

Distr.
GENERALA/2731
21 September 1954

ORIGINAL: ENGLISH

Ninth session

ORGANIZATION OF THE SECRETARIAT

Report of the Secretary-GeneralI. Introduction

1. The question of the organization of the Secretariat has been a matter of debate in the Fifth Committee at the sixth, seventh and eighth sessions of the General Assembly, and has been repeatedly discussed by the Advisory Committee on Administrative and Budgetary Questions over the same period. At its eighth session, following consideration of my report on the organization of the Secretariat,^{1/} the General Assembly authorized me to proceed to the extent possible along the lines I had proposed and to prepare the 1955 budget estimates within the broad framework of such proposals, taking account of the observations and suggestions of the Advisory Committee and of the views expressed in the Fifth Committee and its 427th and 428th meetings (resolution 784 (VIII) of 9 December 1953).

2. To assist me in the further elaboration of reorganization plans, I appointed, early in 1954, a small Survey Group of six senior members of the Secretariat to undertake a thorough review of the Headquarters establishment. This review was directed to three main fields of inquiry:

- (1) The character and volume of the substantive and administrative responsibilities of the Secretariat staff required to service the General Assembly, the Councils and other subsidiary organs and to implement the work programmes of those bodies;

^{1/} See Official Records of the General Assembly, Eighth Session, Annexes, agenda item 48, document A/2554.

- (ii) The main structure of the Secretariat and an appropriate organization for the units comprising the separate departments or offices;
- (iii) The number and the levels of staff required to enable the Secretariat to fulfil its essential responsibilities.

The Survey Group proceeded not only on the basis of documentary evidence submitted by various departments and offices, but additionally by means of direct discussion and consultation with a large number of departmental officials at all levels of responsibility.

3. The practical conclusions reached point towards significant results in terms of greater organizational efficiency, improved staffing arrangements and budgetary savings. Budgetary savings however will emerge as a by-product of the reorganization process rather than as ends in themselves. The review had as its primary aim a reassessment, in consultation with the other organs concerned, of the role which the Secretariat can most constructively play in furthering the objectives of the Charter and, in this context, the nature and scope of the activities it can most usefully undertake were reappraised.

4. While each department at Headquarters was subject to a detailed scrutiny, the closest attention was paid to the work of the Secretariat in the economic and social fields. I was in a position to provide the Economic and Social Council at its eighteenth session with a special report, developed as an outcome of the work of the Survey Group, on the work of the Secretariat in those particular fields of immediate concern to the Council (E/2598).

The Council, on 5 August 1954, adopted resolution 557 (XVIII) in which it endorsed the approach I had taken in my report and laid open the way for appropriate action to be taken to put those proposals into effect.

5. The review so far has been limited to departments at Headquarters only. It is my intention early in 1955 to bring under similar detailed review the Technical Assistance Administration, the United Nations Children's Fund, and those United Nations offices and activities external to Headquarters, including in particular the European Office at Geneva, the regional economic commissions, information centres, the field missions and field service staff. As part of that review, the system of co-ordination among those offices and between them and Headquarters departments will be closely examined.

II. Report of the Secretary-General's Survey Group on Reorganization

6. The report of the Survey Group has been made available to the delegations of Member States and to the members of the Advisory Committee on Administrative and Budgetary Questions. I regard its conclusions as representing a constructive achievement, which in my opinion would lead directly towards the improvement in the organization and structure of the Secretariat at Headquarters which many Members have long felt should be brought about.

7. Annexed to the present report is a plan outlining the structure and organization for the various departments and offices at Headquarters. The plan is based on the recommendations of the Survey Group and indicates target manning tables for each main unit. I believe this plan to be the most appropriate at the present stage for the accomplishment of the tasks properly belonging to the Secretariat on the basis of recognized criteria, a rational co ordination of activities and a reasonable flexibility among personnel and functions.

8. The decision of the General Assembly at its eighth session enabled me to go ahead with certain of the organizational changes contemplated in my earlier report and which fall within my administrative jurisdiction. Thus, during the course of 1954, the functions of the former Department of Conference and General Services **have been re-allocated** between a Department of Conference Services and an Office of General Services. The Library, which heretofore was under the general direction of the Executive Office of the Secretary-General, has been transferred to the Department of Conference Services, while the Field Service has been transferred to the Office of General Services.

9. In order to bring more closely under my personal direction certain central control functions, arrangements have been made for an Office of Legal Affairs, to replace the former Legal Department; an Office of Personnel to replace the former Bureau of Personnel; and an Office of the Controller to replace the former Bureau of Finance. With regard to the two last-named offices, I have not overlooked the important reservations expressed by some Members, and particularly by the Advisory Committee, on their constitution as Offices of the Secretary-General; I am prepared to let the experience to be derived during the course of the next two years or so be a deciding factor as to whether the present arrangements should continue.

10. The discussions in previous sessions of the General Assembly which looked towards a reorganization of the Secretariat were centered principally upon the best arrangement for dealing with economic and social activities within the Secretariat; the special attention of Members is consequently directed to the proposed merger in a single unified department of the former Departments of Economic Affairs and Social Affairs. Although it was clearly the wish of Members that such a merger should take place, it was not my intention to anticipate during the course of 1954 a serious change of this type without the benefit of the General Assembly's further understanding of my intentions. The organizational changes in this particular area are designed to ensure closer integration of economic and social activities, stronger policy direction, greater coherence in internal programming, the more logical grouping of functions and responsibilities, the simplification of lines of authority and staff economy. In the new single Department, which also would provide for co-ordination with the specialized agencies, there would be, at Headquarters, (1) a Bureau of Economic Affairs which in general would embrace the current responsibilities of the Division of Economic Stability and Development and the Fiscal Division; (2) a Bureau of Social Affairs which would embrace the current responsibilities of the Social Welfare Division and the Population Division; (3) a Statistical Office; and (4) a Division of Human Rights.

11. I consider that the normal arrangement should be an amalgamation of the Departments of Economic and Social Affairs with the Technical Assistance Administration. The question how and when this should be brought about must I think be influenced by the stage of maturity reached in the development of the particular responsibilities with which TAA is charged, not only as far as its internal organization and procedures are concerned, but also from the standpoint of its relations and co-operation with Governments. After careful consideration of these questions I believe there is on balance still an advantage in maintaining TAA for the time as a separate entity. However, the plan of organization provides that the unified Department of Economic and Social Affairs should undertake full responsibility for such substantive and advisory functions as TAA may require in support of particular economic and social projects. With this development the essential backstopping for technical assistance operations would be provided without risk of duplicating functions.

