proposed manning table, the new body required high-level staff to ensure its effectiveness. If it was to serve as a focal point for environmental action and co-ordination, it would need to keep in touch with the specialized agencies; its staff would have to deal with top officials in those agencies—a task that required knowledge, experience and authority. The level of representation was therefore important; that was why the manning table contained a sufficient number of senior

posts to ensure that work would continue once it had begun. The Advisory Committee had recognized that fact and accepted the manning table.

51. Despite the fears voiced by the representative of Kenya, paragraph 7 of the Advisory Committee's report left the door open to requests for additional staff at the middle and senior levels in 1974 and 1975. If the executive director and the governing council were satisfied that additional staff was required and made a unanimous recommendation to that effect, the Secretary-General would be bound to take note of such a recommendation. He was sure that the Advisory Committee would take those facts into account and support the recruitment of additional staff for later years. He agreed with earlier speakers who had felt sure the Secretary-General's estimates would be approved, despite the fact that the Advisory Committee felt that the sum of \$87,500 could be saved in respect of draft resolution IV.

52. Having heard the catalogue of facilities offered by the Government of Kenya, he felt that the international community should do its utmost to match that generosity.

53. Mr. PALAMARCHUK (Union of Soviet Socialist Republics) said that his delegation could not support draft resolution IV. The draft ran counter to the need for maximum economy in the use of resources provided by Governments of Member States in view of the Organization's prevailing financial difficulties. Moreover, the figure of 98 posts was far too large. Since, as the Advisory Committee had pointed out, the work programme for the new body had not yet been prepared, and bearing in mind the concentration of high-level posts, it was incomprehensible that the Committee should decide at the present juncture to establish such a large secretariat for environmental programmes.

54. A number of delegations had quite rightly drawn attention to the excessive concentration of United Nations bodies in one place and the consequent need to disperse them more widely. The addition of another location was by no means a bad idea but he wondered why it was not possible to transfer some of the personnel from the Secretariat in New York to staff the human environment secretariat. Alternatively, some of the many experts already available who could work very well in the new secretariat could be transferred from other places. Paragraph 5 of the Advisory Committee's report stated that the main function of the secretariat would be co-ordination and direction. The United Nations could find enough suitable people to do that work without further recruitment. The Soviet delegation would vote against the estimates relating to draft resolution IV.

55. His delegation had no misgivings about draft resolution VI; since there were no additional financial implications involved, it would presumably not be put to a vote. His delegation would abstain in the voting on the estimates relating to draft resolution I.

56. Mr. BARG (Libyan Arab Republic) said that the choice of Nairobi as the location of the headquarters of the new environment secretariat meant that the Organization was in a position to put into effect the principle of universality. He supported wholeheartedly the views expressed by the representative of Kenya, particularly the need for speedy recruitment of staff in order for the secretariat to be operational at an early date. He welcomed the generosity shown by the Government of Kenya and hoped that other countries would follow its example. His delegation would support the appropriations set out in document A/C.5/1487 and Corr.1 and 2.

57. Mr. RODRÍGUEZ (Cuba) said that his delegation had made its position clear in the Second Committee. It supported and viewed with every sympathy the idea of situating the headquarters of the human environment secretariat at Nairobi. For reasons of which members were well aware and which were currently being resolved, his Government had not taken part in the Stockholm Conference. Consequently, without prejudice to the content of the draft resolutions whose implications were being studied by the Committee, his delegation would abstain on those implications if they were put to the vote.

58. Mr. MAMADOU (Mauritania) said it was becoming increasingly evident that the financial difficulties of the United Nations only seemed to appear if a developing country was chosen as the venue for an international conference or as a location for the secretariat of a United Nations body. That had always been and would continue to be true. When Kenya was selected as the location for the new secretariat, the political rather than the financial aspects had been stressed. Kenya was a developing country; the developing countries had all supported the idea, which was just and equitable. If financial considerations were the only ones taken into account, no United Nations body or office would ever have left New York. Most United Nations units were in the United States or European States because, as developed countries, they seemed to be a more natural choice. Conditions in the developing countries were felt to be less favourable. That was an attitude that must be overcome. Every country was a Member and co-operated with goodwill and competence. The Second Committee was taking a searching look at the Fifth Committee. If the latter rejected a draft resolution adopted by an overwhelming majority in the Second Committee, the developing countries would learn from that action and would understand that they were not really regarded as equal Member States but only tolerated in an Organization that reduced their importance to a minimum.

59. Mr. FAROOQ (Pakistan) said that his delegation felt that the facilities offered in Nairobi involved considerable sacrifices on the part of the Government of Kenya. He expressed his gratitude for the generosity of the offer made.

