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Report on the implications of additional languages in the
United Nations system

Note by the Secretary-General

1. With the concurrence of the Advisory Committee on Administrative and Budgetary Questions, the Secretary-General transmits herewith as an annex a report of the Joint Inspection Unit on the implications of additional languages in the United Nations system.
2. The comments of the Secretary-General and of the executive heads of the other organizations in the United Nations system, as well as those of the Advisory Committee will be issued at a later date as addenda to this document.

THE IMPLICATIONS OF ADDITIONAL LANGUAGES
IN THE UNITED NATIONS SYSTEM

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INTRODUCTION

1. This report is based on a study undertaken at the joint suggestion of the Under-Secretary-General for Administration and Management at United Nations Headquarters and the Deputy Director-General of the World Health Organization. The report is divided into three parts:

(a) a brief historical and analytical survey of the existing language services in the United Nations system (Chapters I and II);

(b) a study, based on developments in the last few years, of the financial and administrative implications of adding a new language service to those already being provided (Chapters III and IV);

(c) a survey of possible measures to reduce the cost of providing language services in the United Nations system, e.g. by a greater degree of sharing of resources in the fields of interpretation, translation and the printing and distribution of documents and publications (Chapter V), followed by a summary of recommendations.

2. In addition to the United Nations^{1/}, this report covers the following organizations in the United Nations system:

- Food and Agriculture Organization (FAO)
- International Atomic Energy Agency (IAEA)
- International Civil Aviation Organization (ICAO)
- International Labour Organization (ILO)
- Inter-Governmental Maritime Consultative Organization (IMCO)
- International Telecommunication Union (ITU)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- Universal Postal Union (UPU)
- World Health Organization (WHO)
- World Meteorological Organization (WMO)

3. The Inspectors wish to place on record their appreciation of the co-operation extended to them by the Secretariats of the United Nations in New York and Geneva and of the other organizations of the United Nations system from whom they sought information in the course of their enquiries.

^{1/} Including United Nations Headquarters in New York and Geneva, United Nations Environment Programme (UNEP) and United Nations Industrial Development Organization (UNIDO).

I. BRIEF REVIEW OF DEVELOPMENTS IN REGARD TO LANGUAGE SERVICES
IN THE UNITED NATIONS SYSTEM

A. What is a language service?

4. The term "language service", as used in this study, covers the following services and facilities:

- (a) Services directly related to meetings, i.e.
 - (i) interpretation;
 - (ii) drafting and revision of records;
 - (iii) translation of basic documents, working papers, etc.;
 - (iv) translation of records;
 - (v) printing and distribution of documents.
- (b) Services not directly related to meetings, i.e.
 - (i) translation of publications, etc.;
 - (ii) translation of correspondence;
 - (iii) translation of administrative and other internal papers;
 - (iv) printing and distribution of documents and publications.

B. Early history

5. During the 19th century, from the Congress of Vienna onwards, international conferences at the governmental level were conducted exclusively in French. The first major diplomatic gathering at which more than one language was used appears to have been the 1919 Peace Conference following World War I, when official business, both verbal and written, was conducted in French and English. This precedent was followed by the League of Nations. The rules of procedure of the League of Nations Assembly provided that speeches in French should be rendered in English and vice versa by an interpreter belonging to the Secretariat, and that all documents, resolutions and reports circulated by the President of the Assembly or by the Secretariat should be rendered in both languages. A delegate could speak in a language other than English or French, but in that case he had to provide interpretation or translation into one of them at his own expense. 2/

2/ A very limited translation service in Spanish was provided in some early Assemblies, but was then discontinued.

C. Developments since 1945

(i) United Nations

6. The only reference to languages in the Charter of the United Nations is in Article 111, which lays down that the Chinese, French, Russian, English and Spanish texts of the Charter are equally authentic. The original language rules of the United Nations Assembly, adopted in 1946 3/, provided that in all organs of the United Nations, other than the International Court of Justice, these five languages should be the official languages, and English and French the working languages. Since 1946, however, at various dates, Spanish (1948) 4/, Russian (1968) 5/ and Chinese (1973) 6/ have been declared to be working languages, alongside French and English, of the General Assembly and its main committees and sub-committees. In each case, similar action was taken subsequently by the Security Council. Spanish was declared to be a working language of the Economic and Social Council and its functional commissions in 1952.

7. In 1973, it was decided 7/ that Arabic should become both an official and a working language of the General Assembly and its seven main committees. The Arab States undertook to meet collectively the cost of implementing this decision during the first three years, i.e. in 1974, 1975 and 1976. The present position concerning the use of languages in the United Nations, including some of the more important new organs that have been created since 1945, is shown in tabular form as follows:

3/ GAR 2 (I) of 1.2.46

4/ GAR 247 (III) of 7.12.48

5/ GAR 2479 (XXIII) of 21.12.68

6/ GAR 3189 (XXVIII) of 18.12.73

7/ GAR 3190 (XXVIII) of 18.12.73

ORGAN	LANGUAGES *	
	<u>Official</u>	<u>Working</u>
General Assembly (including main committees)	A,C,E,F,R,S	A,C,E,F,R,S
Other General Assembly bodies	C,E,F,R,S	C,E,F,R,S
Security Council	C,E,F,R,S	C,E,F,R,S
Economic and Social Council (including functional commissions)	C,E,F,R,S	E,F,S
Regional Economic Commissions: ECA	- 8/	A,E,F
ECE	- 8/	E,F,R
ECLA	E,F,P,S	E,F,S
ESCAP	- 8/	C,E,F,R
ECWA	- 9/	A,E,F
Trusteeship Council	C,E,F,R,S	E,F
Civil Service Commission	C,E,F,R,S	E,F
Industrial Development Board	C,E,F,R,S	E,F,S
Trade Development Board	A,C,E,F,R,S	A,E,F,S
UNDP Governing Council	C,E,F,R,S	E,F,S
UNEP Governing Council	C,E,F,R,S	C,E,F,R,S
UNICEF Board	C,E,F,R,S	E,F,S

* A = Arabic; C = Chinese; E = English; F = French; R = Russian;
P = Portuguese; S = Spanish.

8. The Inspectors were unable to determine with certainty the origin of the distinction made in the rules of procedure of the General Assembly and of the other principal organs of the United Nations between "official" and "working" languages ^{10/}, but the reference to Chinese, English, French, Russian and Spanish in Article 111 of the Charter (see paragraph 6 above) probably explains why these five languages all appear as official languages in the rules of procedure in

^{8/} Rules of procedure mention working languages only.

^{9/} Provisional rules of procedure mention working languages only.

^{10/} No such distinction appears in the Covenant or the rules of procedure of the former League of Nations.

question; the original choice of only two of them (English and French) as working languages was doubtless influenced by the fact that these were (as they still are) the languages in which the Secretariat conducted its daily business, and by practical considerations such as cost, a shortage of qualified language staff in the other three languages and the cumbersomeness of working with consecutive interpretation (which at that time had not yet been superseded by simultaneous interpretation) in more than two languages. No official definition of the two terms appears to exist. Whatever its initial purpose, the distinction has become blurred over the years, both through successive decisions of the General Assembly regarding its own rules of procedure giving "working" status to all the official languages and through the exercise in some other bodies of the permissive provisions of their rules of procedure. A working language is always an official language, and an official language is ipso facto entitled to become a working language, but whether or not that right is exercised in those bodies where the distinction still exists is a matter for ad hoc decision by Member States. 11/

9. The rules of procedure of each of the principal organs of the United Nations referred to in paragraph 6 above, except the Trusteeship Council 12/, lay down that speeches made in any of its official languages shall be interpreted into the other official languages (some or all of which are of course also working languages); the rules of the General Assembly, however, also lay down that interpretation from and into Arabic shall be made only in the Assembly and its main committees. Further rules relate to records of meetings and texts of resolutions and other documents; in the General Assembly and the Security Council, such texts are to be drawn up in all the languages of the organ concerned, and in the Economic and Social Council and its functional commissions, records are to be drawn up in the working languages and resolutions etc. in the official languages, unless otherwise decided. In the Trusteeship Council, the official records are kept in the working languages; resolutions are made available in the official languages; and other documents originating with the Council are available in the working languages and, at the request of representatives of members of the Council, in any of the official languages.

10. In 1974, the General Assembly approved a resolution 13/ providing that the resolutions and decisions of the General Assembly, together with supplements to its official records, and the resolutions and decisions of the Security Council and of the Economic and Social Council should be issued in German translation, as from 1 July 1975. This decision was made in response to a request from the three German-speaking Member States of the United Nations (Austria, the Federal Republic of Germany and the German Democratic Republic), which undertook to provide the necessary funds on a joint basis "pending further review".

11/ It is interesting to note in this connexion that the rules of procedure of the current Law of the Sea Conference ignore the distinction and refer simply to "languages".

12/ In the Trusteeship Council, speeches made in any of the three official languages which are not working languages must be interpreted into both working languages.

13/ GAR 3355 (XXIX) of 18.12.74.

(ii) Other organizations in the United Nations system

11. Although influenced in varying degrees by the practices and policies of the United Nations, the organizations listed in paragraph 2 above have developed their own language services in accordance with their particular circumstances and requirements. The picture is thus very varied, the more so since the rules governing the use of languages often differ from one organ to another within a single organization. A distinction is usually made between "official" and "working" languages, but this is not always so and even when the distinction exists, it has no clear legal basis and, as in the United Nations, has become blurred over the years. In October 1976, the Thirteenth FAO Regional Conference for the Middle East expressed the view that "in the United Nations as well as in FAO, it has long been recognized that former distinctions among so-called "official" and "working" languages have lost all practical significance" and recommended that the relevant Rule of the organization should be amended so that, instead of distinguishing between official and working languages, it should simply refer to "the languages" of the organization. In other organizations, the distinction has become mainly a matter of practical application, e.g. an official language is one into and from which interpretation is provided and a working language is one into and from which translations are made. Except in UPU, which works in French, English and French predominate, and are always given full service, whereas interpretation and translation from or into other languages is often on a selective basis, by agreement with the delegation or delegations concerned.

12. The Inspectors requested each organization to state what important changes had occurred in regard to its language services since 1970. The following is a summary of the changes reported:

FAO: Previously to 1970, the General Conference of 1967 had decided that Arabic should be adopted as a limited working language. This decision was based on a recommendation by the Eighth Regional Conference for the Near East, held in January 1967, that: (i) Arabic interpretation should be provided at General Conferences, as well as at Near East regional and technical conferences; (ii) the Director-General should "study the necessary measures for translating into Arabic the most important documents and publications of FAO and gradually to grant Arabic the same status as that given to the working languages of the Organization".

- As a result of the 1967 decision, an Arabic translation group was set up in 1970 and the General Rules were amended in 1971 to include Arabic as an official language of FAO, and as a working language (in addition to English, French and Spanish) "for limited purposes". The World Food Programme introduced Arabic in 1974 as a working language for limited purposes and in 1975 the newly-created World Food Council included Arabic as a working language, together with English, French, Russian and Spanish.

- The 1967 General Conference also decided that facilities for interpretation from and into German be provided at plenary and commission meetings of the FAO General Conference, and at plenary meetings of the Regional Conference for Europe. The Federal Republic of Germany undertook to defray two-thirds of the cost of these facilities. It was noted that the facilities in question did not involve the adoption of German as an official or working language, nor the presentation of documents in German.

- A Chinese translation group was set up in 1973 with a staff of 11 professionals and ten general service. The costs were estimated at \$ 516,000 per annum in respect of staff and \$ 114,000 in respect of printing and distribution. The estimates for the 1978-1979 biennium are the same apart from cost increases, which are not yet predictable.

ICAO: In 1971, the Assembly approved the adoption of Russian (in addition to English, French and Spanish) as a working language, to be introduced "as rapidly as possible".

- In 1974, the Assembly approved the limited introduction of Arabic for use in correspondence between Member States and the organization, and for interpretation from and into Arabic at sessions of the Assembly and at Regional Air Navigation meetings for the Middle East.

- In 1976, the Council included the introduction of Chinese, initially as a language of oral communication at Assembly and Council meetings and subsequently on a gradually more extended basis, on the agenda of the twenty-second session of the Assembly, to be held in September 1977.

ILO: No major changes have occurred since 1970 in the language services provided by ILO, where Arabic interpretation has been provided at sessions of the General Conference since 1966. There have been requests for interpretation services in Japanese and in a Scandinavian language, but these could not be met owing to lack of funds. Proposals were made in 1970 for extending Spanish facilities, but no decision was taken on the matter.

IMCO: In 1971, the IMCO Assembly decided that reports of the main organs of the organization should be translated into Spanish. Spanish is not used for interpretation and is therefore not at present a full working language but, in 1975, the Assembly decided to introduce Spanish gradually as a working language beginning with the 1979 Assembly.

- In 1973, the Assembly decided that more documents should be translated into Russian.

- In 1975, the Assembly decided to add Chinese to the official languages of the organization. The decision was to be implemented gradually.

ITU: In 1973, interpretation between Arabic and any of the official languages (Chinese, English, French, Russian and Spanish) was approved for Plenipotentiary and Administrative Conferences.

- It was also agreed that a language other than those mentioned above might be used at major conferences and meetings, at the expense of the Member State or States concerned. The only language for which facilities have so far been requested under this ruling is German.

UNESCO: Since 1972, a planned and progressive expansion has taken place in the use of:

(a) Arabic, which is achieving full status as a working language of the organization;

(b) Chinese, which is becoming a working language of the General Conference and the Executive Board and;

(c) Spanish, which is to be given the same treatment in UNESCO as the more widely-used working languages of the organization.

UPU: As from 1 January 1977, documents are to be published in Arabic, English and Spanish, as well as in French. The translation costs are to be paid by the language groups concerned.

WHO: In 1973, Chinese interpretation services were provided at the World Health Assembly and in 1974 at the meetings of the Executive Board. The costs were charged to the regular budget of the organization.

- In 1973, Arabic was declared to be an official language and interpretation from and into Arabic was introduced at the 1974 World Health Assembly. The Arab Member States undertook to pay the costs of Arabic language services until 31 December 1978.

- As in the case of Chinese, the expansion of Arabic services is to take place on a gradual and planned basis.

WMO: In 1975, Chinese was added as an official and working language.

13. As far as IAEA is concerned, the Inspectors were informed that no significant developments had taken place since 1970 in the field of language services.

(iii) The general situation

14. In Annex A will be found a table 14/, with footnotes, summarizing the language services provided or planned by the United Nations system. While complete accuracy and comprehensiveness are not claimed, the Inspectors believe that the table gives a reasonably correct and comprehensive picture of the present situation, and of its complexity.

15. Analysis of the number of mentions of each language in the table at Annex A shows that English, French, Russian and Spanish are the languages most widely used throughout the United Nations system, with English predominating, but closely followed by French, Spanish and Russian, in that order. Chinese and Arabic are less widely used but it is clear from the footnotes and from the evidence summarized in paragraph 12 above, that their use is expanding. The only other language specifically mentioned in the table is German, which is used (on a limited basis) in FAO, in IAEA and in WHO and (on a somewhat wider basis) in ILO. Also, as noted in paragraph 10 above, resolutions and decisions of the General Assembly, the Security Council and the Economic and Social Council are translated into German at the expense of the Member States concerned.

16. Annex A and the table in paragraph 7 above show that none of the organizations covered by this report provides language services on a regular basis in more than six languages 15/, and that the number of legislative organs in which this number of languages is provided for is relatively small. On the other hand, services in up to five languages are relatively frequent.

17. The footnotes to the table at Annex A show that there is considerable flexibility in regard to the choice of languages for which services are provided, such choice being determined by circumstances, e.g. at a regional meeting, services may be provided in the language(s) of the region at the request of the Member States concerned. Such flexibility appears to the Inspectors to be highly desirable; language services should be provided only when they are necessary and wherever possible the question whether or not a particular service is required on a particular occasion should be the subject of discussion between the secretariat and the Member States concerned.