12. I propose a transfer of the substantive work on narcotic drugs to Geneva, where the Division of Narcotic Drugs would work in close collaboration with the secretariat of the Permanent Central Opium Board and the Drug Supervisory Body as well as with the World Health Organization. The Division of Narcotic Drugs would continue to report to Headquarters.

I have come to the conclusion that the major responsibilities of the Secretariat in the field of transport and communications should likewise be transferred to Geneva. The work of the Transport and Communications Division in Geneva would retain its worldwide character and the Division would continue to report to Headquarters.

The transfer of the work on narcotic drugs should take place in the course of 1955; for administrative reasons it will probably be preferable not to effect the transfer of the work on communications and transport until after the end of that year.

13. Among the principal changes proposed Members will wish to note that concerning the central organization of the Secretariat at its top level. Provision is made for a single supervisory level having the status of Under-Secretaries. It will comprise Under-Secretaries, with or without departments, Heads of Offices and Deputy Under-Secretaries. These officials will form the top échelon; they will have the same status and far-reaching responsibilities, the only difference between them being in the type of work which they will perform. While the departments will deal with matters involving a specific field, the Offices will deal with co-ordination of matters mainly of legal or administrative significance affecting all units of the United Nations. The Under-Secretaries without department will have assignments predominantly of a political character which also cut across the competence of several departments.

This will naturally imply, in the case of Under-Secretaries, with or without departments, a certain delegation from the Secretary-General of political responsibility within specific fields. All officials of the top échelon, however, will have the responsibility for the performance of activities within their respective fields and, in principle, the delegation from the Secretary-General of administrative responsibility will be complete. For example, in questions of personnel and financial administration, the Director of Personnel and the Controller will act, in relation to other departments, with the authority of the Secretary-General.

14. I consider it necessary that there should be Deputy Under-Secretaries in the Departments of Economic and Social Affairs, Public Information and Conference Services, as well as an officer with equivalent responsibilities in the Technical Assistance Administration, because of the scope and complexity of the responsibilities involved in those major areas of the Secretariat's work. Between Under-Secretary and Deputy, a suitable division of administrative responsibilities would be arranged in each case so that the Deputy would be not subordinate to, but co-ordinate with, the Under-Secretary in his department.

15. As noted in paragraph 4 above, I proposed to the Economic and Social Council, during the course of 1954, certain programme modifications with a view to increasing the effectiveness of the Secretariat's work. Should the General Assembly approve the recommendations contained in the report of the Economic and Social Council and which are reflected in Council resolution 557 (XVIII), I will, pursuant to the invitation of the Council, take such action as is appropriate, taking into account the discussions in the Council, to put into effect the suggestions set forth in sections II to V inclusive of my report to the Council (E/2598).

In accordance with the Council resolution referred to above, the Council's Commissions will have an opportunity of considering my plans regarding publications and studies and of commenting upon them to the Council should they wish to do so. I intend, moreover, to consult with the Commissions, as the opportunity arises, in the continuing review of the substantive work programme of the Secretariat in the economic and social fields.

III. Particular aspects of the reorganization

16. The results of the review undertaken of departments at Headquarters have a direct bearing on the level of the budget estimates submitted for 1955, which I believe reflects a reasonable indication of the progress which might be achieved during the course of 1955. The budget estimates show in respect of departments at Headquarters a not insignificant decrease, thus indicating a reversal of the previous upward trend. When the conclusions of the survey are followed up in detail, further economy may result beyond that to be achieved during the financial year 1955. But the 1955 budget estimates at their present level would seem to me to have eliminated, in the main, any margin between

organization and work, that is to say, the appropriations requested are to the best of my understanding and within my present possibilities, adjusted to the reassessed workload. As regards questions of basic budget policy for an organization such as the United Nations, I would venture to say that there are two conflicting trends. In the first place, there is the obvious necessity to secure the maximum economy possible on the basis of rationalization, that is to say, the accomplishing of a given volume of work with the minimum of manpower. This approach demands a continuing assessment of the manner in which individual units should be administered so that they can perform their duties with the maximum of efficiency and effectiveness. There is, on the other hand, an equal necessity, having regard to the dynamic nature of United Nations operations, to afford scope for development to meet the needs of a changing situation so that new initiatives on the part of the Secretariat should not be hampered by the lack of a reasonable financial margin which would tie the hands of the Secretary-General and impede the desirable development of the work.

17. The conclusions reached have also been used as a basis for the estimates of financial implications set out below in part IV of the present report. It would be prudent not to regard these conclusions in too rigid a manner both as regards detailed organization and possible target strength in view of the following considerations:

- (a) The adjustments in departments at Headquarters which might follow from the review of the activities in offices away from Headquarters and of the relationship between those offices and Headquarters;
- (b) Further adjustments in programmes that may be worked out on the basis of such recommendations as the Secretary-General may wish to make;
- (c) Actual experience in working the new scheme which is necessary before there can be a final determination of the best possible arrangements that can be made.

18. The basic structure of the new plan, however, need not be affected by those considerations. Bearing in mind General Assembly resolution 13(I) of 13 February 1946, which laid down the initial structure of the Secretariat, and particularly paragraph 4 of that resolution, which requested the Secretary-General "to make such changes in the initial structure as may be required to the end that the most effective distribution of responsibilities and functions among the units of the Secretariat may be achieved", I have included in a final section of the present report certain conclusions which I believe should be the subject of formal consideration by the General Assembly, in addition to its appreciation and discussion of the reorganization plan as a whole.

19. The budget estimates for 1955 have been based upon the continuing location at Headquarters of the Division of Narcotic Drugs. I would suggest that the budget be approved as presented in part III (Headquarters - New York), but that the General Assembly should authorize me to act in the matter of actual transfer at the time I judge to be most appropriate. Any necessary transfers within the budget would, under the terms of the appropriation resolution, receive the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions before arrangements were concluded.

20. One important question - given the reduction of posts envisaged in the target manning tables - relates to the personnel policy which should govern the situation as far as the present staff members are concerned. I feel strongly that in the case of the overwhelming majority, the necessary adjustments should be attainable through the normal turnover of staff; that is to say, reorganization should normally not lead to any separations which would not result from other reasons such as age, unsatisfactory service, etc. The policies pursued over the last year or so have already resulted in a net reduction of about half the total anticipated. The further reduction foreseen would be approximately the same, that is to say, some 140 posts, fairly equally divided between the professional category and the general service category. It would be achieved in the main by the blocking of posts as they become unencumbered, combined with a more consistent and closely controlled policy of inter-departmental staff transfers to promote versatility and to augment the broad experience of staff members both in the Secretariat at Headquarters and

in the field. This policy would be supported by carefully planned policies for recruitment and promotion which, while moving in the direction of geographical equilibrium, would recognize the need to protect as fully as possible the career service of the staff as a whole.