60. As was usually the case, his delegation supported the recommendations of the Advisory Committee, on the understanding, however, that if the Secretary-

General realized, as the work of the environment secretariat gathered momentum, that the budget was insufficient, he would be able to submit supplementary estimates to the Advisory Committee and receive an adequate response thereto.

61. Mr. OSMAN (Egypt) expressed his earnest support for the establishment of the environment secretariat headquarters in Kenya. The establishment of the secretariat at Nairobi was a recognition of the arduous struggle of the developing countries to participate in and contribute to the welfare and well being of the modern world. He hoped that the embryonic venture, which his delegation had supported unreservedly from the outset, would achieve every success in the future. His delegation believed that there was sufficient room for accommodation between the reservations expressed by the Advisory Committee and the realities of the situation to ensure a successful outcome. His delegation would, of course, vote in favour of the estimates relating to the three draft resolutions of the Second Committee.

62. Mr. FAURA (Peru) said that his delegation duly recognized everything that had been and would be done by Kenya to ensure the successful establishment of the headquarters of the new United Nations body at Nairobi. Thanks to the work done by the Secretariat and also by the Government of Kenya, he was confident that the great importance of the new enterprise and the work done by its Secretary-General would ensure its success. Like other delegations, he believed that it would be possible to reach an understanding with the Advisory Committee. He was convinced that the majority of delegations from the developing countries would give all the necessary support to the new venture. His delegation would support wholeheartedly the estimates for the three draft resolutions of the Second Committee.

63. Mr. HAILE (Ethiopia) said his delegation fully supported the proposal to create an environment secretariat at Nairobi. He thanked other members who had supported the proposal, particularly Sweden and China, which, although it had only recently been permitted to take its seat in the Organization, had consistently supported the position of the developing countries. His delegation would support any proposal to facilitate the establishment of the secretariat at Nairobi.

64. Mr. RHODES (Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that he had been rather surprised and somewhat saddened by some of the reactions to the Advisory Committee's report. He could not remember an occasion on which the Advisory Committee had given such an encouraging start to a proposal, particularly in view of the rather difficult financial climate. He stressed that when the manning table was being considered, the Advisory Committee had recognized the special features referred to by the representative of Kenya. The Advisory Committee had agreed there was a need for expertise; there was no body of comparable size in the United Nations family that was staffed with such

a high proportion of experts. The intention of the Advisory Committee in paragraph 7 of its report (A/3708/Add.23) had been to stress the need not to move too far ahead of the work programme activities and the fund, which had still to materialize.

65. The foundation stone of the new secretariat could be said to have been laid at Stockholm. The edifice itself was perhaps beginning at Nairobi. Despite the commitments that had been made, the international community was initiating a dynamic organization.

66. The CHAIRMAN suggested that the Committee should request the Rapporteur to inform the General Assembly directly that, should it adopt draft resolution IV of the Second Committee, an additional appropriation of \$2 million would be required under a new section of the budget estimates for 1973.

It was so decided.

67. The CHAIRMAN said that the Secretary-General, in his statement in document A/C.5/1492, had estimated that the cost of implementing the provisions of draft resolution VI would amount to \$20,000 under section 3, chapter III, of the budget estimates for 1973. In its report, the Advisory Committee had concluded that an additional appropriation would be required for 1973.

68. He suggested that the Committee should request the Rapporteur to inform the General Assembly directly that, should it adopt draft resolution VI of the Second Committee, no additional appropriation would be required in budget estimates for 1973.

It was so decided.

69. The CHAIRMAN said that the Secretary-General, in his statement in document A/C.5/1491, had estimated that the cost of implementing the provisions of draft resolution I would amount to \$16,000 under section 10 of the budget for 1973. In its report, the Advisory Committee had concurred with that estimate.

70. He suggested that the Committee should request the Rapporteur to inform the General Assembly directly that, should it adopt draft resolution I of the Second Committee, an additional appropriation of \$15,000 would be required under section 10 of the budget estimates for 1973.

It was so decided.

71. Mr. PALAMARCHUK (Union of Soviet Socialist Republics) said that if the appropriations for the implementation of the provisions of the draft resolutions had been put to a vote, his delegation would have voted against those for draft resolution IV and would have abstained in the vote on the appropriations for draft resolution VI.

72. Mr. DE PRAT GAY (Argentina) paid a tribute to the Executive Director of the new environment sec-

retariat, to the Ambassadors of Kenya and Sweden and to Member Governments, particularly Kenya and Sweden, for the decision taken in the Fifth Committee. The new experiment was one of the utmost significance

for the international community. He was sure it would be crowned with success.

The meeting rose at 11 p.m.