(iv) Languages within secretariats

18. The organizations covered by this study were asked to state in what languages the documentation produced by them was originally drafted and what proportion of the total was accounted for by each language. The replies make it clear that, in all the 14 organizations questioned, with the exception of UPU (where the bulk of the original drafting is done in French), the great majority of documents are drafted in English. French comes second, but exceeds 10 per cent only in IMCO (10.5 per cent), the United Nations Office at Geneva (20 per cent), ITU (24.5 per cent) and UNESCO (29 per cent). Other languages account for only very small proportions of the documentation produced within organizations. Again with the exception of UPU (and perhaps UNESCO), English is the language in which most of the day-to-day business of secretariats is conducted.

14/ Based on a table prepared by ICAO.

15/ Seven languages were used for interpretation at the UPU Congress in 1974.

II. THE STAFFING AND COST OF EXISTING LANGUAGE SERVICES

19. The organizations covered by this study were requested to provide details of:

(a) their manning tables for language staff (including "direct support" staff in the form of supervisory, clerical and printing staff), both regular and temporary for 1976 and;

(b) the total estimated cost in 1976 of the above staff, both in absolute figures and as a percentage of the total regular budget (including regional offices) of the organization concerned.

20. The information received in response to the request referred to in the preceding paragraph is summarized in the table below. ^{16/} A more detailed summary of the information supplied in regard to language staff will be found in Annex B to this study.

Organization (including regional offices)	Total established language staff (posts)	Total temporary staff (man days)	Total cost 1976 (\$ '000)	Percentage of overall regular budget (1976)
UN (New York)	1,082	46,450	27,016	7.5
UN (Geneva)	585	25,750	22,842	6.4
UNEP	43	3,570	656	7.5
UNIDO	85	7,012	2,876	13.0
FAO	298	8,050	6,944	5.6
IAEA	101	1,950	2,996	8.7
ICAO	182	2,695	4,000	26.8
ILO	265 ^{1/}	10,464 ^{2/}	9,628	11.9
IMCO	62	8,680	1,220	23.0
ITU	119	18,288	4,581	22.6
UNESCO	179	36,908	10,138	11.0
UPU	16	799	650 ^{3/}	10.0
WHO	304	11,271 ^{4/}	9,741	7.5
WMO	65	1,842	1,780	18.9
TOTALS	3,386	184,267	105,297	-

^{1/} Excludes non-language staff temporarily assigned to language work as required. Includes staff under contracts of determinate duration.

^{2/} Temporary conference staff.

^{3/} Rounded-up equivalent of Sw. Frs. 1,624,000 at Frs. 2.50 = \$ 1.0.

^{4/} Excluding African and American Regional Offices for which man/day statistics are not available.

^{16/} In some cases the figures are of actual expenditure incurred in 1976.

21. While every effort has been made to avoid ambiguity in summarizing the information provided, comparisons between organizations on the basis of the above table and of Annex B are liable to be misleading for a number of reasons:

(a) The organizations concerned follow widely different practices in regard to such matters as the use of temporary staff, the production of verbatim or summary records, the extent to which language services (especially translation) are financed from extra-budgetary funds, etc.

(b) Although it is hoped that the Inter-Agency Meeting on Language Arrangements, Documentation and Publications held in Rome in September 1976, under the auspices of the Administrative Committee on Co-ordination, will lead to a substantial measure of co-ordination in regard to the criteria used for measuring the costs of various kinds of language services, such criteria have until recently differed considerably as between organizations.

(c) Definitions of what constitutes language staff also differ considerably from one organization to another. In particular, there are wide differences of opinion as to what staff should be included in the category of "direct support staff".

22. In spite, however, of the reservations referred to in the preceding paragraph, it is clear from the above table that expenditure in language services in the United Nations system is very heavy. In this connexion, the Inspectors note that, according to the ACC report on the Rome meeting referred to in paragraph 21(b) above, "if all organizations in the United Nations system are included, it is fair to assume that the total annual expenditure (on language services) is of the order of \$ 100 million". This is, in fact, a little below the total indicated in the above table, which excludes several organizations belonging to the United Nations system; this would indicate that in 1976 total direct expenditure on language services in the United Nations system substantially exceeded \$ 100 million.

23. It will be noted from the table in paragraph 20 above that direct expenditure on language services accounts for a higher proportion of the total regular budget of the organization concerned in the case of the smaller organizations than in the case of the larger ones. This is to be expected in view of the fact that the unit costs of language staff are the same for all the organizations, whatever the size of their respective budgets.

24. In addition to expenditures which can be directly attributed to them, language services account for a proportion of the general overhead costs of the organizations of the United Nations system, such as the costs of management, administrative support and other common services (premises, furniture and equipment, printing and distribution of documents, etc.). Estimates of such indirect costs provided by various organizations varied considerably. One of the larger agencies estimates, on the basis of a special study, that the indirect costs of its meetings services total approximately 19 per cent of the direct costs. This proportion would, however, probably be higher during the first few years after the introduction of a new language on account of the higher investment of staff time on recruitment,

training and administration. The Department of Conference Services at United Nations Headquarters estimates the value of administrative and management services supplied to the four substantive divisions of the Department in 1976/1977 (excluding costs relating to occupancy of conference rooms, which are incurred through the provision of other than language services) at about 23 per cent of the total estimated cost. One of the smaller agencies estimates that, if it had only one working language instead of five, its total regular budget would be only 30 or 40 per cent of what it is at present as a result of the elimination of all language costs, both direct and indirect. These estimates are, however, of doubtful comparability and it is to be hoped that the efforts now being made, at the inter-agency level, to elaborate common measurement units in the field of language services (see paragraph 129(c) below) will make it possible to calculate their indirect as well as their direct costs with greater precision. Meanwhile, all that can be said is that, in view of the relatively large number of staff involved ^{17/}, the indirect costs of language services clearly account for a substantial proportion of the total costs.

25. Annex B does not distinguish between Professional and General Service grades of staff but the breakdowns provided by several organizations show that interpreters, translators, revisers and editors are virtually all Professional whereas stenographers, typists and calligraphers are General Service. As regards direct support staff (supervisory, clerical and printing), both categories are represented, with the proportion of Professional staff ranging from a minimum of about eight to a maximum of about 33 per cent of the total; the average is about 20 per cent.

26. Annex B also shows that, in terms of established posts, translators (totalling 613) are three times as numerous as interpreters (198). This ratio requires some correction in respect of temporary staff, where the employment of interpreters (as expressed in man/days) usually, although not invariably, exceeds that of translators. On the other hand, most of the remaining staff (revisers, editors, stenographers, etc. and direct support staff) are associated with translation work, and the available figures suggest that the interpretation services provided in the United Nations system normally account for less than 20 per cent of total expenditure on language services.

A. Methods of financing language services

27. Most of the expenditure incurred on language services in the United Nations system is charged to the regular budgets of the organizations concerned. On the other hand, the Inspectors came across several instances in which the cost of a language service, or a part of the cost, has in the past been paid, or is being paid, by the Member State or States concerned. The position is as follows:

^{17/} In the United Nations Secretariat, the permanent language staff (excluding "direct support" staff) represents about 23 per cent of the total Professional staff, and constitutes one of the largest single vocational groups.

United Nations - General Assembly resolution No. 3190 (XXVIII) of 18 December 1973, which included Arabic among the official and the working languages of the General Assembly and its main committees, noted "with appreciation the assurances of the Arab States Members of the United Nations that they will meet collectively the costs of implementing the present resolution during the first three years", i.e. in 1974, 1975 and 1976. The costs referred to are discussed in paragraphs 30 to 37 below.

- General Assembly resolution No. 3355 (XXIX) of 18 December 1974, which decided that some official documents of the General Assembly and resolutions of the Security Council and of the Economic and Social Council should be translated into German (see paragraph 10 above), noted "with appreciation the assurances given by Austria, the German Democratic Republic and the Federal Republic of Germany that they are prepared, until further review, to contribute collectively the cost resulting from the present resolution...". For an indication of the costs involved, see paragraphs 59 to 62 below.

FAO: The Government of Iraq makes an annual contribution of \$ 5,000 for the use of Arabic in the Cairo Regional Office and the Governments of Kuwait and the United Arab Emirates have made lump-sum payments totalling \$ 110,000 for the same purpose.

- The Government of the Federal Republic of Germany contributes two-thirds of the cost of German interpretation at the General Conference and at regional conferences in Europe. The cost of German interpretation at the General Conference in 1975 was \$ 29,434; at the Regional Conference held in Bucharest in 1976, the cost was \$ 9,520.

- For meetings financed under trust funds, the donor Government (or the aid agency) may determine the language used.

- Translation is financed under the regular budget but several posts are funded by the World Food Programme (WFP) and the cost of translations performed for the World Food Council (WFC) and the International Fund for Agricultural Development (IFAD) is reimbursed to FAO by these agencies.

IAEA: The cost of interpretation into German provided at plenary meetings of the General Conference at the request of the Austrian Government is reimbursed by the latter. The amount reimbursed in 1975 was equivalent to about \$ 1,150.

ICAO: The cost of language services is charged to the regular budget.

ILO: With the exception of research publications or large-scale mission reports covered by extra-budgetary sources, all language services are financed under the regular budget. Extra-budgetary funds may cover the editorial, translation and printing costs of particular completed projects.

- The Governments of the Scandinavian countries make arrangements for interpretation into their languages during part of the plenary sessions of the International Labour Conference. In addition, Scandinavian delegates to Industrial Committees are sometimes accompanied by personal interpreters who provide whispered interpretation into the languages of the delegates concerned and consecutive interpretation of their statements into one of the working languages of ILO. No information is available about the cost of these services to the Scandinavian Governments, but if the interpreters were hired by ILO, the cost (on an estimated basis of 40 interpreter-days per annum) would range from about \$ 8,600 (for freelance interpreters) to \$ 10,760 (for permanent interpreters, assuming that their conditions of work would entitle them to the double United Nations rate).

- The Scandinavian Governments also take it in turns to translate the annual report of the Director-General of ILO into a Scandinavian language at their expense. Again, no information is available about the cost of this work, but it is estimated that if it were carried out in Geneva by freelance staff, the cost, including editing and printing, would be about \$ 3,560 per annum.

IMCO: When Chinese interpretation is provided, IMCO pays the salaries of the interpreters provided by the Chinese Government, the latter paying for their travel, per diem and other expenses. Otherwise, the costs of language services are met from the regular budget.

ITU: The cost of existing language services is charged to the regular budget, but Article 78 of the Torremolinos Convention of 1973 lays down that "At conferences of the Union and at meetings of its permanent organs and of the Administrative Council, languages other than (Arabic, Chinese, English, French, Russian and Spanish) may be used provided that the additional cost so incurred shall be borne by those Members which have made or supported the application".

UNESCO: Over the period 1967-1972, voluntary contributions, amounting to \$ 272,000, were made by ten Arab Governments towards the cost of setting up an Arabic language service.

UPU: The UPU bears the cost of translation into French of documents and correspondence received in Arabic, English and Spanish as well as all costs relating to the publication and provision of documents. By a decision of the Lausanne Congress of 1974, the costs of translation into a language other than French are borne by the group of countries requesting that language, such costs being shared among members of the group in proportion to their contributions to the expenses of the Union; but since 1 January 1977, the Union has assumed the cost of production of documents in Arabic, English and Spanish as well as French. The costs of interpretation services are shared among member countries using the same language, in proportion to their contributions to the expenses of the Union. The installation and maintenance costs of interpretation equipment are borne by the Union.

WHO: The costs of interpretation from and into German at meetings of the Regional Committee for Europe have hitherto been charged to interested Governments, but the Thirtieth World Health Assembly (1977) has approved a proposal that the service should be extended to include translation of documents and that the costs should be charged to the regular budget. (See paragraph 65 below).

- The Arab States Members of WHO have undertaken to meet collectively the expense of implementing Resolution WHA 28.34 of 28 May 1975, which included the Arabic language among the working languages of WHO, for a period of three years, i.e. until 31 December 1978. (See paragraphs 63 and 64 below).

WMO: Chinese and German interpreters were provided by the Governments concerned at the Seventh World Meteorological Congress in 1975. The Chinese Government will continue to provide interpreters at sessions of the Congress and certain other bodies during the financial period 1976-1979.

III. FINANCIAL IMPLICATIONS OF NEW LANGUAGE SERVICES

28. This Chapter analyzes the financial implications of adding new language services to those already provided in a given organization of the United Nations system. The analysis is based on developments since 1970, during which new language services have, at the request of Member States, been introduced in the United Nations and in other organizations of the United Nations system, and existing language services have been extended. The languages involved in these new or extended services are Arabic, Chinese, German, Russian and Spanish; three of these (Chinese, Russian, Spanish) are among the original official languages of the United Nations. The Chapter deals with these languages in the order given. It continues with summaries of exercises by ILO, IMCO and UNESCO estimating in detail the cost of providing services, at different levels, for a hypothetical additional language (or, in the case of IMCO, four such languages). The Chapter concludes with a paragraph on the rising unit cost of language services.

A. Arabic (United Nations)

29. In 1973, as already noted (see paragraph 7 above), the General Assembly decided to include Arabic among the official and working languages of the General Assembly and its main committees as from 1 January 1974. The Arab Member States agreed collectively to meet the costs of implementing the resolution during the first three years, i.e. until 31 December 1976, after which date the costs would be charged to the regular budget of the United Nations.

30. In a report ^{18/} on the administrative and financial implications of implementing General Assembly resolution 3190 (XXVIII), the Secretary-General estimated the cost of the proposed new language service in the 1974-1975 biennium at approximately \$ 5.6 million. The estimated cost for 1976 was \$ 2.7 million and for 1977, \$ 2.8 million. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) agreed with these estimates, which included substantial expenditure of a non-recurrent character on equipment, premises etc. According to figures provided by the Department of Conference Services, actual expenditure on Arabic language services in 1974 and 1975 totalled about \$ 4.8 million, broken down as follows:

	\$
Department of Conferences Services (including library)	1,844,910
Temporary assistance for General Assembly	840,100
Office of General Services	678,000
Personnel, training	177,000
Alterations to conference rooms, etc.	1,295,000
	<u>4,835,010</u>

^{18/} A/C.5/1564 of 29.11.73 and Add.1.

31. In a report issued towards the end of the three-year period 19/, the Secretary-General noted that serious problems had arisen in connexion with the new service, as regards both interpretation and translation. On the interpretation side, these problems may briefly be summarized as follows:

(a) an acute shortage of free-lance interpreters capable of working into Arabic at a sufficiently high level of speed and accuracy. (It had been decided to rely on the free-lance market in view of the fact that Arabic interpretation would be required only for the duration of the General Assembly);

(b) an acute shortage of non-Arabic interpreters capable of working adequately from Arabic into other languages;

(c) these shortages were aggravated by decisions of the General Assembly that Arabic interpretation should also be provided for special conferences, such as the Law of the Sea Conference, Habitat and others.

32. The report referred to in the previous paragraph also drew attention to the high cost of providing free-lance Arabic interpretation for the General Assembly and special conferences relative to the cost of engaging permanent staff, as illustrated by the following figures:

- Actual cost of Arabic free-lance interpretation staff from start of 30th to start of 31st session of General Assembly, including two sessions of the Law of the Sea Conference and five other special conferences: \$ 640,000
- Estimated cost of permanent staff capable of providing the same service: \$ 572,000

33. Similar difficulties had been experienced in recruiting Arabic translators. In response to an advertising campaign carried out in 1974, in 17 Arab countries, and also in New York, Geneva, London, Paris and Vienna, some 3,000 applicants had presented themselves, but of these, fewer than 30 were in the end found to be available and suitable for employment. A second recruiting drive in 1976 produced 800 applicants of whom only 12 were recommended for employment by the Board of Examiners. Even the successful candidates had difficulty in meeting the standards required in their work, and this in turn imposed a heavy strain on the limited number of competent Arabic revisers. 20/ The situation becomes particularly difficult during sessions of the General Assembly when the demand for Arabic translation increases (in terms of standard pages) up to twenty-fold. Such expansion had to some extent been foreseen and provision was made to recruit temporary translators but these arrangements proved inadequate to prevent delays and a consequent accumulation of backlog. The strain was aggravated by the requirements of subsidiary bodies of the General Assembly which, although they did not themselves use Arabic, addressed reports to the General Assembly which required translation into Arabic. A further aggravating factor was the demand for the translation of summary records of meetings of the General Assembly while the Assembly was still in session.