IV. Financial Implications

21. The following summary provides an indication, in approximate terms, of the effect of the reorganization proposals upon the budget. Final assessment must await the fuller review contemplated for offices overseas, but it is reasonable to assume that the greater portion of budget savings will be related to the streamlining of departments at Headquarters.

22. As compared with the establishment authorized for 1954, the target establishments in the report of the Survey Group envisage a contraction of some 284 posts, of which 136 posts would fall in the professional category or above and 148 in the general service category.

23. No attempt has been made to take into account the effects on the workload of the Department of Conference Services of adjustments which it is hoped will ultimately be made in the work programmes of substantive departments. Such effects cannot be isolated for purposes of workload assessment and can only be judged in the light of actual experience. Meanwhile, attention has been directed for the most part towards a concentration rather than a contraction of total effort in this area. In consequence, the proportionate contraction in substantive departments appears by comparison relatively heavy but the review was mainly centred on the particular activities with which those departments are concerned.

24. Excluding the professional posts in the Department of Conference Services where specific language requirements are a conditioning factor in recruitment, the reorganization contemplates a contraction in the total professional staff of all other departments or offices of approximately 15 per cent when compared with the basis upon which the estimates for 1954 were approved by the General Assembly.

25. Implementation of the reorganization plan for Headquarters would enable a reduction, as compared with the budget level for 1954, of an amount estimated at \$2 million gross. The direct salaries for professional and general service posts would account for \$1,158,000 and \$492,000 respectively. The balance of \$350,000 would relate to common staff costs.

26. As will be seen from the summary table in paragraph 19 of my budget foreword,^{2/} staff costs during 1955 have been reduced as compared with the 1954 approved level by some \$900,000. I am confident that this saving will be achieved, even though it calls for a reduction for turnover of 6 per cent rather than 4 per cent as applied in previous budgets. It would be reasonable to assume that the estimates for 1956 would, in the absence of any new requirements, provide for a further reduction of some \$750,000. The balance in the total savings anticipated would thus be reflected in the estimates for 1957, since I would consider that the reorganization proposals with which the present report deals will have been effectively implemented towards the end of 1956.

27. To achieve budget savings which would be greater than those indicated or which would be realized earlier, would require a more drastic approach by the General Assembly than I envisage. A change in the current level of substantive programmes beyond the one proposed would then be called for and a more severe approach in resolving the matter of personnel policy would have to be followed. I would not recommend that the General Assembly adopt either of these courses. The way in which I have indicated how modifications in substantive programmes might be progressively achieved is, in my view, the one most likely to lead to effective results vis-à-vis the organs concerned, provided that the General Assembly approves the conclusions of the Economic and Social Council and its resolution 557 (XVIII). Any speeding up of the reorganization programme to reach the target establishments for departments with the minimum possible delay would inevitably occasion an approach to the personnel policy issue different from that which I recommend, that is, that the adjustments in vacancies should be attainable in the main through the normal turnover of staff. Of course a budget saving could be

2/ See Official Records of the General Assembly, Ninth Session, Supplement No.5, document A/2647.

realized earlier through specific termination action. It would be a non-recurring saving, however, and would be offset to the extent that the action taken would necessitate the payment of sizeable indemnities under the Staff Regulations. On balance, the relatively small financial advantage achieved over a shorter period would not appear to counterbalance the ensuing disadvantages, since in any event the proposals as they stand will realize in due course substantial savings in the budget compared with earlier years.

V. Conclusions regarding the principal units of the Secretariat at Headquarters and the top level of officials

28. General Assembly resolution 13 (I) provided for the principal units of the Secretariat and authorized the appointment of certain top-level officials. The following proposals constitute departures from the provisions of that resolution. Should the General Assembly approve the reorganization plan as incorporated in the budget estimates for the year 1955, it would thereby be modifying those parts of resolution 13 (I) which are inconsistent with these proposals.

29. The top-level officials of the Organization, comprising those who will have responsibility for, or supervision of, the principal units, together with the two Under-Secretaries who will have responsibility for special problems but who will not be in charge of any of the principal units and the Deputy Under-Secretaries to be appointed in certain departments, will have the status of Under-Secretaries. As a rule, the Secretary-General shall designate a top-level official to deputize for him when he is absent or unable to perform his functions.

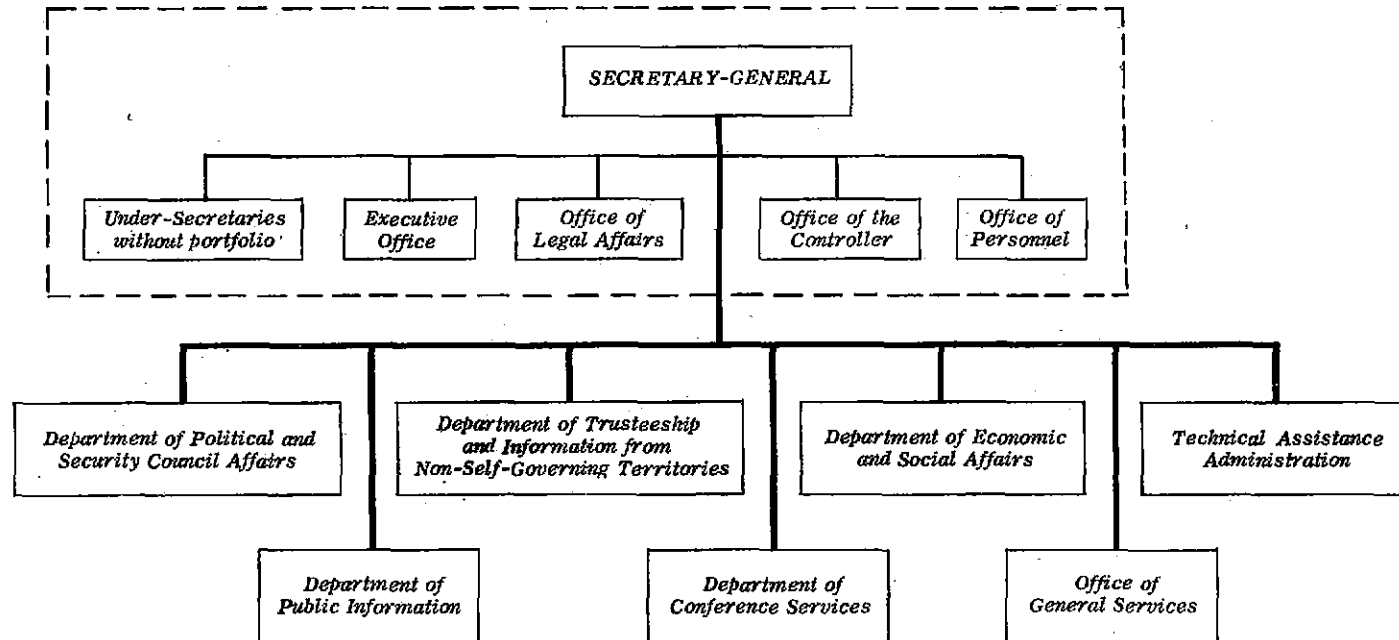
30. Resulting from these arrangements, the word "Under-Secretaries" would be substituted for the words "Assistant Secretaries-General" in Staff Regulation 1.10 and for the words "Assistant Secretaries-General, Principal Directors" in Staff Regulation 4.5(a).