19/ A/C.5/31/60 of 29.11.1976 and Corr. 1.

20/ In the opinion of the Inspectors, these difficulties were the natural consequence of a great and sudden increase in the demand for Arabic language/..

34. The report then discussed the implications of a recommendation by the United Nations Conference on Trade and Development (UNCTAD), at its fourth session in May 1976, that Arabic should be included among the official and working languages of UNCTAD. The cost of providing a full service in Arabic for UNCTAD had been estimated at \$ 2,161,000 in 1977 and \$ 3,392,000 for the 1978-1979 biennium, but in the light of the review of the problems of the past three years, summarized in paragraphs 31-33 above, the Secretary-General recommended that the proposed Arabic service should, at any rate initially, be limited to the meetings and documentation of the major organs of UNCTAD. On this basis, the report proposed the establishment of a permanent Arabic interpretation service at the United Nations Office at Geneva and the expansion of the existing Arabic Translation Service at Headquarters, with facsimile transmission from Geneva to New York of documents requiring translation and, when appropriate, of the translations from New York back to Geneva. In addition to providing for UNCTAD's essential needs in regard to Arabic language services, the proposed measures would help to solve the problems at Headquarters referred to in paragraphs 31-33 above. On the interpretation side, the report argued the advantages of a permanent interpretation service in terms of career prospects and better opportunities for developing expertise. The location of such a service in Geneva would have advantages from the point of view of recruitment, and also from the point of view of other organizations in the United Nations system requiring, and competing for, Arabic interpreters, notably FAO, ILO, ITU, UNESCO, WHO and WIPO. A permanent Arabic interpretation service in the United Nations Office at Geneva could provide the infrastructure from which steps might eventually be taken to promote greater co-ordination among all users of Arabic interpretation services in Europe. In this connexion it was proposed to explore the potential for making available Arabic interpretation services to other United Nations bodies on a reimbursable basis. Priorities were suggested; the General Assembly would have first call on permanent staff for the provision of Arabic interpretation services, followed by the UNCTAD organs referred to above, then by special meetings and conferences for which the General Assembly approved Arabic language services and so on.

35. The staff requirements, both in New York and in Geneva, and the financial implications of the proposals summarized in the preceding paragraph were set out in detail in separate tables. The main requirements were 17 established interpreter posts in Geneva and 19-20 posts to deal with translation work in New York. A training programme for Arabic interpreters would be established in Geneva, similar to that developed at Headquarters for the 30 new interpreter posts authorized in the 1976-1977 budget. Interpreter trainees would be recruited at the P-1 level on a three months' appointment, renewable up to a maximum of one year. As and when they qualified as interpreters, they would be offered career appointments at the appropriate level. Total costs up to the end of the 1978-1979 biennium 21/ were estimated as follows:

services relative to the supply; there is no reason why the situation should not right itself in the course of time.

21/ i.e. as from 1.1.1977, when the Arab Member States ceased to reimburse the cost of the Arabic language services in the General Assembly and its main committees.

	<u>Headquarters</u>	<u>Geneva</u>	<u>Total</u>
	\$	\$	\$
1977	711,600	840,000	1,122,000 ^{22/}
1978	677,200	827,500	1,504,700
1979	675,000	1,007,200	1,682,200
	<u>2,063,800</u>	<u>2,674,700</u>	<u>4,308,900</u>

36. The ACABQ, in its report A/31/8/Add.26 of 20 December 1976, recommended a cut of \$ 108,000 in the Secretary-General's estimates for the proposed Arabic service in 1977, thus reducing the appropriation for that year to \$ 1,104,000. The Advisory Committee expressed the opinion that "the Secretary-General should take steps towards co-ordinating efforts among the specialized agencies and the Organization in developing language services".

37. In resolution 31/208 (paragraph VIII) of 22 December 1976, the General Assembly approved the organizational arrangements proposed in the Secretary-General's report, and summarized in paragraph 34 above, and concurred with the comments of the ACABQ.

B. Arabic (ICAO)

38. A Working Paper submitted to the twenty-second session of the ICAO Assembly in 1977, entitled "Study of the financial aspects of language services in ICAO, particularly introduction of additional working languages" (A22-WP/17 of 12 April 1977) includes comparisons of the estimated cost of introducing a limited service in Arabic, as approved by the ICAO Assembly in 1974, with the estimated cost of providing a comprehensive service, as already provided in English, French, Spanish and Russian, in Arabic or another language. The limited Arabic service approved by the Assembly was restricted to "the exchange of correspondence between States and ICAO, plus interpretation at sessions of the Assembly and at Regional Air Navigation Meetings for the Middle East". To provide this service, seven new posts (three Professional and four General Service) were added to the establishment and appropriations were approved as follows:

	\$
1975	98,000
1976	111,000
1977	205,000 ^{23/}

^{22/} Including savings estimated at \$ 429,600.

^{23/} Actual expenditure in 1977 is expected to be about \$ 145,000, as only four posts (two Professional and two General Service) have been filled.

39. To provide a comprehensive service in Arabic or in another, hypothetical language covering (as in the case of English, French, Russian and Spanish) a wide range of meetings and the corresponding documentation, the Working Paper estimates that an additional 47 staff would be required as follows:

<u>Language Branch</u>	<u>Professional</u>	<u>General Service</u>	<u>Total</u>
Arabic translation	12	4	16
Arabic interpretation	6	-	6
Interpretation, Terminology and Reference	1	1	2
Library	-	1	1
<u>Administrative Services Branch</u>			
Editorial	1	2	3
Central typing	-	11	11
Printing	-	3	3
Distribution and mailing	-	1	1
<u>MEAF Regional Office</u>	1	1	2
<u>Air Navigational Bureau</u>	-	1	1
<u>Support staff</u>	1	3	4
	22	28	50

40. The 1977 cost of the above staff and of necessary equipment, etc. is tentatively estimated as follows:

	\$
Meetings (average annual estimate)	120,000
The Secretariat	1,045,000 (net)
General Services	130,000
Equipment	60,000
	<u>1,355,000</u>

C. Arabic (ILO)

41. In 1966, following a request by the representative of the Arab States present at the forty-ninth (1965) session of the International Labour Conference, the Governing Body of ILO decided that interpretation from and into Arabic should be provided at the plenary sittings of future sessions of the Conference. In response

to further requests from delegates of Arab States, this decision was later extended to cover two committees of the Conference in addition to its plenary meetings. Expenditure on Arabic interpretation at the Conference rose from \$ 5,765 in 1966, when four interpreters were employed, to \$ 60,709 in 1976 when 13 interpreters were employed.

D. Arabic (UNESCO)

42. In 1970, UNESCO produced detailed estimates of the cost of introducing an Arabic language service over the period 1969 to 1974 inclusive. The estimates for the period (as subsequently revised) totalled \$ 1,346,706, distributed as follows:

	\$
Non-renewable items (including structural alterations to conference rooms)	87,430
Documents	1,002,889
Interpretation	185,884
General Conference publications	42,063
Miscellaneous	28,440
	<hr/> 1,346,706 <hr/>

43. At its eighteenth session in 1975, the General Conference of UNESCO adopted a resolution according Arabic the same status as other working languages of UNESCO meetings in which Arab States participated. In a report to the nineteenth session of the General Conference, the Director-General estimated the cost of the measures required in the 1977-1978 biennium as follows:

	\$
Creation of six Professional posts (two revisers and four translators) and five General Service posts (three composition typists, one operator and one clerk)	307,650
Temporary assistance	172,500
Organization of a competitive examination for translators, equipment	33,000
	<hr/> 513,150 <hr/>

In addition, an interpreter's post would be created as from 1977 and, if necessary, a second post would be created in 1978. These would, however, have no budgetary implications as expenditure on temporary interpreters would be reduced in proportion. The measures proposed would make it possible to translate and produce all the documentation required for the thirty-two conferences and meetings at which the Arabic language was to be used.

44. The Director-General's proposals summarized in the preceding paragraph were approved by the General Conference of UNESCO at its nineteenth session in 1976.

E. Arabic (WHO)

45. In a document submitted to the World Health Assembly in 1975 (A28/50 of 15 May 1975), the Director-General of WHO discussed the implications of the use of Arabic and Chinese as working languages of the Assembly (meeting once a year) and the Executive Board (meeting twice a year). The report lists the following steps involved in the use of a working language;

- (a) Interpretation from and into that language;
- (b) Translation of documents from and into that language;
- (c) Production (typing, offsetting and/or printing);
- (d) Editing and copy-preparing (in the case of printed volumes);
- (e) Storage and distribution of documents.

46. The report then states that, "subject to detailed costing, preliminary estimates indicate that the expenditure for full implementation is likely to be in the order of \$ 2,500,000 per language and per year. However, as implementation would have to be progressive, the cost would be less during the early stages. Complete implementation might take several years". The report also states that approximately 60 additional staff would be required for each language.

47. The World Health Assembly had already decided in 1973 that Arabic should become an official language of WHO and, as a result of this decision, Arabic interpretation had been provided at the twenty-seventh session of the Assembly in 1974 at a cost of \$ 11,200 and extended to the Executive Board in 1975, when expenditure rose to \$ 17,400. In the latter year, the Assembly decided (Resolution WHA 28.34) "to include the Arabic language among the working languages of the World Health Organization, so as to be used in the World Health Assembly, the Executive Board, the main and sub-committees, and to be used for correspondence with Arab countries as a regular procedure". The Resolution noted "with appreciation" the assurances of the Arab Member States that they would meet collectively the expenses of implementing the resolution 24/ "during the first three years", i.e. until the end of 1978.

48. At its twenty-ninth session in 1976, the World Health Assembly was informed that, in order to reduce the cost of implementing the resolution referred to in the preceding paragraph and to limit the increase of staff at Headquarters that would otherwise be necessary, arrangements had been made for as much of the work as possible to be contracted out or handled by free-lance staff. As a result, only five posts (three translators and two General Service staff) had been established; seventeen Professionals and a corresponding number of General Service staff would

24/ Only translation costs are covered by the resolution. Interpretation costs are charged to the regular budget.

be engaged ad hoc for meetings. In a report to the Thirtieth World Health Assembly (A.30/INF.DOC/1 of 4.4.77), the Director-General stated that agreement had been reached with the Council of Arab Ministers of Health regarding the WHO documents and publications to be translated into Arabic. Such translation would be on a selective basis in accordance with agreed criteria; it would exclude summary and verbatim records and the proposed programme budget, and concentrate on technical documents and publications of particular interest to the Arab countries.

49. An appropriation of \$ 678,700 has been included in the proposed programme budget for the second year of the 1978-1979 biennium when the costs of the Arabic translation service will become chargeable to the regular budget. Meanwhile, expenditure in 1976 totalled \$ 622,000 and expenditure in 1977 and 1978 will, it is hoped, not exceed the provision for 1979.

F. Chinese (United Nations)

50. In September 1973, the Secretary-General of the United Nations issued a report (A/C.5/1528 of 28 September 1973) on the administrative and financial implications of a proposal that Chinese (already an official language for which limited services were being provided) should be included among the working languages of the General Assembly. As mentioned in Chapter I, this proposal was approved by the General Assembly in December 1973 and later a corresponding decision was taken by the Security Council.

51. The report estimated that the provision of full Chinese services would require the addition of 84 posts (41 Professional and 43 General Service) to the establishments of the existing Chinese Section and of other units involved at United Nations Headquarters, plus 16 temporary staff, at a net biennial cost, calculated at 1974-1975 rates, of about \$ 2.7 million including printing, reproduction and distribution. The report pointed out, however, that "even if the funds required ... were to be approved by the General Assembly, difficulties of recruiting and training the minimum numbers of personnel required would make it impossible during the first few years to actually fulfil the related obligations". (The report has previously drawn attention to the extreme scarcity of trained verbatim reporters and précis-writers and to the fact that very few Chinese translators have a full command of languages other than Chinese and English). In these circumstances, the report suggested that the new Service should concentrate on production of verbatim records of plenary meetings of the General Assembly, the meetings of the First Committee, and the meetings of the Security Council. This would reduce the total workload from 18,000 to about 8,000 pages per annum and correspondingly reduce the additional staff requirements to 39 established posts and eight temporary assistance staff, and the annual cost to \$ 1.2 million. This estimate was reduced by the ACABQ to \$ 1.05 million, on which basis the Secretary-General's proposals were approved by the General Assembly.

52. The accounts do not permit a direct comparison between the estimates quoted above and actual expenditure after 1973, but figures supplied by the Department of Conference Services indicate that expansion of Chinese language staff in the period 1974 through 1976 has been in line with the estimates. The general shortage

of Chinese staff, however, is apparent, both in the relatively high number of vacancies in the establishment and in the continued high level of mission assignments for the Chinese translation services; these were set in 1974-1975 at 600 man/days per annum for the translation staff and 500 man/days for the typing pool, and have not since been significantly reduced.

G. Chinese (FAO)

53. A Chinese translation unit was established in 1974 with a staff of 11 Professionals and ten General Service. This establishment has remained unchanged. The cost of the unit in 1976 was \$ 630,000 (\$ 516,000 for staff and \$ 114,000 for printing and distribution of documents); expenditure in 1977 and in the 1978-1979 biennium, is expected to remain at this level, with the addition of increased costs.

H. Chinese (ICAO)

54. The ICAO Working Paper (A22-WP/16 of 6 April 1977) already referred to (see paragraph 38 above) also deals with the question of Chinese language services. The following is a summary. In 1976, through its representative on the Council of ICAO, the Government of the People's Republic of China proposed the adoption of Chinese as a working language of ICAO, with the same status as the existing languages (English, French, Russian and Spanish), by steps, of which the first would be the verbal use of Chinese at meetings of the Assembly and of the Council, with simultaneous interpretation into the other languages and vice-versa, beginning in 1978. The Working Paper estimates that this first step would require one team of two free-lance interpreters for 15 weeks during Council sessions (held annually) and an additional three teams of three interpreters for an average of 22 days each to serve at meetings of the Assembly Plenary, the Executive Committee and Assembly Commissions (held every third year). The Government of the People's Republic of China has indicated that it would be ready to assist the organization with the recruitment of this staff. Interpretation from Chinese would be into one of the other ICAO languages (e.g. English), which would serve as a relay language, and from that language into the remaining ICAO languages and vice-versa. The net cost is estimated as follows:

	\$
1978	45,000
1979	45,000
1980	90,000

The proposed service would not involve additional expenditure on equipment as the Council Chamber is already equipped for interpretation in five languages and the Council gave financial approval in 1975 for the re-equipment of the Assembly Hall and the appropriate committee rooms to provide for interpretation in six languages.

55. In a previous Working Paper, the cost of providing a comprehensive Chinese language service had been tentatively estimated at \$ 1,187,000 (at 1975 cost levels) and the number of staff required at 45 (21 Professional and 24 General Service).

I. Chinese (WHO)

56. In his report A28/50 of 15 May 1975 to the Twenty-eighth World Health Assembly referred to in paragraph 45 above, the Director-General of WHO estimated the annual cost of providing full Chinese language services for the Assembly and the Executive Board at \$ 2,500,000. A staff of about 60 people would eventually be required. Complete implementation would, however, take some time - perhaps several years.

57. In its Resolution WHA 28.33 of 28 May 1975, the Assembly requested the Director-General to prepare "a comprehensive study on the progressive implementation of the Chinese language as a working language of the World Health Assembly and the Executive Board" for the latter's consideration.

58. In a report to the Twenty-ninth World Health Assembly (A29/43 of 27 April 1976), the Director-General, after consultations with the Ministry of Health of the People's Republic of China, outlined a plan to implement Resolution WHA 28.33 by stages, of which the first could begin at the end of 1976 or the beginning of 1977 and last for an estimated three years. The Ministry of Health in Peking had agreed to provide a regular staff of five persons plus temporary staff for each session of the Assembly and the Executive Board. The full cost of the staff, including salary, travel, per diem allowances etc., would be borne by WHO. The translation workload would be determined on a selective basis, both as regards the categories of the documents to be translated and the number of copies to be produced. The cost of the translation services to be provided in 1977 was estimated at \$ 284,000. These proposals were approved by the Twenty-ninth World Health Assembly.

59. Actual expenditure on Chinese interpretation at WHO meetings in recent years was as follows:

	\$
1974	29,800
1975	36,600
1976	43,800

J. German (United Nations)

60. As mentioned in Chapter I (paragraph 7), the General Assembly in 1974 approved a resolution providing that "the resolutions and decisions of the General Assembly, as well as the other supplements to its official records, and the resolutions and decisions of the Security Council and the Economic and Social Council, shall be issued in the German language as from 1 July 1975". The resolution noted with appreciation that Austria, the German Democratic Republic and the Federal Republic of Germany were prepared, until further review, to cover collectively the cost of implementing the resolution.

61. In his report A/C.5/1617/Rev.1 of 5 December 1974, the Secretary-General of the United Nations estimated the total cost (net of staff assessment) of the proposed new language service at \$ 300,000 for the second half of 1975 and \$ 489,000 for the full year 1976. These estimates were calculated on the basis of

a requirement of about 6,000 standard pages of official documents to be translated into German; this would require a staff of eight Professionals (including four translators and two revisers) and seven General Service, and temporary assistance costing \$ 49,000. Other items of expenditure covered printing, office equipment and furniture, the rental and maintenance of premises, etc.

62. The ACABQ approved the Secretary-General's estimates "on the understanding that adoption of the resolution will not impose any present or prospective charge on the regular budget of the United Nations" (A/9608/Add.13 of 10 December 1974).

63. According to information supplied by the Secretariat at United Nations Headquarters, the cost of the new German translation service in the second half of 1975 was about \$ 50,000 in respect of salaries and common staff costs.

K. German (WHO)

64. In 1975 the World Health Assembly adopted a resolution (WHA 28.36) requesting inter alia the Director-General "to examine, with a view to a decision to be taken at a later date, the material and financial implications of a phased extension of the use of the German language in the Regional Office for Europe".

65. In a report to the Executive Board (EB59/WP/2) dated 11 October 1976, the Director-General submitted proposals as follows:

1978-1979: Interpretation at selected meetings and translation of selected documents. Requirements: one translator, one secretary, free-lance interpreters, common services.
Estimated cost: \$ 200,000

1980-1981: Planned increase of documents and working papers to be translated into German. Additional requirements: one translator, plus contractual services for translation and typing, common services. Total estimated cost: \$ 400,000

1982-1983: In this phase, the use of German would be brought to the level of the other working languages of the Regional Office. Additional requirements: one translator, one secretary, contractual services (translating and typing), common services.
Total estimated cost: \$ 600,000

The above proposals were approved by the thirtieth World Health Assembly in 1977.

L. Russian (ICAO)

66. In 1971, at the request of the Government of the Union of Soviet Socialist Republics, the ICAO Assembly decided to adopt the Russian language as a working language of ICAO "to the same extent" as the languages already in use, i.e. English, French and Spanish. In this connexion, the Secretary-General of ICAO submitted

estimates of the cost of this decision based on the assumption that the workload involved would approximately equal that performed in the French language. These estimates provided for a total additional staff of 28 Professionals, of whom 25 would be in the Language Branch and one each in the Administrative Services Branch, the Legal Bureau and the European Regional Office respectively. Thirty-two General Service staff would be required of whom 21 would be in the Administrative Services Branch. This gave a total of 60 additional staff, to be recruited in four stages over a period of about three years. The total net costs for the three years 1972, 1973 and 1974 were estimated as follows:

	<u>1972</u> \$	<u>1973</u> \$	<u>1974</u> \$
Meetings	80,000	80,000	80,000
Secretariat	516,800	633,800	987,100
General Services	32,000	43,800	72,000
Equipment, books	72,800	27,500	3,000
Totals, gross	701,600	785,100	1,142,100
Less staff assessment	64,600	95,100	148,100
Totals, net	<u>637,000</u>	<u>690,000</u>	<u>994,000</u>

67. The ICAO Secretariat has informed the Inspectors that, while separate accounts are not available for the various language services, the progressive introduction of the Russian language service originally planned has been adhered to and the present expense level for relatively full service is about what was expected, taking account of inflation in recent years.

M. Spanish (UNESCO)

68. The General Conference of UNESCO at its eighteenth session in 1975 adopted a resolution in which the Director-General was requested to "award the Spanish language the same treatment in UNESCO as the more widely used working languages of the Organization" and to submit to the General Conference at its next session "a scheme for giving effect to this equality of treatment".

69. In a report submitted to the General Conference at its nineteenth session in 1976, the Director-General submitted proposals for bringing Spanish into line with the more widely used languages of UNESCO and also provided estimates of the cost of these proposals. The latter are divided into two parts, the first concerning measures to be introduced during the 1977-1978 biennium and the second with longer term measures to be initiated in the 1979-1980 biennium. The first set of measures, involving increases in the number of UNESCO publications and documents to be produced in Spanish and for interpretation into and from Spanish at meetings, called for the following additional staff:

<u>Bureau of Conferences, Languages and Documents:</u>	\$
3 Professional posts (one reviser and two translators)	
2 General Service posts (composition typists)	182,200
Temporary assistance	61,750
<u>Office of the UNESCO Press:</u>	
1 Professional post (copy preparer)	35,700
<u>Total for 1977-1978 biennium</u>	<u>279,650</u>

Provision was also made for two interpreters' posts; the cost of these is not indicated but the report states that there will be no budgetary implications as expenditure on temporary interpreters will be reduced correspondingly.

70. The longer term proposals involve "a very marked increase" in the number of translations into Spanish and an increase in the number of translators of original Spanish texts into English or French. The biennial cost is estimated as follows:

<u>Office of the UNESCO Press:</u>	\$
3 Professional posts (copy preparers) and	
1 General Service post (draughtsman)	146,000
<u>Bureau of Conferences, Languages and Documents:</u>	
9 Professional posts (3 revisers and 6 translators)	
and 6 General Service posts (3 audio-typists and	
3 composition typists)	547,000
Supernumerary staff	107,000
<u>Printing costs</u>	<u>600,000</u>
Total (for 2 years)	<u>1,400,000</u>

71. At its nineteenth session in 1976, the General Conference of UNESCO adopted a resolution thanking the Director-General for the efforts made to promote the use of Spanish within the organization and calling for accelerated measures towards that end.

N. Cost of additional language services (ILO)

72. In December 1976, the International Labour Office supplied the Inspectors with detailed and carefully calculated cost estimates of providing services in a hypothetical additional (i.e. sixth) language on three different levels, namely

(a) the level of the existing "full" services for English and French. Under the ILO Constitution, all documents must be issued in these two languages and the Standing Orders lay down that interpretation into them shall be provided at all meetings of the International Labour Conference, the Governing Body, Regional Conference, the Industrial Committees etc.;

(b) the level of the services provided for Spanish. Although constitutionally Spanish has equal status in ILO with English and French, and is given equal treatment at meetings of the Conference, the Governing Body and a few of the committees in regard to interpretation and the translation of documents, these services are provided only "as necessary", and on a selective basis, at meetings of other committees, seminars, etc.;

(c) the level of the services provided for German and Russian. These were introduced as "additional languages" in 1956. Full interpretation services for these languages are provided at meetings of the Conference and the Governing Body, but at other meetings interpretation is provided only "as required" and at all meetings including those of the Conference and the Governing Body, translation of documents into the two languages is provided "on a selective basis".

73. The ILO estimates summarized below are based on standard staff costs of \$ 40,740 per Professional man/year and \$ 17,856 per General Service man/year, and external costs (e.g. printing, translation) have been converted at the rate of Sw. Frs. 2.51 to the dollar. Indirect overheads have been calculated on the basis of 18.7 per cent of direct costs. (See paragraph 24 above). The total (biennial) costs may be summarized as follows:

	<u>Level (a)</u> \$	<u>Level (b)</u> \$	<u>Level (c)</u> \$
Language services	1,919,786	1,783,986	1,117,884
Typing and reproduction	1,070,054	891,494	331,687
Indirect overheads	559,100	500,314	271,069
Biennial totals	<u>3,548,940</u>	<u>3,175,794</u>	<u>1,720,640</u>

The above figures must be regarded as conservative; for example, they assume that any additional language would be used primarily in connexion with meetings and not in connexion with ILO's regular programme of publications.

0. The cost of additional languages (IMCO)

74. A note entitled "On the implication of creating additional working languages", issued by the IMCO secretariat in 1975, points out that "adding a working language B to an existing language A, generates two series of consequences; not only is it necessary to translate and reproduce all the documents from A into the new language B but also to translate and reproduce into A all the documents received in original B. It is a two-way avenue. If a third working language is introduced,

the problem becomes more complicated as each language has to be translated into the other two, which makes six possible combinations". In fact, as the note points out, if N is the number of languages, the number of possible language combinations is $N \times (N - 1)$: thus for four languages, the number of combinations is $4 \times 3 = 12$, for five languages $5 \times 4 = 20$, and so on. Additional staff will, of course, be needed to deal with each new language; the rate of increase will, however, be greater for translation into the new language, from each of the existing languages, than for translation from the new language, since the great majority of documents in the United Nations system originate in English and relatively few documents are likely to originate in the new language. On the hypothetical basis of 5,000 documents per annum submitted in English and 1,500 documents in each of the other working languages, the note estimates the additional costs as follows:

Number of working languages in use	Number of Conference staff	Cost in dollars			
		Staff	Furniture Equipment etc.	Space Rental	Total
Two	27	400,000	110,000	90,000	600,000
Three	60	970,000	230,000	200,000	1,400,000
Four	95	1,600,000	380,000	320,000	2,300,000

75. It should be noted that the above calculations are based on local conditions as they were obtained in IMCO at the time, and relate only to staff required for translating, revising, typing and reproducing documents. No account is taken of interpretation staff nor of additional staff which would be needed on the administrative side (personnel, finance, common services, etc.). If the new language services included interpretation, this would, of course, also be a two-way operation; there would not only be interpretation into the new language but also from it into each of the existing languages. The implications of additional languages in terms of interpretation staff are discussed in Chapter IV below.

P. Use of additional language service (UNESCO)

76. In an exercise similar to that carried out by ILO (see paragraphs 71 to 73 above), UNESCO has estimated in detail the cost of adding a new limited or comprehensive language service to those already provided by the organization, on the following alternative assumptions:

(a) The new language is of a "Western" type which is relatively well known in other countries (e.g. German, Italian, Portuguese);

(b) The new language, although used by millions of people, is not well known outside its geographical area (e.g. Hindi, Swahili, Urdu).

77. In the case of a "Western" language, interpretation could be provided from and into all working languages, i.e. the interpreters' booth would have to be manned by teams comprising enough members to cover up to six or seven languages. In the case of a "non-Western" language, it is assumed that it would be impossible to find a sufficient number of qualified interpreters to provide interpretation from and into all the other languages, so that the booth provided for that language would have to be manned by a team sufficiently large to enable it to interpret from and into either English or French. The other booths would interpret from the "relay" language (i.e. English or French) into the other languages, and vice-versa.

78. The calculations summarized below do not take account of a number of factors which are difficult to quantify but which could add substantially to the total cost of a new language service, e.g. the need for additional space for offices, printing shops, etc., and the possibility that language staff with the necessary qualifications would not be available in sufficient numbers. Nor is any attempt made to quantify another factor which, although it might not add to the cost, would complicate the business of providing a new language service, namely, the absence of commercial printers in Europe capable of producing publications in non-Western languages such as Hindi, Swahili or Urdu.

79. A limited service is defined as one which is restricted to the General Conference of UNESCO, which meets every two years and to the Executive Board, which meets three times in General Conference years and twice in the intervening years. The estimates for a comprehensive service are based on a translation workload equal to the current combined production of the English and French translation and composition sections.

80. Within these various limitations, the estimates of the cost of providing an additional language service in UNESCO are worked out in detail in terms of the additional permanent and temporary staff required in each of the divisions and other units concerned, and are summarized as follows:

(a) Limited service (biennial costs)

	Assumption A (Western language)	Assumption B (other language)
Language Division	1,248,200	2,162,800
Documents Division	505,700	659,400
Conference Division	109,000	109,500
Interpretation Division	323,950	401,400
Administrative and Planning Unit	133,800	133,800
Other Units (Library etc.)	109,100	187,900
<u>Total recurrent costs</u>	<u>2,429,750</u>	<u>3,654,800</u>
Equipment etc. (non-recurrent costs)	208,800	222,800
<u>Total (first biennium)</u>	<u>2,638,550</u>	<u>3,877,600</u>

(b) Comprehensive service (biennial costs)

	Assumption A (Western language)	Assumption B (other language)
Language Division	2,585,100	4,736,200
Documents Division	1,400,700	1,710,400
Conference Division	229,100	229,600
Interpretation Division	1,119,150	1,054,900
Administrative and Planning Unit	195,800	195,800
Other Units	306,600	307,100
Office of the UNESCO Press	920,800	1,167,900
Paper and printing	1,432,300	1,432,300
<u>Total recurrent costs</u>	<u>8,189,550</u>	<u>10,834,200</u>
Non-recurrent costs	472,000	485,000
<u>Total (first biennium)</u>	<u>8,661,550</u>	<u>11,319,200</u>

Q. Rising costs of language services

81. The unit costs of language services, as of all other services required by organizations of the United Nations system, have risen steeply in recent years and it cannot be assumed that this tendency will not continue. (In the case of Geneva, a considerable proportion of the rise in costs, as expressed in U.S. dollars, is of course due to the fall of the exchange value of the dollar). The figures below illustrate, by means of typical examples, the extent of this rise since 1970:

(a) Annual salary of permanent staff member in grade P.3, step 5
(net, plus post adjustment for Geneva at single rate).

1.1.1970	\$ 11,734
1.1.1977	\$ 19,683

(b) Daily rate for free-lance interpreter (initial level) in Geneva:

1.1.1970	\$ 34
1.1.1977	\$ 93.85

(c) Daily rates for free-lance translator (initial level) in Geneva:

	<u>local (net)</u>	<u>non-local (net)</u>
1.1.1970	\$ 26	\$ 42
1.1.1977	\$ 68	\$ 97

(d) Translation costs per standard page (based on net rates for non-local free-lance translators and revisers in Geneva)

1968	\$ 18.32
1972	\$ 24.25
1976	\$ 46.61

IV. ADDITIONAL IMPLICATIONS OF NEW LANGUAGE SERVICES

82. The reports on the financial implications of new language services summarized in the preceding Chapter throw light on a number of additional problems which are characteristic of this particular type of service. The main "problem areas" may be listed as follows:

- the "multiplier effect" of languages;
- the scarcity of qualified staff;
- uneven workloads;
- competing demands for language staff;
- technical and physical problems;
- the impact of language services on other services;
- the tendency to expand.

A. The "multiplier effect" of languages

83. As previously noted (see paragraph 74), an additional new language service involves interpretation and/or translation, not only from each of the existing languages into the new language, but also vice-versa. The number of language combinations thus created rises steeply with each additional language - from two to six for a third language, from six to twelve for a fourth and so on. With seven languages, no fewer than 42 combinations are needed if each language is to be interpreted or translated into each of the others.