31. In presenting these new organizational arrangements, I have anticipated that the officials having the status of Under-Secretaries will be accorded the privileges specified in section 19 of the Convention on the Privileges and Immunities of the United Nations. That section, in providing that the

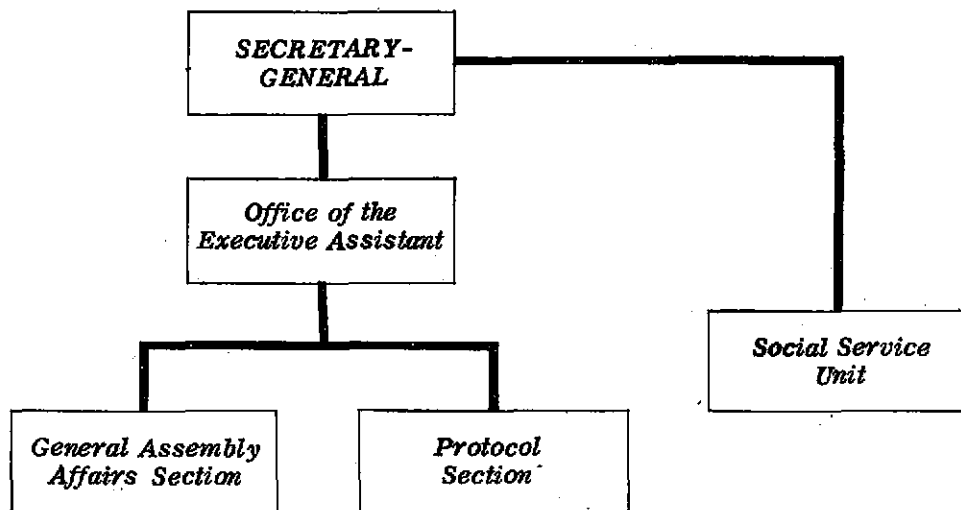
Secretary-General and all Assistant Secretaries-General would be granted the privileges and immunities of diplomatic envoys, clearly contemplated that the highest level of officials immediately under the Secretary-General should be accorded the privileges appropriate to their functions. I trust that it will be found consistent with the intentions of that section that those who would now be the highest level of officials immediately under the Secretary-General should enjoy the privileges recognized as appropriate to that status and to the responsibility it carries.

32. The creation of a single supervisory level entails a revision by the General Assembly of annex I of the Staff Regulations of the United Nations dealing with salaries and related allowances. My recommendations in this connexion will be submitted in another report since I believe the General Assembly will want to consider this question separately.

PROPOSED ORGANIZATION OF THE SECRETARIAT AT HEADQUARTERS



PROPOSED ORGANIZATION OF THE
EXECUTIVE OFFICE OF THE SECRETARY-GENERAL

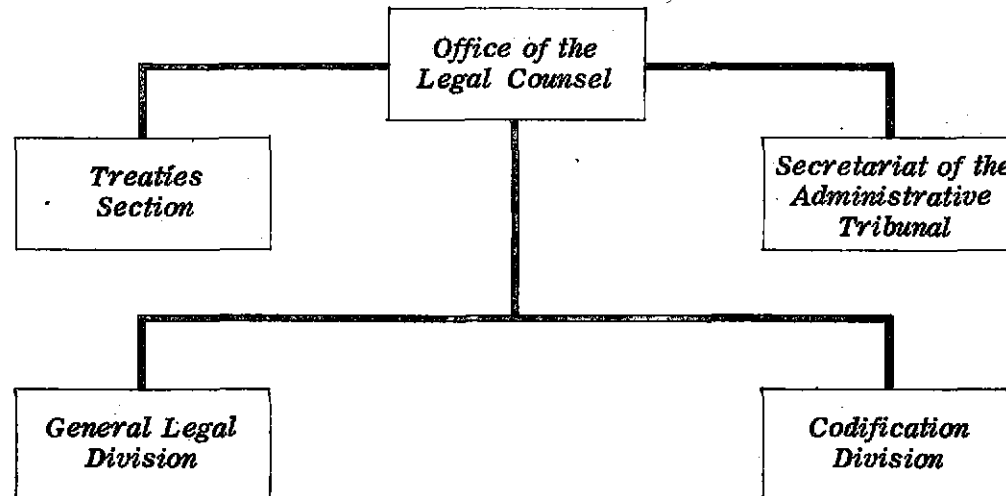


TARGET MANNING TABLE

Professional Posts.....	14
General Service Posts.....	16
Total.....	30

The Internal Audit Service (with target establishment of 10 Professional and 6 General Service posts) and the Health Service (3 Professional and 9 General Service posts) report to the Secretary-General through this office.