84. The effects of this multiplication on staff requirements depends on a number of factors. So far as interpretation is concerned, an important factor is the number of language combinations of which each interpreter is capable. As explained below (see paragraph 89), a United Nations interpreter is expected to be able to interpret into his or her own or "active" language from at least two other languages, and some are able to do so from three or more languages. (A few have more than one active language). In theory, therefore, interpretation for a meeting conducted in three languages could be provided by three persons, provided each had the appropriate language combinations. In practice, however, at least one additional interpreter will normally be employed, partly to ensure that all the six possible combinations are covered, and partly because interpretation is recognized to be an exhausting activity and extra help will be needed to provide relief. The longer the meeting, the greater the need for relief staff. The following extract from the current agreement between the Consultative Committee on Administrative Questions (CCAQ), representing the participating organizations of the United Nations system, and the Association internationale des Interprètes de Conférence (AIIC), representing the free-lance interpreters, indicates what increases in the number of interpreters are considered necessary for each additional language:

<u>Number of languages used and into which interpretation is required</u>	<u>Minimum number of interpreters</u>	
	<u>Large teams</u>	<u>Small teams</u>
2	3	2
3	6	4
4	10	7
5	15	10
6	18	12
7	21	14

85. It will be noted from the above that the agreement with the AIIC provides for "large" or "small" interpreter teams for the same number of languages. The Inspectors are informed that "small" teams consist of or include higher-grade interpreters who have more than one "active" language (and who are paid more than the standard rate), and that such teams are seldom used in the United Nations system, where conditions of work - including the average duration of meetings - normally call for the employment of "large" teams. However, the agreement with AIIC recognizes that the precise size and constitution of a team of interpreters appropriate to a particular meeting will depend on a number of factors which vary from one meeting to another (duration of meeting, number of booths in use, language qualifications of interpreters employed etc.).

86. As in the case of interpretation, the number of translators needed to deal with a given number of languages depends partly on the number of language combinations of which each translator is capable; but it also depends on the volume of documentation requiring translation into each language. This in turn will be determined, where translation into a new language is involved, by the requirements of the delegation or delegations speaking that language; and where translation from the new language into the other languages is involved, by the amount of documentation originating in the new language. The latter is likely, in the nature of things, to be substantially less than the volume of documentation produced in the "old" languages, since, as previously noted (see paragraph 74 above), the bulk of the documentation produced by organizations of the United Nations system is drafted in English.

87. The probable impact of additional languages on translation staff is the subject of a study carried out by IMCO, with the help of an expert from the United Nations, in 1975. This examines the implications of the phased addition, over a period of 20 years, of four new languages to the two languages (English and French), for which full translation services are already provided in IMCO. The study foresees three basic phases for each language, as follows:

Phase 1: The new language is introduced as a working language of the principal organs of IMCO, and at international conferences held under IMCO auspices, with the exception of summary records which continue to be issued in English and French only;

Phase 2: The new language is developed as a working language of IMCO committees;

Phase 3: The new language is put into use in all IMCO organs including sub-committees. At this stage all IMCO documents are translated into the new language and all documents received in it are translated into the other working languages.

88. The calculations were done on the assumption that the volume of work and the number of pages of translating required in each language would remain constant throughout the 20-year period. The results are summarized in a table which is reproduced at Annex C to this report and which shows that, on a conservative estimate, the additional staff needed to provide full translation services in four new languages (in addition to the two languages for which services are already being provided in IMCO) total 323 (148 Professional and 175 General Service), with a corresponding requirement for additional office space. It should be noted that the estimates cover administrative staff (personnel, finance, general services etc.) as well as translation and related staff.

B. Scarcity of qualified staff

89. A translator or interpreter in the United Nations system is normally expected to be capable of translating or interpreting into his "mother tongue" (i.e. the language in which he is most at home, known as his "active" language) from at least two other languages (known as his passive languages). ^{25/} These skills can (and indeed must) be developed by training and practice, but they cannot be implanted, and they therefore remain comparatively rare, especially in the field of simultaneous interpretation, which has been made possible by technical developments and is in general use. Moreover, the expansion and growing complexity ^{26/} in recent years of multilingual conferences, both within the United Nations system and outside it, has led to an increase in the demand for language staff and thus aggravated the shortage. With varying degrees of emphasis, the organizations covered by this study are unanimous in stating that it has become increasingly difficult in recent years to recruit competent language staff. One large agency states that "it has always been difficult to find enough qualified language staff; in the last few years, however, with the increasing number of meetings in all the organizations and the lack of co-ordination between these organizations, the problem has often been how to find enough interpreters or conference translators, regardless of their quality".

^{25/} A small number of interpreters and translators have two or more active languages.

^{26/} E.g. the increasing tendency to form ad hoc working groups, drafting committees, etc., needing language services. A single conference can generate half a dozen or more such auxiliary bodies, several or even all of which may meet concurrently.

90. The recruitment of qualified language staff presents special problems in regard to Arabic and Chinese. Both are particularly difficult languages for an outsider to master and there are therefore few, if any, non-Arabs and non-Chinese who are capable of interpreting from them into their own languages; translators are almost equally scarce. Conversely, since Arabic and Chinese have only recently come into widespread use as international conference languages, there are at present relatively few people available who are capable of interpreting or translating into them from other languages. As a result, the demand for qualified Arabic and Chinese language staff exceeds the supply, as is brought out, in the case of Arabic interpreters, in the report by the Secretary-General of the United Nations summarized in paragraphs 29 to 37 above. It should be added that, while there is a small body of free-lance Arabic interpreters, only two free-lance Chinese interpreters are known to the United Nations.

91. The scarcity of Arabic and Chinese language staff referred to above is made particularly acute by the circumstances that those persons who are capable of interpreting or translating from or into Arabic or Chinese can only do so into (or from) English or French; other language combinations involving Arabic or Chinese are virtually non-existent.

92. In order to overcome the difficulties described above, the language services are obliged to resort to two practices. The first of these consists of relying on Arab and Chinese personnel for interpretation or translation, not only into Arabic or Chinese, which is their normal function, but also in reverse, i.e. from Arabic or Chinese into English or French. The second practice is to interpret or translate from Arabic or Chinese into a single "relay" language (normally English but sometimes French) and from the latter into other languages as required; the same procedure can be followed in reverse. Both these practices have obvious advantages; the first helps to overcome the shortage of persons capable of interpreting from a "difficult" into a "Western" language, and the second to overcome the equally acute shortage of persons capable of working from Arabic or Chinese into languages other than English or French. On the other hand, "reverse" interpretation has the disadvantage that the interpreter is not working into his "mother tongue", and unless he is exceptionally gifted, this will increase the risk of error and misunderstanding; whereas the "relay" method of interpretation means that any mistakes, inadequacies or lack of clarity in the "relay" version will be passed on, probably in magnified form, to the other languages and vice-versa. This is all the more likely to happen when the "relay" interpreter is not working into his "mother tongue". (The same objections apply to "reverse" and "relay" translation, but less strongly because a piece of translation can be revised and corrected before it is issued, whereas this is not possible in the case of interpretation).

93. Majority opinion in the secretariats of the United Nations system condemns the "relay" system of interpretation on the grounds that it leads to a lowering of standards. This objection is felt to apply with particular force to meetings at which the precise meaning of the words used is especially important; thus one organization writes that "at scientific meetings, the loss of information through "relay" is of at least 50 per cent". Not all organizations, however, take this

view; one of them considers that the results of the relay method are "passable", and another even states that, although all its interpretation from Chinese (into French, Russian and Spanish) is "relayed" through English, "the quality of the interpretation does not appear to have suffered". Obviously, much depends on the skill, not only of the "relay" interpreter, but of the entire team of which he is, so to speak, the pivot.

94. In addition to the problems discussed above, several organizations stress the linguistic difficulties arising from the specialized nature of many of the subjects discussed at meetings of the United Nations system. One of them writes that "it seems that in a technical organization ... texts become increasingly specialized and difficult on account of constantly-developing technique". ^{27/} Even in a non-technical context, problems of terminology are constantly arising, and require highly skilled staff to deal with them. These factors add to the difficulty of acquiring competent language staff.

C. Uneven workloads

95. Two well-known features of the methods of work of organizations of the United Nations system give rise to sharp temporary increases in the workloads of their secretariats. The first is the regularly recurring and foreseeable major conference, of which the General Assembly of the United Nations is the most conspicuous example. The second is the practice of making unforeseen additions to the organization's planned conference programme. In the United Nations, such additions can also take the form of major conferences, but last-minute extensions of or additions to programmes of ordinary meetings can be almost equally disruptive.

96. Whether foreseen or unforeseen, such "peak periods" of unusually intense activity present obvious problems to those responsible for organizing language and other conference services. The solution hitherto adopted by the United Nations and the other organizations has been to limit the permanent language (and other conference) staff to what can be kept fully employed throughout the year, while relying on temporary staff for "peak periods". This is clearly the right answer so long as temporary staff with the required qualifications is available and the cost of hiring it is likely, in the long run, to be less, or at least not greater, than the cost of maintaining a permanent staff large enough to cope with the extra work. If either of these conditions is not fulfilled, however, the question arises whether the permanent establishment should not be increased. The report by the Secretary-General of the United Nations on the new Arabic service, summarized in paragraphs 31 to 35 above, indicates that this question has already arisen in regard to Arabic interpretation at United Nations Headquarters, and that the permanent Arabic interpretation staff is indeed to be strengthened by the addition

^{27/} Terminology problems are of course particularly numerous in the case of new languages, for which the necessary glossaries, etc. have yet to be established. Each additional language involves additions to the terminology staff of an organization.

of 17 posts at the Geneva Office. Evidence that the question has also arisen in regard to other languages than Arabic is provided by the Secretary-General's introductory note to Section 23A of the proposed Programme Budget for the 1976-1977 biennium, in which he comments that "over the past few years, the workload of the Interpretation Service has continued to increase and the availability of free-lance interpreters has become more and more uncertain", and requests authority to increase the interpreter establishment by 30 posts during the biennium. The Inspectors note in this connexion that, according to the chart relating to interpretation requirements and servicing capacity in New York in 1977, circulated by the Chairman of the Committee on Conferences, 28/ the programme of meetings in that year at Headquarters was expected to exceed the capacity of the permanent interpretation staff during at least twenty weeks, for eight of which the Law of the Sea Conference was expected to require a very considerable addition to that capacity. The corresponding chart for Geneva, circulated with the New York chart, shows only four weeks in 1977 (covering the December/January holiday period) when the programme of meetings does not exceed the capacity of the permanent interpretation staff. This capacity extends to 60 meetings throughout the year; during at least 24 weeks, the Geneva programme exceeds 100 meetings and during 16 of those weeks it equals or exceeds 120 meetings, i.e. twice the capacity of the permanent interpretation staff. 29/

97. The implications of this situation, in the light of the growing cost of temporary language staff, are discussed in Chapter V below. (See paragraphs 121 to 125).

D. Competing demands for language staff

98. Several organizations complained to the Inspectors about the lack of co-ordination, at the inter-agency level, in regard to the planning of major meetings, resulting in competitive demands for language staff. The problem of the "pattern of conferences", both within the United Nations and on the inter-agency level, has been analyzed in detail by the Joint Inspection Unit 30/ and it would be inappropriate to go over the ground again in the context of the present study. From the point of view of language services, the essence of the problem appears to the Inspectors to be the uncertainty which attaches to any attempt to plan programmes of meetings (in the sense of sessions) in the United Nations system. The planner has no reasonable assurance that the time-table will not be upset, often at very short notice, both by cancellations of scheduled meetings and by decisions to hold unscheduled additional meetings, often as a result of the creation

28/ A/AC.172/11/Add.1 of 7.2.77.

29/ The actual number of meetings held each month in 1977, both in New York and Geneva, has so far fallen below the programme figure, but the gap between interpretation requirements and the capacity of the permanent staff remains.

30/ Report on the pattern of conferences of the United Nations and the possibilities for more rational and economic use of its conference resources (A/9745 of 1974).

of new organs. This uncertainty creates obvious difficulties for those responsible for providing language and other conference services, especially in regard to the recruitment of temporary staff, which may not be available at short notice and which must be paid even if the meeting for which its services are hired does not take place. These difficulties are particularly serious for the United Nations offices in New York and Geneva, both because of the very large number of meetings for which they have to cater and because the impact of unscheduled meetings is heavier on them than on the other organizations, especially when such meetings take the form of major special conferences, often held away from Headquarters. Moreover, there is often a delay between a decision to hold an additional meeting and the confirmation that the necessary funds will be available; during this period, contracts cannot be finalized.

E. Technical and physical problems

99. A language service poses technical problems of a special kind in regard to simultaneous interpretation which, as already noted (see paragraph 89 above), is employed everywhere. Simultaneous interpretation requires a sound-proof booth for interpreters into each of the languages in use, and a wiring system connecting each booth with the desk microphones ^{31/} which enable each delegate to speak from his place in the meeting room, and with the ear-microphones which enable the delegates and all other persons attending the meeting, including the public, to listen to the speaker, or to the interpreter of his choice. The necessary installation is therefore elaborate and expensive and alterations or additions to it are also liable to be expensive since, for practical reasons, it is necessary to instal the wiring under the floor of the meeting room. The cost of adapting conference rooms at United Nations Headquarters to provide for Arabic interpretation (see paragraph 30 above) was \$ 1,295,000, most of which was accounted for by the installation of additional floor channels. The Palais des Nations in Geneva is better provided for possible expansion; of the 23 meeting rooms equipped for simultaneous interpretation, seven have seven booths each. Additional booths could be installed in ten other rooms. However, much of this equipment is in need of renovation and the General Services Division has requested the following appropriations for repairs and improvements in the 1978-1979 budget.

	<u>\$ (estimate)</u>
Replacement of the (antiquated) simultaneous interpretation system in the Council Chamber	230,000
Replacement of the three interpreters' booths in Committee Room F-3 (also antiquated)	76,000
Air conditioning of the interpreters' booths in Conference Rooms V and VII	140,000
Increase in number of booths in Conference Rooms V and VII from five to six	80,000
Replacement of air-conditioning of interpreters' booths in Committee Room C-3	60,000
	<u>586,000</u>

^{31/} Wireless systems are occasionally used when built-in facilities are not available.

100. Those organizations of the United Nations system which have reached the limit of their capacity in regard to interpreters' booths face difficult problems in the event of their being required to provide interpretation for additional languages. For example, one of the smaller agencies reports that "When it was decided to make Chinese an official language, a booth had to be built above the (four) existing booths, which is reached by a ladder. It is impossible to build another booth and consequently out of the question to create another official language for the time being".

101. When not on duty in their booths, interpreters need rooms where they can relax, study advance texts of prepared statements, etc. The Headquarters Secretariat states that "During periods of peak demand in New York, temporary interpreters recruited for the Law of the Sea Conference and the General Assembly could not be provided with office space, and have been forced to occupy seats in lounges and lobbies".

102. Office space is, of course, also required for translators and other language staff. In New York, according to the Secretariat, shortage of space has inconvenienced the work of the Translation Division, e.g. the Documentation and Terminology Service is physically divided between the 15th and 24th floors of the Secretariat Building, and the German Translation Unit is located outside the building. One of the organizations comments that "overcrowding of translators can be a threat to quality and output". Attention is drawn in this connexion to paragraph 27 of the report of the Joint Inspection Unit on the utilization of office accommodation at IMCO headquarters (JIU/REP/76/7), in which it was stated that the requirements of possible additional language services in IMCO could give rise to difficulties in regard to office accommodation.

103. Space and equipment are also needed for the other activities and functions associated with language services such as printing and the storage and distribution of printed material. According to the Department of Conference Services at United Nations Headquarters, each additional language service requires (in New York):

- about 20 per cent more pigeon-hole space;
- about 500 linear metres of warehousing space;
- three additional General Service staff;
- special reproduction equipment for certain languages (e.g. Arabic and Chinese) which are difficult to reproduce on stencils.