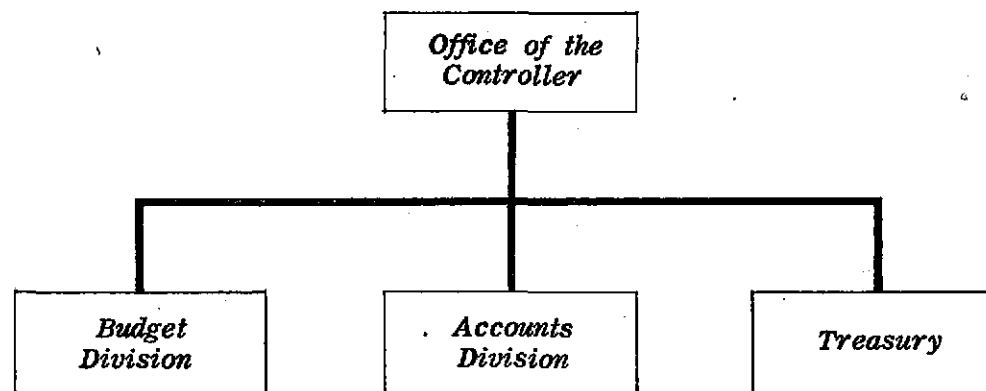
PROPOSED ORGANIZATION OF THE
OFFICE OF LEGAL AFFAIRS



TARGET MANNING TABLE

Professional Posts.....	27
General Service Posts.....	22
Total.....	49

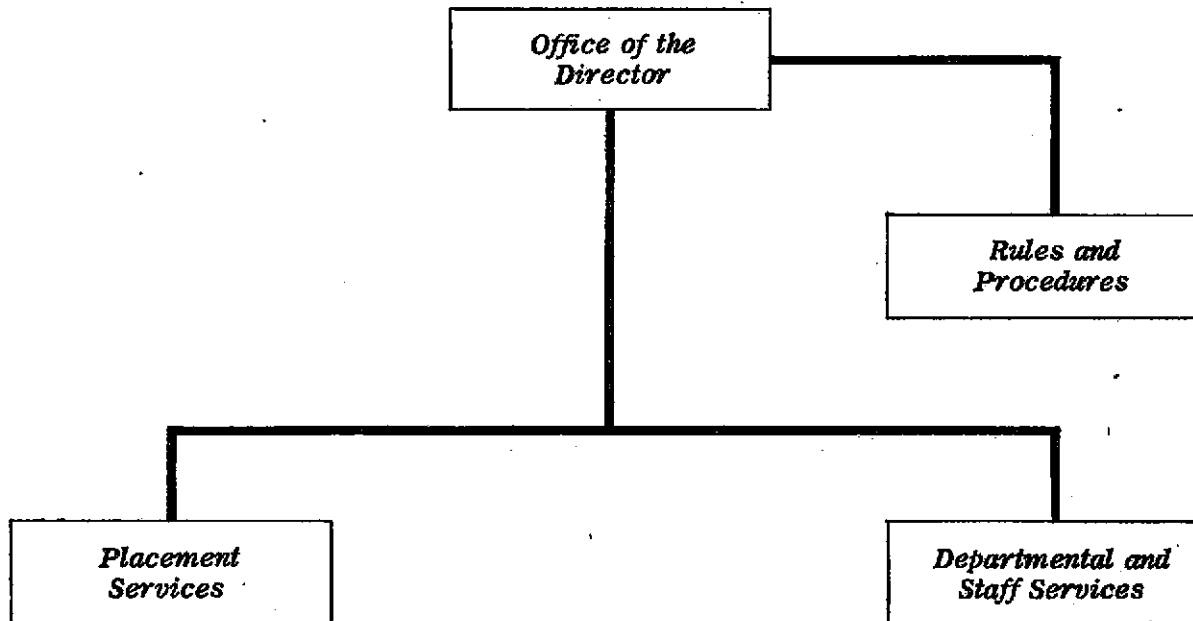
PROPOSED ORGANIZATION OF THE OFFICE OF THE CONTROLLER



TARGET MANNING TABLE

Professional Posts.....	44
General Service Posts.....	42
Total	86

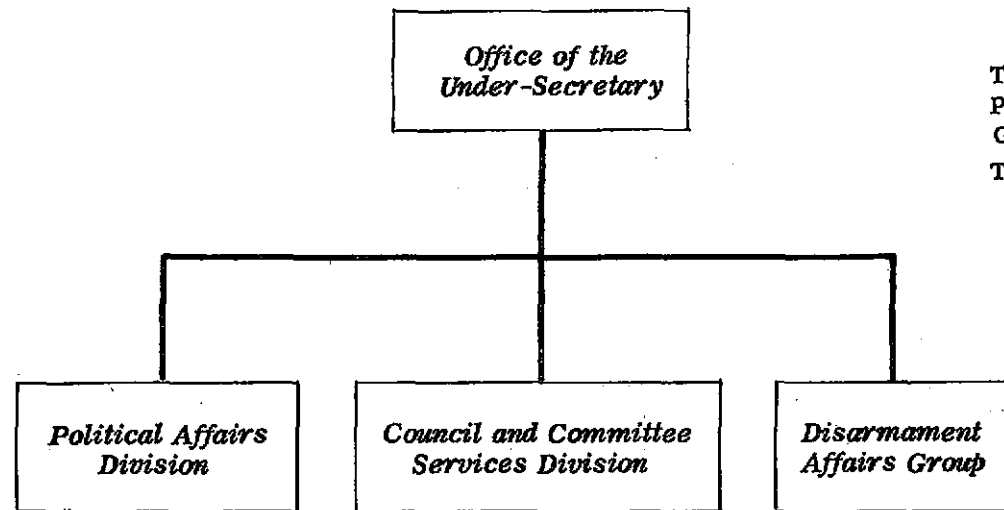
**PROPOSED ORGANIZATION OF THE
OFFICE OF PERSONNEL**



TARGET MANNING TABLE

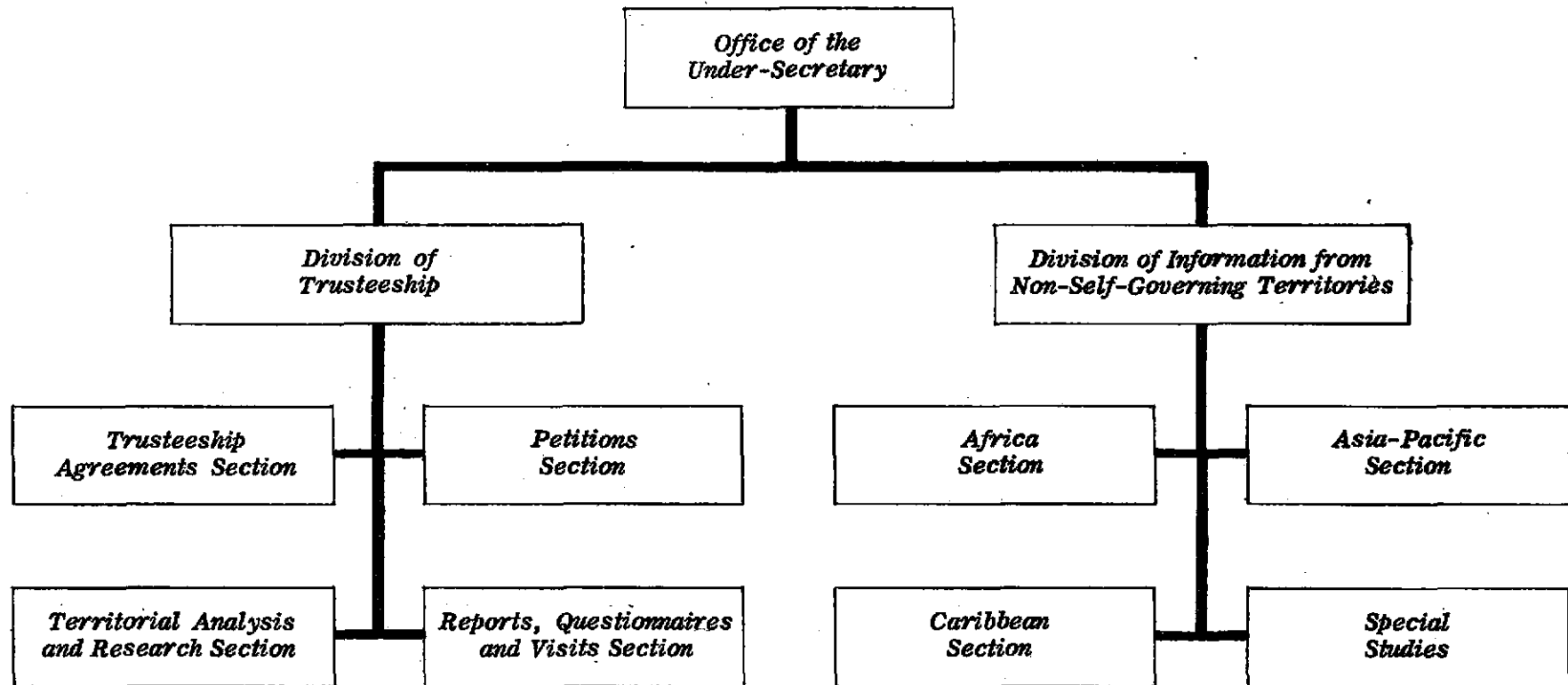
Professional Posts.....	27
General Service Posts	33
Total.....	60