104. A special storage problem arises from the fact that it is often impossible to ensure that the translations of a given document into various languages will all be completed at the same time; depending on workloads, availability and/or competence of the translating staff etc., some translations will be ready sooner than others. They will, however, normally have to be held until all are ready in compliance with the principle that no language shall be given more favourable treatment than another.

105. It follows from the above that the addition of a new language service is likely to create expansion, personnel and work-flow problems extending far beyond the question of providing and accommodating the language staff immediately concerned.

F. Impact of language services on other services

106. The following is an extract from the ICAO Working Paper referred to in paragraph 38 above:

"5. The provision of language services involves essentially interpretation (the oral process at meetings), translation (the written process in documentation or correspondence) and their directly supporting services (including terminological research and the provision of reference documentation), as well as the editorial, reproduction and distribution processes. At ICAO headquarters, these activities are concentrated in the Language Branch and the Administrative Services Branch of the Bureau of Administration and Services.....

6. The functional and budgetary implications, however, are not limited to the secretariat units mentioned in paragraph 5 above. Also involved directly or indirectly in the language activity are the offices of the President and the Secretary-General and the Air Navigation, Air Transport, Legal and Technical Assistance Bureaux. In particular, the fact that the Organization operates in more than one language creates a requirement for increased language capability in most components of the secretariat, for language training and for incentives in the form of language proficiency supplements paid to General Service staff. Language services also generate increased staffing needs in the administrative and managerial areas of the Finance Branch, the Management Services Office and the Personnel Branch....".

107. This appears to the Inspectors to be a good summary of the various ways in which a language service creates additional functions (e.g. training) or impinges on existing functions within an organization. They have no doubt that other organizations would (*mutatis mutandis*) endorse the comments of the Secretary-General of ICAO. One of the larger organizations writes that "Additional burdens fall on administration services, to cope with the recruitment of more staff and the processing of payments of thousands of contracts for free-lance interpreters and for external translation, typing and printing". Another writes that "The number of contracts to be established for free-lance staff already creates problems for the administrative services during peak periods". A smaller organization reports that "With regard to the recruitment of personnel due to extending the Spanish and Russian languages, this has to a great extent contributed to the inadequacy of the headquarters building. Outside premises ... had to be rented and certain services transferred. When Spanish becomes a working language in 1979, other transfers will have to be made ...".

108. The above statements represent majority opinion, but there are dissentient voices. Thus, one of the larger organizations expresses the view that "the additional burdens on administrative and personnel services (of providing additional language services) have not so far presented any serious problems... nor are they expected to do so in the future". One of the smaller organizations also states that "the introduction of a new language would not appear to create serious indirect or overhead problems".

G. The tendency to expand

109. During their preliminary investigation of the questions discussed in this report, it was suggested to the Inspectors that any language service instituted on a limited basis would inevitably tend to develop into a comprehensive service, as provided for old-established languages in use in the organization in question. Accordingly, in the questionnaire sent out by the Inspectors, organizations were asked to comment on this suggestion.

110. There is general agreement throughout the United Nations system that this "snowball" tendency exists. One of the smaller organizations gives as an example the development of its Spanish service from 1971, when it was introduced solely for the translation of certain reports, to 1979 when it is to become a full working language. On the other hand, opinions diverge as to whether the tendency is uncontrollable. Thus, one organization states that "It is a fact that the use of a language first introduced for limited purposes tends to increase as a result of renewed requests. However, thus far, such increases and requests have been held within reasonable and manageable limits, mostly because of the clear wordage limitations that have been set out in successive programmes and corresponding estimates". Another organization points out that its Spanish and Russian services, while they have admittedly expanded since they were first introduced (in 1948 and 1954 respectively), still operate on a limited basis, being restricted to the two principal organs of the organization concerned and to certain specified categories of documents.

V. CONCLUSIONS AND RECOMMENDATIONS

111. Annex A to this study shows in summary form what language services are available to the principal organizations of the United Nations system. Chapter II describes the administrative effort and the financial outlay involved in providing these services and Chapters III and IV attempt to spell out the financial and other implications of adding language services to those already in existence in an organization. This analysis leads to certain general conclusions and raises certain questions which are discussed below.

112. In the absence of a generally recognized world language, language services, i.e. interpretation of oral statements made at meetings and translation of documents and publications, are a necessary part of the operation of the United Nations system. To the extent that they facilitate international discussion and understanding, they can be said to contribute to economic and social development; but they are very expensive, and each additional language adds disproportionately to their cost. They should not be allowed to divert an undue proportion of the limited resources available for development.

A. How many languages?

113. From a purely technical and theoretical point of view, there would appear to be no limit to the number of languages for which interpretation and translation services could be provided in any organization, given the staff and the necessary facilities (interpretation booths, office space and machinery, printing shops, storage space, etc.). The limits are practical and financial; beyond a certain point, the cost and difficulty of the operation will outweigh its benefits. The question arises, where is that point? What is the maximum number of languages for which an international organization can reasonably be expected to provide services?

114. The Inspectors know of no simple answer to this question. They are, however, impressed by the complexity and high cost of the arrangements involved in providing the multi-lingual services described in this report and particularly by the cumulative "multiplier effect" of each new language service and its inflationary impact on other administrative services (see e.g. paragraphs 74 and 106-107 above). These factors, as analysed in Chapters III and IV above, appear to justify the conclusion that:

(a) the language services now being provided or developed in the United Nations and other organizations covered by this study already constitute an extremely heavy burden on their administrative and financial resources, and

(b) the addition of even one comprehensive language service, let alone several, would not only be very costly in itself, but would greatly increase the cost of the existing services and add to their complexity and to the delays involved in providing them. Moreover, such an addition, because of the non-availability of staff capable of handling all the language combinations involved, could be achieved only at the expense of quality (e.g. as a result of the general use of the "relay" method of interpretation described in paragraph 92 above), and the Inspectors venture to doubt whether Member States would willingly accept any general lowering of standards.

B. Limited language services

115. The evidence analysed in Chapters III and IV above also shows that, as between a comprehensive language service and no service at all, there is a wide range of intermediate solutions falling under the general description of limited language services. Thus, interpretation services can be restricted to meetings of the principal legislative bodies of an organization, and to appropriate regional meetings, and translation services to correspondence between the Member State or States concerned and the organization; a limited Arabic service on these lines has been approved by the ICAO Assembly (see paragraph 38 above). An example of an even more limited service is the German translation service provided in the General Assembly, the Security Council and the Economic and Social Council (see paragraphs 59 to 62). In this case, the Member States concerned have undertaken to defray the cost of the service. The most recent examples of limited language services are those being provided in WHO for Arabic and Chinese, as described in paragraphs 45 to 49 and 56 to 59 above. Complete implementation of the original proposals to make Arabic and Chinese full "working" languages of WHO would have necessitated an additional staff estimated at 60 persons and additional expenditure estimated at \$ 2,500,000 per year for each language, at a time when the organization was seeking to reduce its administrative staff and expenditure in order to increase the resources available for technical co-operation in developing countries. ^{32/} The result of this conflict of priorities was the setting up, in agreement with the national authorities concerned, of limited services in the two languages, based on the restriction of interpretation services to meetings of the World Health Assembly and the Executive Board, and on a highly selective choice of documents requiring translation. In this way, the initial cost of each service was reduced from the original estimate of \$ 2,500,000 to approximately \$ 700,000 for the Arabic and \$ 330,000 for the Chinese service, excluding the cost of interpretation.

116. The WHO arrangements referred to in the preceding paragraph are of particular interest because they show that a conflict of priorities resulting from a demand for an additional language service can be resolved by agreement between the parties principally concerned, i.e. the secretariat and the Member State or States involved, on the basis of the principle of selectivity, whereby interpretation is provided only for selected meetings, and only selected categories of documents are translated into the language in question. Where the Member State or group of States concerned is willing to bear the cost of the new service either indefinitely, as in the case of the German translation service in the General Assembly, or for a stated period, as in the case of the Arabic services in the Assembly and in WHO, the financial implications for the organization concerned are of course correspondingly less onerous. Attention is drawn in this connexion to the ITU and UPU rulings that the cost of additional language services must be borne by the Member State or States requesting them. (See paragraph 27 above). Also relevant to this point is ILO's practice, referred to in footnote 17a to the table at Annex A, of allowing delegates to address plenary sittings of the ILO Conference in languages other than those for which interpretation services are provided, on the understanding that they supply the interpreters with a written text in one of the official languages of the organization. This arrangement, for which provision is made in ILO's Standing Orders, enables a delegate to address the Conference in a "non-official" language without involving the organization in additional expense.

^{32/} See Resolution WHA29.48 of 17 May 1976.

117. The foregoing considerations lead to the following conclusions:

(a) Any major addition to the language services already provided, or being set up, in the United Nations system is likely to impose an unduly heavy administrative and financial burden on the organization concerned and to divert resources from more productive use; it would therefore appear to be in the interests of Member States to refrain from such additions. A further strong argument for such restraint is that it would give the secretariats concerned a much-needed breathing space in which to consolidate existing services in the light of the important additions of the past few years.

(b) If, nevertheless, any new service or any expansion of an existing service, is considered necessary, it should be based on the principle of selectivity, i.e. interpretation should be provided only for specified meetings and only specified documents should be translated into specified languages.

(c) Member States requesting new or expanded language services should be invited to pay or contribute to their cost, as is the case in ITU and UPU (see paragraphs 27 and 116 above).

(d) Consideration should be given to extending the ILO practice whereby delegates making statements in non-official languages are required to provide the interpreters with a text in an official language (see paragraph 116 above).

(e) All organizations that have not already done so should re-examine their language service arrangements with a view to introducing further selectivity. The results of this review should be submitted to the governing bodies, along with an indication of the expected savings.

(f) In the United Nations, important questions relating to the provision of language services (interpretation and translation) in connexion with meetings should be referred to the Committee on Conferences.

C. Possible economies in existing services

118. The cost of the existing language services in the United Nations and in the other organizations of the United Nations system included in this study was briefly analysed in Chapter II above, and found to be very high. The question whether this cost could be reduced without loss of efficiency, or whether efficiency could be increased without adding to the cost, could be fully answered only on the basis of an exhaustive evaluation which would exceed the scope of this study. On the other hand, it hardly seems possible, in any discussion of the language services of the United Nations system, to ignore questions of cost and possible economies and the following paragraphs deal briefly with those aspects of the problem which seem to the Inspectors to call for further study.

D. Interpretation and translation costs

119. As previously noted (see paragraph 26 above), at least 80 per cent of total expenditure on language services in the United Nations system is incurred on translating documents and publications. It follows that whatever economies are possible in the services as a whole are more likely to lead to significant savings in the translation than in the interpretation services and it is here that the principle of selectivity (see paragraph 116 above) could most profitably be applied. In this connexion, the Inspectors have noted with interest the efforts currently being made by WHO to achieve reductions in the categories of documents (including records of meetings - see paragraph 120 below) requiring translation.

E. General reduction of documentation

120. This study is not directly concerned with the problem of the reduction or control of the volume of documentation and publications produced by organizations of the United Nations system. Since, however, most of this material is put out in more than one language, it follows that any reduction or limitation of the categories of documents and publications produced by the organizations would lighten the burden on their translation services, leading to lower costs and higher quality. The category in which such action brings the greatest rewards is that of meetings records and especially verbatim and summary records; the production of summary records, in five languages, of meetings at United Nations Headquarters (on the basis of two meetings a day) necessitates the employment of 22 translators (including six précis writers), five revisers, some 30 typists and the necessary reproduction staff. The cost (at 1975 prices) of producing, by mimeograph/fair copy, a 50 page verbatim record in five languages, totalling about 5,000 copies, is estimated at nearly \$ 2,000, and that of printing them for official records by typeset in six languages for a final record of 50 manuscript pages at \$ 3,500.^{33/} The Inspectors are, of course, aware that this problem has received, and is receiving, close attention on the part of delegates, both in the United Nations and in other organizations of the United Nations system, and that considerable progress has been made recently towards reducing the number of meetings requiring summary or verbatim records. However, in view of the direct impact of the production of documents on the workload of the translation services, the Inspectors recommend that further and continued efforts should be made to reduce and control the production of documents of all kinds, and especially of records of meetings.

F. Use of temporary language staff

121. In paragraph 32 above, reference is made to a report by the Secretary-General of the United Nations in which he drew attention to the fact that the cost of hiring temporary Arabic interpreters from the start of the thirtieth to the start of the thirty-first General Assembly had exceeded the estimated cost, over the same period, of permanent staff capable of providing the same service. This situation is commented on in paragraphs 96-97, where it is pointed out that the situation in regard to interpretation services both at United Nations Headquarters in New York and in the Geneva Office raises the question whether the permanent interpretation staff should not be increased.

^{33/} A/C.5/1670 of 27.6.75, Annex III, paragraphs 8 and 12.

122. A further factor to which the Inspectors wish to draw attention in this connexion is the cost of temporary language staff, including both interpreters and translators, wherever employed. The rates of pay of both categories are laid down in written agreements between the Consultative Committee on Administrative Questions (CCAQ) representing the United Nations and other participating organizations of the United Nations system, and the two international associations representing the free-lance interpreters and the free-lance translators respectively. These agreements, which also deal with conditions of work etc. and are subject to periodical re-negotiation, fix the daily and monthly rates of pay of free-lance interpreters and translators (including revisers and editors) at levels slightly (or in some cases considerably) above the net pay, for the same periods, of their counterparts employed on a permanent basis in the United Nations.

123. In these circumstances, the Inspectors consider that the situation calls for a special study with the object of determining whether or not there is a case for enlarging the permanent interpretation and translation establishment at United Nations Headquarters and in the Geneva Office, and in respect of what languages, and they recommend that such a study be undertaken.

124. The Inspectors are aware that the question is a complex one and that the criteria for determining what proportion of its resources the United Nations should devote to permanent as opposed to temporary language staff include other than financial considerations, e.g. the advantages of a permanent staff in terms of discipline, productivity and better quality resulting from the development of expertise. One of the questions to be considered in the context of the suggested study might be whether the language services of the United Nations could be made more attractive from the career point of view, e.g. by creating a new category of appropriately graded translator/interpreter/record writers. As regards the latter suggestion, the Inspectors are aware that interpretation and translation are generally considered to call for different aptitudes and temperaments which are seldom found together in one person. They note, however, that the two functions appear to have been successfully combined in ICAO, where more than one-third of the established interpreters also do translation work; in ILO, where language (and other) staff appear to be exceptionally versatile; and in WMO. What is practicable in one organization is not necessarily practicable in another, but the examples quoted suggest that present attitudes in the United Nations should at least be reconsidered.

125. The recommendations in paragraphs 123 and 124 above are addressed to the United Nations. Their relevance to the other organizations of the United Nations system covered by this report is a matter for them to decide in the light of their own individual circumstances and requirements. Their programmes of conferences and meetings requiring language services are less crowded than those of the United Nations and in consequence require fewer language staff. Annex B shows that between them they employ less than half the overall total. Moreover, as was pointed out in paragraph 98 above, their meetings programmes suffer less from unforeseen changes than those of the United Nations, a circumstance which facilitates the hiring of temporary staff. For these reasons, the problem of the balance between established and temporary language staff is less acute for the specialized

agencies and IAEA than it is for the United Nations. But it is theirs to the extent that they are also experiencing increasing difficulties in recruiting temporary language staff and that the cost of hiring such staff is as high for them as it is for the United Nations. The Inspectors note in this connexion that the Director-General of UNESCO, when proposing the substitution of permanent for temporary Spanish interpreters, remarked that this would not involve additional expenditure as the cost could be met from existing appropriations for temporary interpreters. (See paragraph 69 above).