PROPOSED ORGANIZATION OF THE
DEPARTMENT OF POLITICAL AND
SECURITY COUNCIL AFFAIRS



TARGET MANNING TABLE	
Professional Posts.....	41
General Service Posts...	21
Total.....	62

**PROPOSED ORGANIZATION OF THE
DEPARTMENT OF TRUSTEESHIP AND
INFORMATION FROM NON-SELF-GOVERNING TERRITORIES**

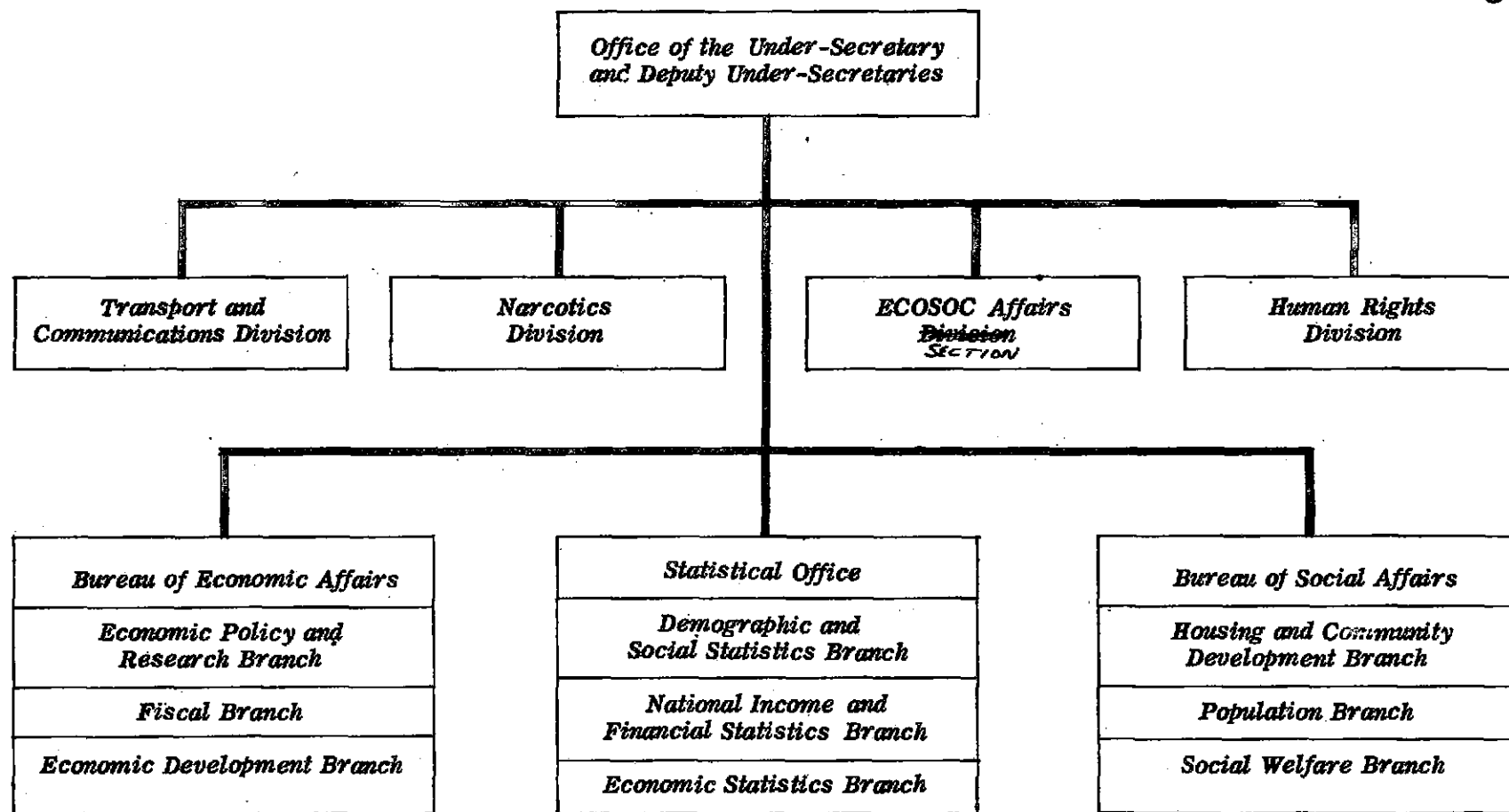


TARGET MANNING TABLE

Professional Posts.....	59
General Service Posts.....	31
Total	90

**PROPOSED ORGANIZATION OF THE
DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS**

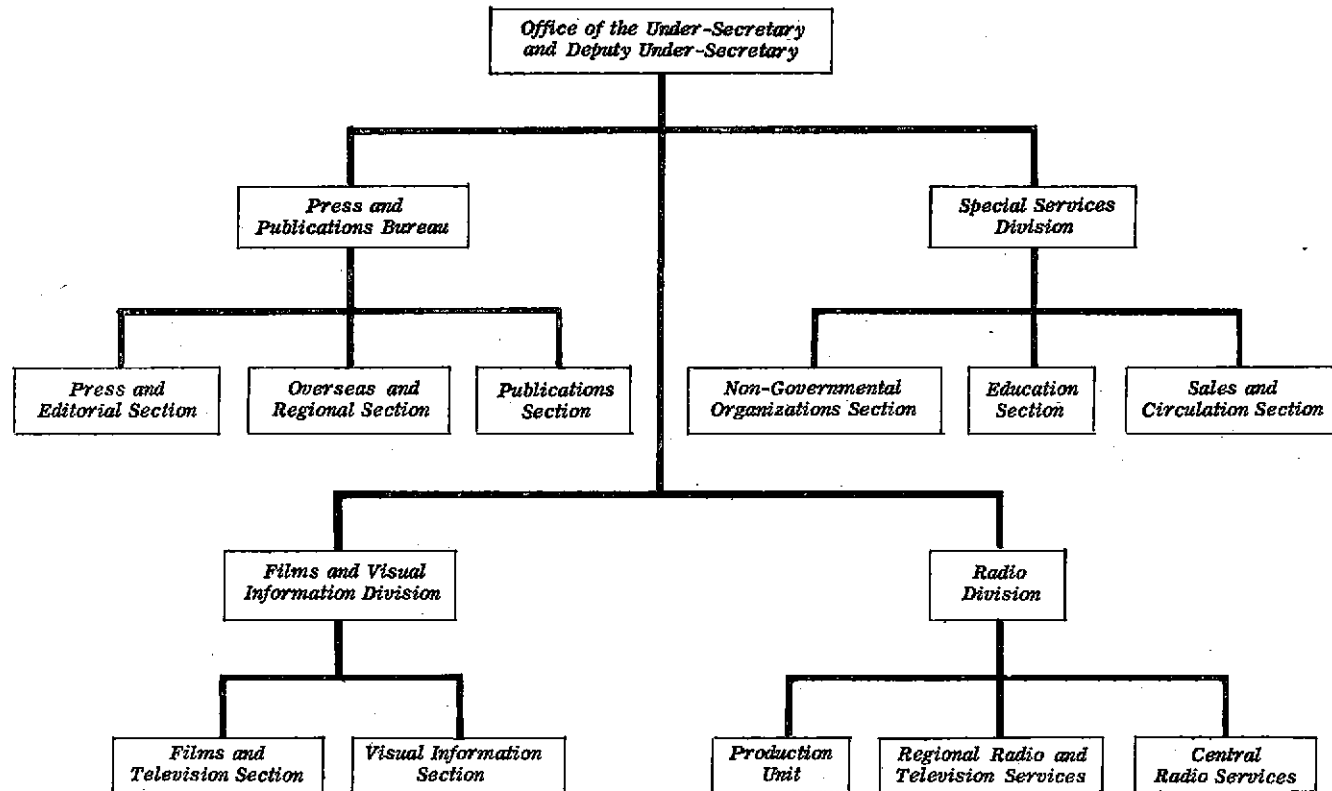