G. Simplification of working methods

126. It would have been beyond the scope of this survey to attempt a detailed study of the methods of work employed by the language services under review, but the organizations concerned were invited to comment on the possibilities of simplifying the translation work by reducing the number of revisers and editors. (The overall returns summarized at Annex B show a ratio of two translators per reviser and 3.5 per editor; the corresponding ratios in the United Nations alone are the same for revisers but 5.6:1 for editors). Only one of the organizations replied that it was able to dispense entirely with revisers; "this simplifies matters and it is economical but at the expense of quality". Two others, however, stated that, while revision was considered an essential function, it could be, and often was, carried out by staff who also did translation. One of these organizations considered that final editing of documents involved specialized skills, while the other entrusted the final editing of its official records to the translators and revisers. A fourth organization reported that its translators normally revised their own work and in some cases that of other translators. In addition, there were regular revisers but they also performed editorial functions. Yet another organization considered that, whereas systematic revision was not necessary for documents required for sub-committees or technical groups, it was necessary for documents intended for governing bodies. The consensus of the remaining organizations including the Secretariat of the United Nations, was that while revisers and editors are indispensable, every effort is made to keep their numbers down to a minimum consistent with the need to ensure that a translation is not only accurate, but also consistent with translations of the same text into other languages.

127. The Inspectors concur that for important documents, revision is essential but not all documents are equally important and the replies summarized in the preceding paragraph lead the Inspectors to conclude that a detailed examination of methods of work in the various translation services in the United Nations and other organizations of the United Nations system covered by this report might well reveal possibilities of achieving economies, although any substantial savings could probably be made only at the price of a lowering of the high standards to which Member States are accustomed. There should be a continual search for improvement in this field.

H. Inter-agency co-operation

128. Under this heading, the Inspectors have considered a number of possibilities of reducing the cost of language services by co-operative action ranging from the

systematic exchange of language staff between organizations of the United Nations system to the setting up, on an inter-agency basis, of training centres and/or "pools" of interpreters and translators and of facilities for printing publications.

129. At present, inter-agency co-operation in the field of language services is limited to the following:

(a) Loans of language staff between organizations. With one or two exceptions (E.g., the sharing of interpreters between IAEA and UNIDO, as provided for in the Joint Services Agreement between the two organizations, and the regular loan of interpreters from the United Nations Office at Geneva to New York during the General Assembly), such loans are entirely ad hoc and involve only small numbers of persons at a time;

(b) The Inter-Agency Interpreter Training Programme operated by the United Nations Office at Geneva. Since its inception in 1968, this programme has taken on 34 trainees, of whom four have failed the intermediate or final test, five have resigned, nine are still undergoing training, four (after two years' training) have become members of the Inter-Agency Interpreter Pool as Associate Interpreters and the remaining 12, having completed their two-year term in the pool, have qualified as established United Nations interpreters;

(c) Since 1969, inter-agency meetings, convened by the Administrative Committee on Co-ordination, have been held from time to time, under the chairmanship of the Under-Secretary-General for Conference Services and Special Assignments at United Nations Headquarters in New York, to discuss "Language Arrangements, Documentation and Publications". These meetings have discussed various proposals for instituting or improving inter-agency co-ordination and co-operation in the field of language services. At the latest meeting, held in Rome in September 1976, the main topics of discussion were the better co-ordination of terminology work, the development of a uniform costing system for meetings and documentation (on both of which progress is being made), and the establishment of common printing facilities for publications (on which no progress was made) 34/;

(d) Chinese language staff recruited by the United Nations Headquarters in New York in consultation with the Chinese Permanent Mission is also available to other organizations of the United Nations system.

130. In the questionnaire addressed to the organizations covered by this study, the Inspectors invited them to comment on the possible co-operative measures referred to in paragraph 128 above. The replies were unanimous in expressing the view that, while such measures might be desirable in principle, they were impractical in present circumstances. The main reasons given for this attitude were as follows:

(a) The proper functioning of any institutionalized arrangements for the pooling (or even exchange) of language staff depends on a degree of control of meetings programmes (both within and between the participating organizations) which

34/ A member of the Joint Inspection Unit was given an opportunity of a morning's discussion with the delegates to the Rome meeting.

does not exist now and (it is implied) is unlikely to be achieved in the foreseeable future. In these circumstances, any central "pool" would either have to be extravagantly large in order to meet all demands made on it, or fail to meet the demands and so lose its raison d'être;

(b) Each of the organizations of the United Nations system has its own requirements and peculiarities in regard to terminology, presenting serious obstacles to any large-scale interchangeability of language staff;

(c) As regards training, basic training is already (and adequately) provided by the commercially-run schools from which the United Nations recruits most of its language staff and (in the case of Russian staff) by the Moscow Pedagogical Institute for Foreign Languages, to which the United Nations contributes financially; further training is a matter for the organizations themselves, in accordance with their individual requirements - assisted, in the case of interpreters, by the inter-agency training scheme referred to in paragraph 129 (b) above. There is thus no need for a United Nations-run organization to provide basic training and it would be ill-equipped to provide the specialized "on-the-job" training provided by the organizations themselves;

(d) "Pools" would be very expensive to run, especially as their members would, by definition, frequently travel and earn per diem allowances. They might well, in present circumstances, cost more than the present system of hiring temporary staff when needed.

131. The Inspectors acknowledge the force of these arguments. In particular, they understand the reluctance of organizations to commit themselves to arrangements which despite the initial advantage of their ability to plan further ahead, would in practice give them less assurance of getting language staff when they needed it than they have now. So long as the meetings programmes of the United Nations system continue to be liable to uncontrolled expansion and unpredictable fluctuations, conflicting demands for language staff will continue to arise and in these circumstances, it cannot be denied that any centralization of the sources of supply, such as would be involved in the creation of "pools", would operate to the advantage of the biggest "customer", i.e., the United Nations.

132. On the other hand, it is not unreasonable to hope that the meetings programmes of the United Nations family will, in the course of time, become more settled and more amenable to advance planning. When this happens, the advantages of common language services, in terms of the more efficient use of skills which, in all probability, will always tend to be scarce, will become more apparent. It has been suggested that the eventual goal might be the setting up of a central organization which would allocate language and other conference staff on a "first come, first served" basis and, in addition, recruit temporary staff as required. This, however, is looking very far ahead, and in any case, it must be admitted that such an organization would be difficult and costly to run. A more practical alternative might be for the staff "pools" to remain on the strength of the United Nations, which would sub-let their services to other organizations on agreed terms. So far as translation services are concerned, arrangements on

these lines might well be facilitated by the use of modern techniques, such as the facsimile transmission of documents by cable (see paragraphs 144 and 145 below).

133. The above are long-term possibilities which should be considered by the secretariats of the organizations of the United Nations system and discussed in the appropriate inter-agency bodies, including the meeting on Language Arrangements, Documentation and Publications referred to in paragraph 23(c) above, or the more permanent machinery which might (as suggested in paragraph 140 below) replace it. Meanwhile, however, consideration should be given to measures that might be taken in the more immediate future to promote inter-agency co-operation in the use of language services. The Inspectors have in mind three areas in which such co-operation might be of particular benefit, namely:

- (a) Arabic language services;
- (b) Chinese language services, and;
- (c) Publications, especially in Arabic and Chinese.

134. As regards Arabic language services, it will be recalled that the General Assembly has approved proposals by the Secretary-General of the United Nations to set up an interpretation unit in Geneva and a translation unit in New York. In the report submitting these proposals, the Secretary-General drew attention to the advantages which the Arabic interpretation services, to be set up in Geneva in 1977, would have "from the point of view of other organizations in the United Nations system requiring, and competing for, Arabic interpretation services"; and the ACABQ, while endorsing the proposals, expressed the view that "the Secretary-General should take steps towards co-ordinating efforts among the specialized agencies and the Organization in developing language services" (see paragraphs 34 and 36 above).

135. The Inspectors understand that, at the time of writing (May 1977), efforts are being concentrated on setting up the Arabic language services required by UNCTAD and the General Assembly. They hope that the needs of the other organizations of the United Nations system interested in Arabic language services will be borne in mind and that possible means of satisfying these needs will be considered. Such measures might take the form, on the interpretation side, of an extension of the inter-agency interpreter training programme described in paragraph 129(b) above; and on the translation side, of agency participation in the scheme for facsimile transmission of documents to New York (see also paragraph 147 below).

136. Although Chinese is one of the original official languages of the United Nations, it is only now coming into general use as a working language of the United Nations system and Chinese language staff, like Arabic staff, is in short supply. Those employed at United Nations Headquarters in New York are frequently loaned to the Geneva Office and to other organizations, in

consultation with the Chinese Permanent Mission to the United Nations, with whom priorities are agreed. The three Chinese interpreters outposted to Geneva are assigned only after reference to New York. Several organizations, however, have made their own arrangements for recruiting Chinese language staff, usually with the assistance of the Government of the People's Republic of China (see, e.g., paragraphs 54 and 58 above).

137. It seems probable that the demand for Chinese language staff will continue to increase in the foreseeable future and it is clearly in the interests of the organizations of the United Nations system that they should consult with each other on how best to deal with this situation.

138. As mentioned above (see paragraph 129(c)), the idea of central printing facilities for publications (not documents) has been a subject of discussion in the ACG-sponsored meetings on language arrangements, publications and documentation. The last such meeting, held in Rome in 1976, had before it a feasibility study prepared by the United Nations and IAEA, according to which such facilities could be set up in Western Europe (e.g., Vienna) at a cost of about \$ 1,000,000, and could yield total net savings to the participating organizations approaching \$ 500,000 annually. The general reaction to the proposal among the representatives of the other participating organizations was, however, negative. According to the official report of the meeting, they made it clear that "they could not commit themselves to providing any financial support for such a service, which would have to be treated in the same way as commercial printers. However, if one organization were to initiate such an undertaking under its own responsibility, other organizations would consider making use of the service, provided that the financial and technical conditions offered for specific jobs compared favourably with those of commercial printing".

139. In view of this attitude, which is reflected in the replies to the questionnaire addressed by the Inspectors to the organizations covered by the present study, it seems unlikely that the facilities in question will materialize. On the contrary, the available evidence suggests that organizations are turning more and more to decentralization, on a regional basis, as a solution of their printing problems. The possibilities in this field are discussed in paragraph 143 below.

140. In the general context of inter-agency co-operation and co-ordination in regard to language services and related problems, consideration should be given to the question whether the present arrangements for discussing these matters at ad hoc meetings held every few years (see paragraph 129(c) above), should not be replaced by more permanent machinery. It seems to the Inspectors that a more continuous forum is needed for the exchange of information and ideas and the development of more compatible and better co-ordinated policies and practices.

I. Assistance by Governments

141. The extent to which the cost of language services in the United Nations system is being met by direct financial contributions from the Governments concerned is indicated in paragraph 27 above. As was pointed out in paragraph 116,

every such contribution brings corresponding relief to the finances of the organization concerned; there are, however, other ways in which Governments can, and in some cases do, give assistance to the common effort, namely by providing (i) language staff; (ii) training facilities and; (iii) facilities for the translation and/or printing of documents and publications. Some examples of such assistance are mentioned below; the list does not, however, claim to be exhaustive.

142. A number of Governments are regularly concerned in the selection and secondment of their nationals to posts in United Nations organizations, including language posts; recent examples, relating to the provision of Chinese language staff in ICAO and WHO respectively, are quoted in Chapter III above. Where - as in the case of Arabic and Chinese - there is an acute shortage of candidates with the necessary qualifications, such governmental assistance is clearly very valuable. In the opinion of the Inspectors, its value could be greatly enhanced if the Governments concerned could see their way to establishing their own training centres from which (as in the case of the Moscow Institute - see paragraph 130(c) above), suitably qualified interpreters and translators could be made available to the United Nations and to other organizations in the United Nations system. Such centres could, of course, serve the domestic needs of the Governments concerned as well as their United Nations requirements.

143. The Inspectors recognize that the above recommendation is more easily applicable when the language involved relates only to one country. Nevertheless, even when a language is spoken by a number of countries covering a wide geographical area, consideration could be given to the possibility of establishing training centres on a regional or sub-regional basis.

144. In the course of their investigations, the Inspectors became aware that a considerable amount of printing work required by organizations of the United Nations, especially in regard to publications, is carried out by external agencies, usually commercial firms, but in some cases Governments. In some instances, such services include translation of the publications in question ^{35/}. A systematic study of this aspect of language services would have exceeded the scope of the present study, but in the opinion of the Inspectors, each organization of the United Nations system should keep the situation under review with the object of determining whether existing arrangements for the external printing and, where appropriate, translation of its publications - especially by Governments - could profitably be extended.

J. Technical developments

145. The Inspectors are unfamiliar with developments in research into the potentialities of computer-assisted translation, but any positive achievements in this field will certainly be of interest and, one hopes, of benefit to the United Nations system. Meanwhile, attention is drawn to another development which, although considerably older ^{36/}, promises to have a more immediate, if less revolutionary, impact on translation work - namely, facsimile transmission.

^{35/} E.g., the translation centres working for UPU in Cairo (Arabic) and Montevideo (Spanish).

^{36/} Facsimile transmission of newspapers, documents, etc., by electronic methods has been practicable for about 25 years, and is available to the public,

This technique makes it possible to copy documents by radio or telephone cable over any distance and almost instantaneously. Its potentialities for the United Nations system have been demonstrated on an experimental basis in Vienna by IAEA, between Geneva and Vienna by the United Nations Office at Geneva (this experiment, carried out in 1975, is being repeated in the first half of 1977 with more advanced equipment) between Geneva and New York and between Paris and Nairobi in connexion with the UNESCO General Conference of October/November 1976. The Geneva/New York service, foreshadowed in paragraphs 24 and 25 of the Secretary-General's report A/C.5/31/60 to the thirty-first General Assembly (see paragraph 34 above) enabled documents originating with UNCTAD to be transmitted to New York for translation into Arabic and returned in translation, also by facsimile, to Geneva, where the copies, as received, were clear enough for direct offset reproduction. The Nairobi/Paris service appears to have been equally successful; documents were regularly radioed (via satellite) to Paris in the evening, translated there and radioed back to Nairobi in time for next day's meetings - thus making it unnecessary to maintain a large team of translators at the Conference.

146. The Geneva/Vienna experiment referred to above is being carefully costed with a view to comparing its cost with the expenditure that would otherwise have been incurred on sending teams of translators to Vienna. Present indications give good reasons for believing that, given the right conditions (including reliable telecommunications of high quality), the cost of using facsimile transmission can be more than offset by savings on the travel costs of translating staff, always a heavy item in the budget for a multilingual conference held away from headquarters. Moreover, peak-load documentation, which is liable to create bottlenecks at conferences held away from headquarters, can be processed at the established duty stations of the organization concerned; and during slack periods at the conference, the headquarters staff can readily be switched on to other work. Facsimile transmission of documents will, of course, remain relatively expensive and will be justified only when cheaper, but slower, methods are unacceptable. Thus, the Inspectors are informed that, at the Nuclear Power Conference in Salzburg, Austria, to be held in 1977 under IAEA auspices, facsimile transmission will be used to send documents from the conference to Vienna, but that these will be returned to Salzburg, after translation, by road. Other possibilities are the use of telex, which seems appropriate for short and simple documents, and (where speed is less important) of centrally-produced "microfiches"

147. The UNESCO Conference referred to above, also experimented with simultaneous interpretation by radio (sound only). This does not seem to have given good results; according to the report, "without vision, the interpreter becomes unsure of himself, like a motorist in a fog". Experiments with television were more satisfactory, although the interpreters found that their inability to see the audience in addition to the speaker was a handicap.

148. The technical innovations referred to above have obvious, and indeed far-reaching implications for the future developments of the language services of the United Nations system. The Inspectors are particularly impressed by the

on a commercial basis.

potentialities of facsimile transmission in relation to the eventual development of inter-agency translation services, discussed in paragraph 132 above; indeed, it may well be that such services will be made technically and financially possible by facsimile transmission. The subject clearly calls for continued study and experiment on an inter-agency basis.