A/2731
English
Page 20



TARGET MANNING TABLE

Professional Posts.....	270
General Service Posts.....	169
Total.....	439

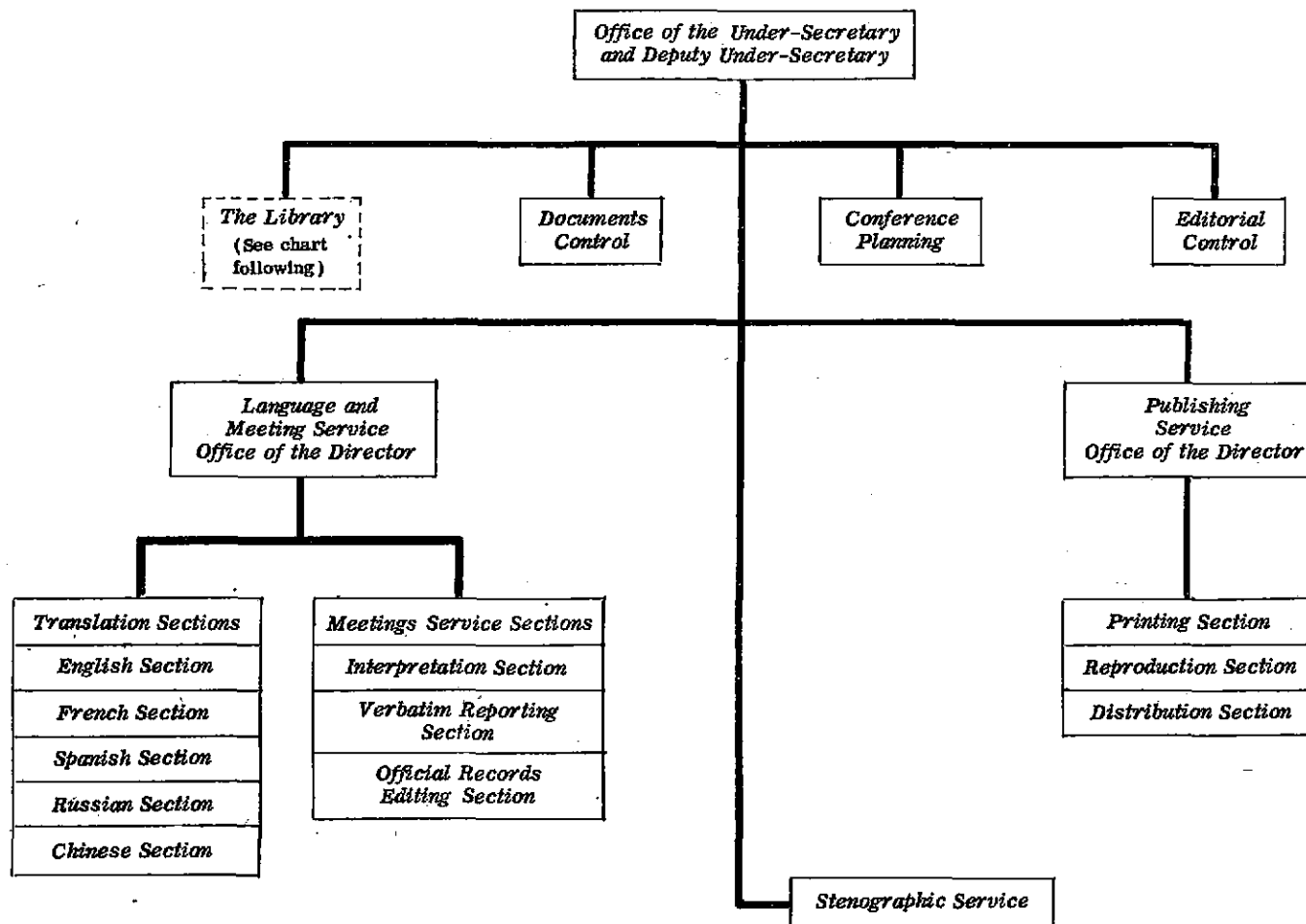
**PROPOSED ORGANIZATION OF THE
DEPARTMENT OF PUBLIC INFORMATION**



TARGET MANNING TABLE

Professional Posts.....	129
General Service Posts	119
Total	248

PROPOSED ORGANIZATION OF THE
DEPARTMENT OF CONFERENCE SERVICES

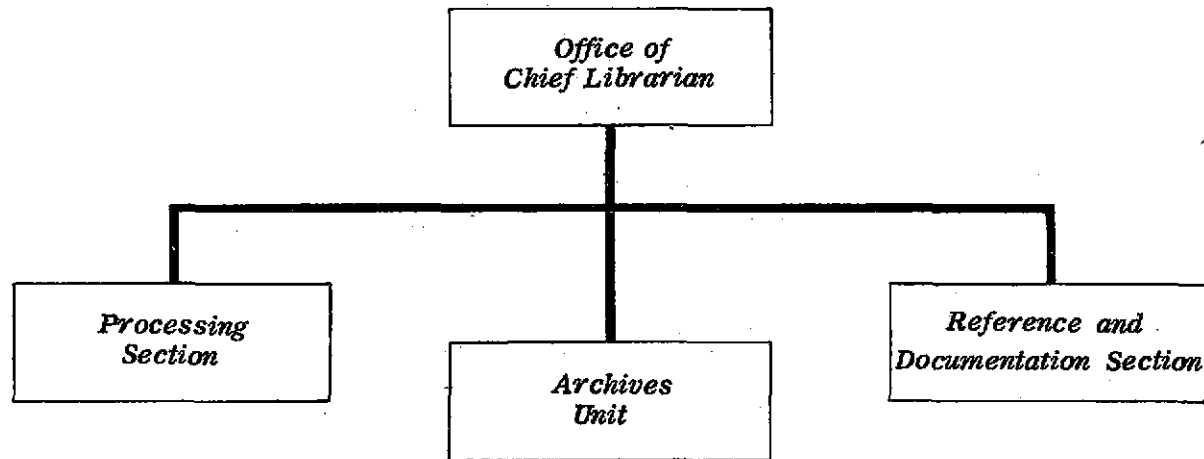


TARGET MANNING TABLE

Professional Posts.....	447
General Service Posts.....	462
Total.....	909
Plus 11 manual workers.	

The Military Staff Committee secretariat (with target establishment of 6 Professional and 6 General Service posts) will work in collaboration with this department.

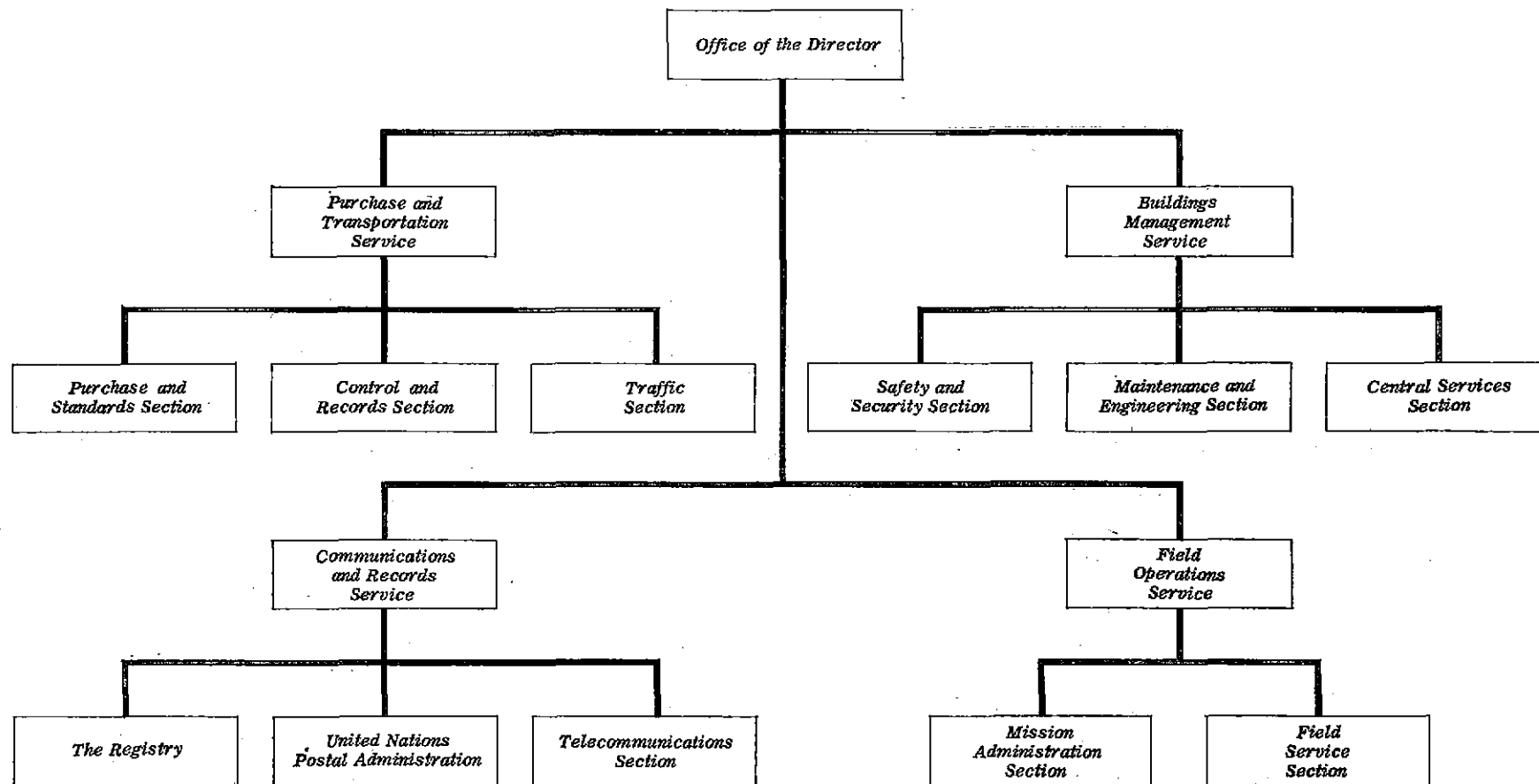
**PROPOSED ORGANIZATION
OF THE LIBRARY**



TARGET MANNING TABLE

Professional Posts.....	34
General Service Posts	50
Total.....	84

PROPOSED ORGANIZATION OF THE
OFFICE OF GENERAL SERVICES



TARGET MANNING TABLE

Professional Posts.....	52
General Service Posts.....	425
Total	477
Plus 163 manual workers.	