SUMMARY OF RECOMMENDATIONS

1. Language services in the United Nations system should be provided on a flexible basis and only to the extent that they are indispensable for the proper functioning of deliberative organs (Paragraph 17).
2. Expenditures on language services should be kept down to the lowest level compatible with the needs and interests of Member States (Paragraph 112). Translation services offer greater scope for economy than interpretation services (Paragraph 119).
3. Additions to existing or planned language services should be avoided so far as possible (Paragraph 117 (a)).
4. If, nevertheless, any addition or expansion is considered necessary, it should be based on the principle of selectivity, i.e. interpretation should be provided only for specified meetings, and only specified documents should be translated into specified languages (Paragraph 117 (b)).
5. Member States requesting new or expanded language services should consider paying or contributing to their cost, as is the case in ITU and UPU (Paragraph 117 (c)).
6. Organizations that have not already done so should re-examine their language services with a view to introducing further selectivity (Paragraph 117 (d)).
7. In the United Nations, important questions relating to the provision of language services in connexion with meetings should be referred to the Committee on Conferences (Paragraph 117 (e)).
8. Further and continued efforts should be made to reduce and control the production of documents, especially records of meetings (Paragraph 120).
9. A study should be undertaken with a view to determining whether the permanent language staff at United Nations Headquarters, both in New York and Geneva, should be increased in order to reduce dependence on temporary staff (Paragraph 123). This should include possible ways of making language services more attractive from a career point of view (Paragraph 124).
10. Recommendation No. 9 should be considered by the other organizations of the United Nations system in the light of their own circumstances and requirements (Paragraph 125).
11. Possible economies in the methods of work of the translation services should be kept under continual review (Paragraph 127).
12. Long-term possibilities of providing common language services on an inter-agency basis should be considered by the appropriate bodies (Paragraph 133).

In this connexion, consideration should be given to replacing present arrangements for inter-agency co-operation and co-ordination in regard to language services by more permanent machinery (Paragraph 140).

13. Meanwhile, the more immediate possibilities of inter-agency co-operation should be considered in regard to Arabic and Chinese language services (Paragraphs 135 to 137).

14. Consideration should be given by interested Governments to the setting up, on a national or regional basis, of training centres for language staff (Paragraphs 142 and 143).

15. The possibilities of extending existing arrangements for the printing and translation of publications by Governments should be considered (Paragraph 144).

16. The potentialities of technical developments, and especially of the facsimile transmission, by cable or radio, of documents for translation at a central point, should continue to be investigated (Paragraph 148).

Annex A

USE OF LANGUAGES IN THE UNITED NATIONS SYSTEM

International Organization	Assembly-type		Council-type		Standing Committees		World-wide meetings		Regional meetings		Publications (most usual practice)	Correspondence (most usual practice)
	<u>Transl.</u>	<u>Interpr.</u>	<u>Transl.</u>	<u>Interpr.</u>	<u>Transl.</u>	<u>Interpr.</u>	<u>Transl.</u>	<u>Interpr.</u>	<u>Transl.</u>	<u>Interpr.</u>	<u>Transl.</u>	
United Nations	A ¹ CEFRS ³	A ¹ CEFRS	C ² EFRS ³	C ² EFRS	CEFRS	CEFRS	ACEFRS ⁵	ACEFRS ⁵	E+L	EF+L ⁴	EFS ⁶	EFS ⁶
FAO	A ⁷ C ⁸ EFS	ACEFRS	C ⁸ EFS	ACEFRS ¹¹	C ⁸ EFS	ACEFRS ¹¹	EFS	C ⁸ EFS	E+L ⁹	EF+L ¹⁰	A ⁷ C ⁸ EFS	EFS
GATT	EFS ¹²	EFS ¹³	EFS ¹²	EFS ¹³	EFS ¹²	EFS ¹³	EFS ¹²	EFS ¹³	-	-	EFS ¹²	EF
IAEA	EFRS	EFG ¹⁴ RS	EFRS	EFRS	EFRS	EFRS	E+original language ¹⁵	EFRS	Languages requested by participants		Varies ¹⁶	According to wishes of States concerned
ILO	EFG ¹⁸ S	A ¹⁷ EFGRS ^{17a}	EFG ¹⁸ S	EFGRS	-	-	-	-	E+L	E+L	EFS	EFS ¹⁹
IMCO	CEFRS ²⁰	CEFRS	CEFRS ²¹	CEFRS	CEFRS	CEFRS	EFS	CEFRS	EFS	EFRS	EFRS	EFS ²²
ITU	CEFRS ²⁴	ACEFRS ²³	CEFRS ²⁴	CEFRS ²³	-	-	CEFRS ²⁴	CEFRS	E+L(F/R/S)	E+L(F/R/S)	CEFRS ²⁴	EFS
UNCTAD	See note 25		See note 25		See note 25		See note 25		See note 25		See note 25	See note 25
UNESCO	AC ²⁶ EFRS	ACEFRS	AC ²⁷ EFRS	ACEFRS	-	-	EFRS	EFRS	Determined by actual needs of meetings		ACEFRS, depending on audience	EFS
UNIDO	CEFRS ²⁸	CEFRS	C ²⁸ EFRS	CEFRS	-	-	-	-	-	-	EFRS	EFS
UPU	See note 29	See note 30	See note 29	See note 30	See note 29	See note 30	See note 29	See note 30	See note 29	See note 30	See note 29	See note 29
WHO	ACEFRS	ACEFRS	AEFRS	ACEFRS	-	-	EFRS	See note 31	See note 32	See note 33	AEFRS	EF
WMO	EFRS	C ³⁴ EFRS	EFRS	CEFRS	EFRS	EFRS	EFRS	EFRS	See note 35	See note 35	See note 36	EFRS
ICAO	EFRS	AEFRS	EFRS	EFRS	See note 37	EFRS	EFRS	EFRS	E+F or S	E+L ³⁸	EFRS	AEFRS

Abbreviations: A = Arabic; C = Chinese; E = English; F = French; G = German; R = Russian; S = Spanish; L = Language(s) of region.

Notes appear on following pages.

NOTES TO ANNEX A

United Nations

1. Since 1973, Arabic translation and interpretation provided for the General Assembly and its seven main committees.
2. No Chinese in ECOSOC.
3. Since July 1975, in accordance with General Assembly Resolution 3355 (XXIX), resolutions of and supplements to the official records of the General Assembly and resolutions and decisions of the Security Council and ECOSOC have been translated into German at the expense of the Member States concerned.
4. Arabic, Chinese, Russian or Spanish, depending on region.
5. Languages according to rules of procedure.
6. Other official languages are used as occasion demands.

FAO

7. Arabic translation for initial biennial programme: Main documentation of General Conference, Near-East Regional Conferences and technical meetings, some publications.
8. During current initial biennium, Chinese translation of main documentation for General Conference, Council and its committees, some sub-committees, translation also for meetings and publications of interest to the People's Republic of China. Chinese interpretation at world-wide technical conferences if People's Republic of China attends.
9. Europe: English, French and Spanish (selected documents). - Africa: Arabic, English, French. - Near-East: Arabic, English, French. - Asia and Far-East: Chinese, English, French. - Latin America: English, Spanish and French (selected documents).
10. Europe: English, French, German, Spanish. - Africa: Arabic, English, French. - Near-East: Arabic, English, French. - Asia and Far-East: Chinese, English, French. - Latin America: English, French, Portuguese, Spanish.
11. Not all these languages are used, when limited membership allows. Intergovernmental groups of Commodity Problems Committee use only English, French and Spanish.

GATT

12. Important selected documents and practically all publications are issued in Spanish.
13. Interpretation from Spanish is available at all GATT meetings, and into Spanish at sessions of the Contracting Parties, the Council and some selected standing committees.

IAEA

14. Interpretation into German provided at plenary meetings of the General Conference, at the request and expense of the Austrian Government.
15. Abstracts of scientific papers for symposia and similar meetings are made available in one of the working languages and in English (if English is not the original language).
16. Some scientific and technical publications, as well as some public information material are issued in English, French, Russian and Spanish. For most, however, selective criteria are applied, according to expected demand.

ILO

17. Interpretation into and from Arabic at plenary sittings of the Conference, and at two technical committees chosen in consultation with Arabic-speaking delegations.
- 17a. Delegates addressing the Plenary Conference in languages other than those indicated must provide the interpreters with a text in an official language.
18. Only selected documents are issued in Russian and German.
19. Replies to questionnaires, often in other languages, require translation.

IMCO

20. Resolutions of the Assembly are produced in Chinese, Russian and Spanish, in addition to English and French. Spanish is to become a normal working language of IMCO in 1979.
21. Resolutions of the Council are produced in Chinese, Russian and Spanish, in addition to English and French.
22. Spanish: Exceptionally only.

ITU

23. Arabic interpretation at the plenipotentiary and administrative conferences. When all participants agree, debates may be conducted in fewer than the other five languages: The same applies to CCI Study Group meetings (usually E,F,S,R,C). The Administrative Council meetings are conducted in C,E,F,S,R. Other languages (for any meeting) may be added as requested and financed by Administrations.
24. Final documents of the plenipotentiary and administrative conferences, their final acts, protocols, resolutions, recommendations and opinions are drawn up in Chinese, English, French, Russian and Spanish. All other documents of these conferences are issued in English, French and Spanish. Official service documents prescribed by the administrative regulations are published in Chinese, English, French, Russian and Spanish. All other documents for general distribution are drawn up in English, French and Spanish.

UNCTAD

25. Language services provided by UNCTAD are, by and large, those provided by the United Nations.

UNESCO

26. At the nineteenth session (1976) of the General Conference, the principal documents (agenda, draft programmes, amendments proposed by Member States, draft resolutions, volume of Resolutions and Approved Programme) were translated into Chinese; progressive extension, through the twentieth session (1978), to generalized use of Chinese from the twenty-first session (1980) onwards.
27. Chinese versions of principal documents (previously translated into Chinese for the nineteenth session of the General Conference) to be supplied to the Executive Board. From the 1977 Spring session, generalized use of Chinese in the Board.

UNIDO

28. Chinese translation of key documentation. Documentation for expert groups issued in languages as required by these groups, usually English, French and Spanish.

UPU

29. Translation - In addition to French, the only official language of UPU, as well as a working language at its International Bureau, the UPU uses Arabic, English and Spanish for the publication of the Union's documents. Other languages are also used, on condition that this does not result in an increase of costs to be borne by the Union.

Member countries that have not expressly requested the use of a language other than French are deemed to have requested this language. Correspondence between postal Administrations and the International Bureau, and between the latter and third parties may be exchanged in any language for which a translation service is available in the International Bureau.

30. Interpretation - For debates at meetings of the Union's bodies, French, English, Russian and Spanish are accepted. Other languages, such as Arabic are also authorized for those debates, and delegations using such other languages provide interpretation into one of the four languages mentioned above. At the UPU Congress at Lausanne, in 1974, seven languages were used for interpretation: Arabic, Chinese, English, French, German, Russian and Spanish.

WHO

31. As required and if possible: Arabic, Chinese, English, French, Russian, Spanish.
32. Africa: English, French. - Americas: English, French, Spanish. - Eastern Mediterranean: Arabic, English, French. - Europe: English, French, Russian. - South-East Asia: English. - Western Pacific: English, French.
33. Africa: English, French. - Americas: English, French, Portuguese, Spanish. - Eastern Mediterranean: Arabic, English, French. - Europe: English, French, Russian, and, at present, German. - South-East Asia: English. - Western Pacific: Chinese, English, French.

WMO

34. The seventh World Meteorological Congress (1975) approved the introduction, on a step-by-step basis, of Chinese as an official and working language of WMO. As a first step towards full implementation, the responsibility of WMO is limited, during the financial period 1976-1979, to the provision of interpretation facilities for sessions of the Congress, the Executive Committee and Regional Association II (Asia), on the same basis as for other official and working languages of the Organization.
35. Meetings of Regional Associations use two or three languages, according to membership. Working groups and other experts' meetings use one or more languages, as required.
36. Basic publications and reports of the World Meteorological Congress are issued in English, French, Russian and Spanish, but many other publications in only one or two of these languages.

ICAO

37. Documentation for the Air Navigation Commission is in English only.
38. Arabic in the MEAF Region.

Annex B

LANGUAGE STAFF IN THE UNITED NATIONS SYSTEM IN 1976

(a) Regular Language Staff Posts, 1976	UN (NY)	UNOG	UNEP	UNIDO	PAO	IASA	ICAO	ILO	IMCO	ITU	UNESCO	UPU	WHO	WMO	TOTAL
Interpreters	102	59	-	4	8	9	-	-	-	-	6	-	5	-	193
Interpreter/translators	-	-	-	-	-	-	35	10	-	-	-	-	-	4	49
Translators	249	87	5	22	39	20	26	32 ^{1/}	12	18	34	8	53	8	613
Revisers	117	48	4	13	20	12	7	29 ^{2/}	6	9	24 ^{2/}	2	20	-	311
Editors	44	11	1	9	14	12	5	-	-	21	1	-	53	4	175
Stenographers, typists, calligraphers	316 ^{3/}	163	12	22	27	30	56	92	20	34	49	4	73	25	923
Direct support staff (Supervisory, clerical and printing)	254	217	21	15	190	18	53 ^{4/}	102 ^{4/}	24	37	65	2	100	24	1,122
TOTALS	1,082	585	43	85	298	101	182	265	62	119	179	16	304	65	3,386

(b) Temporary Staff: Actual
and Expected Man/Days, 1976

Interpreters	9,000	4,750	650	2,909	7,600	842	1,404	7,159 ^{5/}	1,800	6,253	8,943	799	2,203	988	55,300
Translators ^{6/}	3,100	10,000	300	2,124	75	523	109	3,305	1,600	2,510	8,630	-	1,778	854	24,154
Revisers	2,000	-	120	-	-	1,134 ^{2/}	-	-	80	306	-	-	1,118	-	4,758
Editors	450	1,000	-	-	-	-	-	-	-	-	200	-	401	-	2,051
Stenographers, typists, calligraphers	17,900 ^{7/}	10,000	1,000	1,989	75	869	1,165	-	2,100	5,738	19,135 ^{8/}	-	4,229	-	64,200
Direct support staff (Supervisory, clerical and printing)	14,000	-	1,500	-	300	-	17	-	3,100	3,481	-	-	1,542	-	23,940
TOTALS	46,450	25,750	3,570	7,022	8,050	3,368	2,695 ^{7/}	10,464	8,680	18,288	36,908	799	11,271 ^{9/}	1,842	185,157

1/ Including reviser-interpreters.

2/ Reviser-editors.

3/ Including 36 verbatim reporters.

4/ Including terminology and reference staff.

5/ Précis-writers (committee secretaries): 753 man/days contributed by externally-recruited staff, 2,552

man/days contributed by staff drawn from regular non-language staff.

6/ May include revisers.

7/ Including 1,900 man/hours contributed by Arabic verbatim reporters.

8/ Including direct support staff.

9/ Excluding African and American

regional offices for which no
data are available.

Annex C

CONSEQUENCES OF INTRODUCTION
OF ADDITIONAL WORKING LANGUAGES IN IMCO

Stages*	Extra Staff Requirements (Conference and Administrative Division)			Space Requirements sq.ft.
	Professional	General Service	Total	
Stage A E III R I F III S I	10	16	26	3,900
Stage B E III R II F III S II	28	40	68	10,200
Stage C E III R II X I F III S II Y I	38	53	91	13,650
Stage D E III R II X II F III S II Y II	48	71	119	17,850
Stage E E III R III X II F III S III Y II	65	92	157	23,550
Stage F E III R III X III F III S III Y III	148	175	323	48,450

* Present Stage E III
F III

I = Working language for Assemblies,
Councils and International Conferences.
II = Working language as I, plus Committees.
III = Working language for all IMCO organs.

E = English
F = French
R = Russian
S = Spanish

X = First unspecified
language
Y = Second unspecified
language.